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# JUVENILE DELINQUENCY

(DISTRICT OF COLUMBIA)

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## HEARINGS

BEFORE THE

### SUBCOMMITTEE TO INVESTIGATE JUVENILE DELINQUENCY

OF THE

### COMMITTEE ON THE JUDICIARY

### UNITED STATES SENATE

EIGHTY-THIRD CONGRESS

FIRST AND SECOND SESSIONS

PURSUANT TO

## S. Res. 89

INVESTIGATION OF JUVENILE DELINQUENCY IN THE  
UNITED STATES

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DECEMBER 15, 16, 17, 18, 21, 22, 1953, AND JANUARY 15, 1954

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## EXHIBITS

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1. Bound copy of Crime in the Nations Capital, 1952, 17th annual report of the Washington Criminal Justice Association.....	1 4
2. Bound copy of Children in Conflict, issued by United Community Service.....	1 5
3. Copy of article Juvenile Crime Rises in Consistent, Easily Predictable Pattern appearing in September 6, 1953, issue of the Sunday Star....	2 5
4. Copy of article Paul Junior High Scandal As a Civic Lesson appearing in December 6, 1953, issue of the Washington Post.....	2 16
5. Copy of article Rich Homes Spawn Some Bad Boys appearing in December 13, 1953, issue of the Washington Post.....	2 24
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10. Set of 25 photographs of the Dixon Court area.....	1 133
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13. Copy of a study of 100 boys committed to the National Training School for Boys by the juvenile court and related graphs.....	2 174
14. Copy of Public Law 388, 82d Congress, chapter 417, 2d session (S. 1822), amending the act creating the juvenile court of the District of Columbia.....	2 216
15 (a) Report showing operating budgets of 7 juvenile and domestic relations courts in counties of 114,000 to 355,000 population.....	2 245
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18. Copy of article Vice Survey Praises District of Columbia appearing in January 6, 1953, issue of Washington Daily News.....	1 296
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28. Copy of a draft statute authorizing United States attorney for the District of Columbia to make the determination in proper cases whether juvenile delinquent shall be tried in juvenile court of the District of Columbia.....	2 429
29. Copy of statement of Milo F. Christiansen and attached information..	2 445

<sup>1</sup> On file with the subcommittee

<sup>2</sup> Printed in the record.



# JUVENILE DELINQUENCY

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TUESDAY, DECEMBER 15, 1953

UNITED STATES SENATE,  
SUBCOMMITTEE OF THE COMMITTEE ON THE JUDICIARY,  
TO INVESTIGATE JUVENILE DELINQUENCY,  
*Washington, D. C.*

The subcommittee met at 10 o'clock a. m., pursuant to recess, in room P-63, Senate Office Building, Senator Robert C. Hendrickson (chairman of the subcommittee) presiding.

Present: Senators Hendrickson and Hennings.

Also present: Herbert J. Hannoeh, counsel; Herbert Wilton Beaser, assistant counsel, and James Bobo, assistant counsel.

The CHAIRMAN. The subcommittee will be in order.

As announced by the chairman at our initial hearings, this subcommittee plans to hold as many hearings at local levels of government as time and financial circumstances will allow.

We have made it quite clear in all our public utterances that one of the first cities in the country to which we would give consideration would be the Nation's Capital.

So in accordance with our promises to the people of the Nation, we are here today to search by inquiry, as thoroughly as we can, the juvenile delinquency issue in this, the greatest of all the world's capitals.

We think we are exercising true judicial wisdom under our legislative authority in so proceeding because we feel that this great city, or District, if you please, should serve as a model to all the local governments of our country in all matters which confront local governments.

At this point I wish to state that our decision to inquire into the many aspects of the juvenile delinquency problem in Washington should not be interpreted as any attempt to interfere in any manner with the very able District Committee, of either the House of Representatives or the Senate, or to supersede their respective well recognized jurisdictions. Indeed, as to the Senate Committee on the District of Columbia, we sought their cooperation at the outset, and they have given that cooperation fully, by the appointment of an appropriate subcommittee to work with us.

That subcommittee consists of Senators Payne of Maine; Beall of Maryland, and Mansfield of Montana.

I am sorry that the members of that subcommittee from the District Committee are unable to be with us today. I hope they will appear before the hearing concludes today. The public is assured that they will be just as much a part of this inquiry as any member of the Judiciary Subcommittee on Juvenile Delinquency.

The Chair might well say at this point that no Member of the Congress has been more helpful and cooperative than the very able and distinguished chairman of the Senate District Committee, my esteemed colleague, Senator Case of South Dakota.

For the press and the Nation may I say that our committees are working as a united team in this effort to solve one of the country's greatest internal problems.

We of the Judiciary Subcommittee on Juvenile Delinquency also want to pay a just and fitting tribute to a distinguished group of local citizens headed by Mr. Roger Robb for the contributions they have made without emolument to the objectives of our subcommittee.

Through the unselfish efforts of this group, the cause which the subcommittee serves has been nobly advanced not only locally, but throughout the Nation.

Mr. HANNOCH, you may proceed.

Mr. HANNOCH. I will call as our first witness, Mr. Robb.

The CHAIRMAN. Mr. Robb, we are delighted to have you with us today.

Mr. ROBB. Thank you, sir.

The CHAIRMAN. As I have indicated already, we are grateful for all the contributions you have made to our efforts.

Mr. ROBB. Thank you, sir.

The CHAIRMAN. It has not been the custom in the past for this subcommittee to swear witnesses because the testimony we have had before the subcommittee has been more in the nature of statements of opinion.

I think, now that we get down to specific cases, it wise that we put all witnesses under oath.

Do you swear that the evidence you will give before this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Mr. ROBB. I do, sir.

#### TESTIMONY OF ROGER ROBB, CHAIRMAN OF THE DISTRICT OF COLUMBIA FACT-FINDING COMMITTEE

Mr. HANNOCH. Mr. Robb, you are a member of the bar of the District of Columbia?

Mr. ROBB. Yes, sir.

Mr. HANNOCH. Have you held any official position in the District?

Mr. ROBB. Yes, sir. From 1931 until 1938 I was an assistant United States attorney for the District.

Mr. HANNOCH. Are you affiliated in any way with the Washington Criminal Justice Association?

Mr. ROBB. Yes, sir; I am. I am an officer of that association.

Mr. HANNOCH. That association is a member of the United Community Services of the District?

Mr. ROBB. Yes; it is.

Mr. HANNOCH. And devotes itself largely to making surveys and reports to the public on crime of all kinds in the Nation's Capital?

Mr. ROBB. Yes, sir.

Mr. HANNOCH. You make annual reports from time to time?

Mr. ROBB. Yes, sir.

Mr. HANNOCH. Mr. Robb, do you have a statement that you desire to present to the subcommittee today?

Mr. ROBB. Yes; I have, sir.

Mr. HANNOCH. May I interrupt you just a moment, Mr. Robb? This fact-finding committee of which you are the chairman has consisted of a number of outstanding citizens of the District?

Mr. ROBB. Yes, sir.

Mr. HANNOCH. And what has been the function of your committee and in what way have you cooperated and assisted us?

I, of course, know, and so does the Senator, but I think the public should know.

Mr. ROBB. Yes, sir. The function of our committee, Mr. Chairman, has been, so far as we have been able, to consult with and advise the staff as to local conditions, local personalities, and in general to assist your staff in finding the facts here in the District of Columbia.

Mr. HANNOCH. Now, you may proceed with your statement.

Mr. ROBB. Mr. Chairman, in the next few days we will present to your subcommittee testimony concerning the problem of juvenile delinquency in the District of Columbia. This testimony will relate to the scope and nature of the problem; it will concern community conditions which contribute to it, and the programs of those various community agencies which carry primary responsibility for its prevention and for working with children who have come under the law.

Mr. Chairman, the evidence to be presented at these hearings has been assembled by your fact-finding committee and by your own staff.

I am appearing here this morning as the chairman of the fact-finding committee and I wish to take this opportunity to express my very deep appreciation to my fellow committee members who have shared in carrying out our important and complex assignment.

The other members of the fact-finding committee are Mrs. A. Carrington Ewell, Dr. Victor J. Tulane, Mr. G. Howland Shaw, Mr. Murray Preston, Mr. Milton W. King, Mr. Edward J. Flynn, and Mr. A. Philip Towsner.

In behalf of the fact-finding committee, I would like to express our appreciation, Mr. Chairman, for the opportunity you have given us to participate in the important working of your subcommittee. We firmly believe that such participation by citizens enhances the values which flow from the work of your subcommittee.

Before proceeding to outline the kind of testimony which we intend to present during the next few days of hearings, Mr. Chairman, I would like to make 2 observations, 2 general observations.

A charge to investigate juvenile delinquency in this, or any other community, means focusing upon community problems and sore spots. It is a healthy thing for a community to look at its problems and weaknesses.

But this should not blind either us or the public to the many positive influences and programs in this community which help the vast majority of our young people to grow into healthy adult citizens.

The same observation, Mr. Chairman, should be made about the work of our community agencies. No one questions the intentions or the integrity of the many sincere men and women who staff these agencies.

We are aware of the many positive contributions which these agencies make to the welfare of all children and in giving help to the child in trouble. These programs will be strengthened, however, only as their weaknesses become known to the public.

Now, Mr. Chairman, the matter of choosing testimony to be presented during the brief time available for hearings has constituted a serious problem for the fact-finding committee. Days of hearings could be devoted to merely examining some of the forms delinquency assumes in this community.

A similar amount of time would be required to evaluate exhaustively the present program of only one such community agency as the Department of Education, for example. Obviously, it is necessary to be highly selective. We hope that these limitations will be understood by those many persons who will feel, and with cause, that certain important aspects of the problem are not presented.

In this connection, Mr. Chairman, we would like to emphasize that we fully recognize that juvenile delinquency is a problem of multiple phases and a product of a great many factors. Its many roots are embedded in deficiencies both in family and community life.

A singling out for presentation of only a few conditions which contribute to juvenile delinquency—a selection necessary in this case—must, of necessity, fail to tell the whole or even a large part of the story.

We are equally cognizant, Mr. Chairman, that an effective attack upon juvenile delinquency must be diversely pronged as the problem is diversely rooted.

Here, again, the time available prohibits presentation of all phases of a well-rounded community program.

Although we are deeply aware of the crucial nature of the very young child's experience in shaping his development, for example, we will not be able to give attention to all the community programs designed to increase general understanding of child growth and development. We will not be able to give adequate attention to the character-building programs offered by many churches and voluntary organizations.

Limited time forces us to concentrate upon certain public agencies responsible by law to discharge functions directly concerning the prevention of juvenile delinquency and to its treatment.

May I call your attention at this point, Mr. Chairman, to certain exhibits which we would like to introduce. Before proceeding to do so, however, I would like to point out, sir, that I am not and do not pretend to be an expert in interpreting statistical data. Our exhibits, therefore, Mr. Chairman, are confined to a simple visual presentation of the trend, the volume, and the distribution of delinquency in the District of Columbia.

However, Mr. Chairman, I would like to introduce three items which give considerably more detailed information. The first of these is the report issued in March 1953 by the Washington Criminal Justice Association, entitled "Crime in the Nation's Capital, 1952."<sup>1</sup>

I might say these have all been given to counsel, Mr. Chairman.

The CHAIRMAN. Thank you, Mr. Robb. Let that report be exhibit No. 1.

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<sup>1</sup> Crime in the Nation's Capital, 1952, issued March 1953 by the Washington Criminal Justice Association.

(The document referred to was marked "Exhibit No. 1," and is on file with the subcommittee.)

Mr. ROBB. The second issued by United Community Services in May 1953 is called Children in Conflict.<sup>2</sup>

The CHAIRMAN. Let that be exhibit No. 2.

(The document referred to was marked "Exhibit No. 2," and is on file with the subcommittee.)

Mr. ROBB. The third item is a report which appeared on September 6, 1953, in the Washington Sunday Star of a precinct-by-precinct survey conducted by Miss Miriam Ottenberg.<sup>3</sup>

The CHAIRMAN. Let that be exhibit No. 3. It will be incorporated in the record.

(The document referred to was marked "Exhibit No. 3," and reads as follows:)

[From the Washington (D. C.) Sunday Star, September 6, 1953]

#### EXHIBIT 3

**JUVENILE CRIME RISES IN CONSISTENT, EASILY PREDICTABLE PATTERN—JUVENILES COMMITTING CRIMES SERIOUS ENOUGH TO JAIL ADULTS—MAJORITY OF FELONIES BY YOUTHS ARE BY CHILDREN 15 YEARS OR YOUNGER**

By Miriam Ottenberg

The majority of Washington's juvenile offenders are committing crimes serious enough to send an adult to prison.

Boys as young as 15 are using such professional techniques in their crimes as hacksaws and crowbars for housebreaking. Such crimes as rape and safe-cracking—once considered adult crimes—are now also juvenile offenses.

In some areas, roving gangs of shoplifters are reported to have terrorized stores clerks and walked out with what they pleased. In others, they have smashed expensive plate glass to get some article from a show window.

The majority of all juvenile felonies are being committed by children 15 years of age or younger. The July report of the juvenile court shows a child under 10 years brought into court for stealing a car. Recently, a 7-year-old was arrested for his third housebreaking.

Most of the serious juvenile crimes are committed by repeaters. Arrests do not deter them. Except in rare cases where their parents take a hand, or they are held in the receiving home, the night or the week after their arrest finds them prowling the street again. Some serious offenders have been arrested as many as 6 times in 1 year.

These are some of the facts uncovered in a Star survey of juvenile crime throughout the city.

The Police Department's crime analysis for fiscal 1953 is expected to show juveniles were involved in more than 30 percent of all the serious cases on which arrests were made during the year, as compared with 27 percent in fiscal 1952 and 24 percent in 1951. These crimes include homicide, rape, robbery, and attempted robbery, aggravated assault, housebreaking and attempted housebreaking, grand and petty larceny, and auto theft.

The Star survey showed that in a few scattered areas where residents have been sufficiently aroused for a community effort with teachers and police, some ground has been gained against juvenile crime.

But for the city as a whole, it was obvious that each agency dealing with children is going its separate, overworked way with only token liaison between the agencies.

The juvenile court's secrecy policy is one roadblock. For instance a church interested in helping a child can get no information from the court. Neither can a welfare agency, unless the child is specifically referred to the agency by the court.

<sup>2</sup> Children in Conflict, issued May 1953 by the United Community Services.

<sup>3</sup> Juvenile Crime Rises in Consistent, Easily Predictable Pattern, article which appeared in the September 6, 1953, Sunday issue of the Washington Star.

The Board of Public Welfare and the National Training School for Boys get a summary of a child's history the day the child is committed—not before, so plans can be made for him in advance.

The police do not know what happens in the court after a boy is sent there. The only information they learn is whether or not the case reaches the judge and the only reason they find that out is because they are called to swear to the petition. They do not know the final disposition.

Probation officers of adult courts can get information to aid in presentence investigations when a boy known to juvenile court is found guilty of a crime in District or municipal courts. Court officials estimated these requests from probation officers are coming several times weekly—an indication of how many juvenile offenders are moving on to become adult offenders.

#### *Little coordination among groups concerned*

Although public and private groups have been concerned with various aspects of the problem of juvenile crime for years, there is little or no coordination of effort.

A case in point is the 14th precinct. Here, juvenile crime has matched the rapidly swelling population. The precinct now has one of the highest juvenile crime rate in the city. Churches in the area tried and failed to reach a solution. Police got little cooperation from parents. The civic association tried for a police boys' club, won the enthusiastic endorsement of Police Chief Robert V. Murray, but had to have a building. The association tried and failed to have the old Benning School—now a warehouse—released, by school officials. Use of this building to get boys off the street was refused despite the fact that school vandalism in this precinct is among the three highest in the city.

Senator Hendrickson, Republican, of New Jersey, who heads a special investigating committee on juvenile delinquency, has talked of making Washington one of his points of inquiry because of the rise in juvenile crime here and the idea that the Nation's Capital should be a model for the country.

He will find here no organized mobs, taking direction from a single leader and "kicking back" a share of the loot. He will find, instead, shifting gangs, varying in size, usually with one boy more aggressive and hardened than the others in temporary command, with the circumstances of the moment determining whether the gangs are combining or working separately. He will find the juveniles moving in groups to steal, just as they move in groups to go to a playground.

He will find little dope addiction, some drinking and some vice. He will find that housebreaking and car stealing are the most frequent crimes committed by juveniles, an increasing number of robberies and citywide vandalism. He will find that boys still considered juveniles in the eyes of the law are old offenders who look and dress like adults and spend their loot on drinking, gambling, and women.

#### *Attitudes of parents of wrongdoers vary*

He will find insistent demands that more responsibility be placed on the parents. He will find varying attitudes among the parents. Some of the parents whose children get into trouble will work with the police and the court to see that it doesn't happen again. Others will insist that the police are wrong, that it was some other child, not their own, who committed an offense. Some parents are indifferent. Some will lie for their young, like the mother who insisted the brandnew leather jacket stolen from a parked car was actually her Christmas present to her boy. And some will use the fruits of their children's crime.

The investigators will find it now takes the juvenile court social workers 2 months to complete their investigation of a boy before he goes before the judge—if he goes before the judge. This time lag is due to insufficient staff. The nationally accepted caseload for a juvenile courtworker is 40 cases. In the juvenile court here the worker who makes the original investigation averages 65 cases and the probation officers carry 85 cases at a time.

Since 1948 the only addition to the juvenile court staff has been one statistical clerk and this year at least one employee will be lost to absorb within-grade pay boosts. In contrast the volume of complaints reaching juvenile court against juveniles has increased by 65 percent in the past 2 years alone, and the number of children involved in these complaints has increased 58 percent.

Juvenile squad figures show that many boys are getting into fresh trouble, either while they are waiting for their cases to reach the judge or afterward.

Of the 2,015 boys whose cases went to court from the juvenile squad during fiscal 1953, a total of 1,621 boys against whom there were 2,336 complaints were sent to court only once during that year. This does not take into account what they may have done the previous year. Of the others, 228 boys, against whom there were 814 complaints, went to court twice; 117, against whom there were 556 complaints, went to court 3 times; 37, against whom there were 254 complaints, went to court 4 times; nine, against whom there were 86 complaints, went to court 5 times, and 3, against whom there were 23 complaints, went to court 6 times.

Figures like these are behind the repeater story.

#### *Some cases never reach the judge*

The judge does not get every case. Of the 3,420 children against whom complaints were made to the court in the last fiscal year, 1,309 were released without ever facing the judge.

If the judge does get the case, she is faced with this dilemma: Should she put the boy on probation, realizing that with a probation officer responsible for 85 boys he can't give enough attention to any of them? Or should she send the boy to an already overcrowded institution from which he will be released in a few months?

In fiscal 1947, a total of 236 were committed to the Board of Public Welfare as delinquent, as compared with 451 committed as delinquent in fiscal 1953. As a result of this stepped-up rate, the average stay in the Industrial Home School for White Children has dropped from 10 months in 1947 to 8 months in 1953, and the average stay in the Industrial Home School for Colored Children has dropped from 9 months in 1947 to 4 months or less in 1953.

The children have to be supervised after their release to assure against their getting into fresh trouble. The Department's Child Welfare Division also has to give protective services to prevent homes from breaking up and creating more problems of juvenile delinquency. It has to find foster homes and place children in them, arrange for adoptions and supervise children placed in private institutions. The number of dependent children requiring service from the Board has jumped from 426 in 1947 to 1,001 in 1953.

#### *Problem grows but staffs stay small*

To cope with this tremendous expansion of child problems involving both the delinquent and the dependent—a caseload that has grown from 662 children in 1947 to 1,462 in 1953—exactly 6 caseworkers have been added in the Child Welfare Division since 1947.

This lack of balance between the size of the juvenile problem and the size of the court and welfare staffs assigned to cope with it obviously was one of the things Dr. Martha M. Eliot, chief of the Children's Bureau of the Department of Health, Education and Welfare, had in mind when she commended last week that present Washington services aren't equal to the task presented by the growing problem of juvenile delinquency here.

The delay in getting cases before the juvenile court judge, the tremendous number of children that must be supervised, by each court probation officer, the necessity of getting children out of institutions in a hurry to make room for others, the large number of children each case worker must supervise after their release all have a bearing on this statement frequently made by police dealing with juvenile offenders:

"We tell them they've done something serious. They laugh at us."

The Star survey included talks with police captains and precinct detectives, merchants and leaders of citizens', civic and business groups, spokesmen for chain stores and theaters, school and utility officials. It is limited to children under 18—those who would come into juvenile court—and as far as possible pictures the present situation and recent cases.

The precincts survey follows:

#### FIRST PRECINCT

Area: 1.46 square miles.

Population: 18,705.

Percentage of precinct arrests of juveniles, January-June 1953: 7.6.

Slums in the precinct's northeast corner include such notorious spots as Myrtle and DeFrees Streets. Rents range from \$42 a month in the eastern section to \$49 further west. The average adult has completed only grammar school and earns less than \$2,000 a year. Complaints reaching juvenile court last year show

the rate of delinquency at about 103 per 1,000 children east of Fifth Street and 90.3 per 1,000 between Fifth and Fifteenth Streets NW.

Arrests of juveniles, particularly for petty thievery, doubled in the first 6 months of this year compared with those in the same period last year. Juveniles were arrested for three purse-snatchings and there were complaints that juveniles—not yet caught—were the offenders in several other robberies.

So far this year, 43 juveniles have been caught shoplifting, mostly in downtown department, dime and sports stores. Their loot has ranged from clothing to knives. Among the 38 housebreaking cases in which juveniles were arrested, have been several store entries on New Jersey Avenue in the 500 and 700 blocks. A 10-year-old forced his way into a department store show window 3 times. There were 58 juvenile arrests for felonies and 159 for misdemeanors during the first 6 months of this year.

Among recent cases: A 15-year-old was arrested for posing as a newsboy and making collections at 4 places. Two 15-year-olds admitted stealing 6 purses in theaters and breaking into 3 places. One of them carried a pistol with which he said he was planning to shoot a policeman. Two girls, one aged 12, got into a drunken fight over a man in a Ninth Street bar. The older girl already was on probation to juvenile court for lying about her age to get drinks.

Three boys were arrested for a yoke robbery. One of them told police he had been taught to "roll" drunks by his two uncles, one of whom was stabbed to death in a fight, the other killed in a bank robbery.

#### SECOND PRECINCT

Area: 1.25 square miles.

Population: 58,850.

Percentage of precinct arrests of juveniles, January-June 1953: 8.1.

At the western end of this precinct live families where the average adult has completed high school and a few months of college and earns \$2,733 a year. Here, complaints to juvenile court last year were at the rate of 20 per 1,000 children. Further east, the average adult has not completed grammar school, and the family income is about \$1,800 a year. Here, the rate of complaints to juvenile court last year ranged from 94 to 103 complaints per 1,000 children.

Sixty-five robberies were closed with the arrest of juveniles in this precinct in the first 6 months of this year. This was almost three times as many as in any other precinct during the same period. Police estimate 40 percent of the crime in this precinct is committed by juveniles. They were arrested for 76 of the precinct's housebreaking in the January-June period.

School officials report this is one of the three worst precincts in town for school vandalism. The auto squad reports it is one of the 3 or 4 worst precincts for auto thefts. A dime store manager in the 400 block of Seventh Street NW., says he has operated stores in rough neighborhoods, but for shoplifting by juveniles "this is the worst I've ever seen." Similar reports of thievery by juveniles came from Center Market and from food stores in the 100 block, 1100 block, 1300 block, 1500 block and 1600 block of North Capitol Street, among others. There were 165 juvenile arrests for felonies and 66 for misdemeanors in the first 6 months of the year.

Among recent cases: A dozen boys armed with clubs dragged a woman into the Bundy School grounds and raped her. A 7-year-old was arrested for breaking into a gas station, admitted a previous housebreaking, was referred to juvenile court and was caught breaking into the same place 4 nights later. A cigarette warehouse off New Jersey Avenue was raided twice in a month, with 300 or more cartons taken each time and juveniles peddling cigarettes all over the area. Homeopathic Hospital complained of boys molesting the nurses and snatching their pocketbooks.

#### THIRD PRECINCT

Area: 1.97 square miles.

Population: 49,864.

Percentage of precinct arrests of juveniles, January-June 1953: 5.3.

The riverside area west of Twenty-third Street produced the greatest rate of complaints to juvenile court per child population of any tract in the precinct last year although police and residents say remodeling in Foggy Bottom is quieting the area. Here, the average adult completed less than half a year of high school, averages \$2,000 a year and pays \$40 a month rent. Complaints were at the rate of 72.3 per thousand children. The neighboring area east of Twenty-

third Street, where the average adult completed nearly a year of college, earns \$3,000 annually and pays \$55 rent, was the area of the precinct's lowest rate of juvenile complaints, with 29 per thousand children.

A one-youth crime wave boosted juvenile crime figures in this precinct this year. He admittedly accounted for more than half the 67 housebreakings reported in the first half of 1953. Of the precinct's 153 juvenile offenses cleared by arrest in the first half of 1953, there were 85 felonies and 68 misdemeanors.

Among recent cases: Two 17-year-olds, picked up late at night at Eighteenth and Massachusetts Avenue were found to be carrying a .22 caliber revolver and an open knife, respectively. Two boys, aged 9 and 10, were caught at 1:30 a. m. as they started to break into an Eighteenth Street store for the fourth time in a month. Their previous loot included seven dozen small flashlights which they said they distributed to friends. A boy visiting from the Second Precinct shot himself through the head with a stolen gun in a fatal game of Russian roulette. Last week, Park Police rounded up half a dozen Foggy Bottom youths on charges of systematically looting honor-system newsstands in Government departments.

#### FOURTH PRECINCT

Area: 1.29 square miles.

Population: 30,082.

Percentage of precinct arrests of juveniles, January-June 1953: 5.1.

A section of this southwest precinct—from the Mall south to M Street and from South Capitol west to Fourth Street—produced the largest number of complaints to juvenile court of any section of the city in July. For 1952, complaints to the court from this area were at the rate of 59 per thousand children. Here, the average adult has completed just over seven grades in school, earns \$1,860 annually and pays \$27 a month rent. Elsewhere in the precinct, where last year's rate of complaints ranged from 31 to 50 per thousand children, the average adult has completed grammar school, earns between \$1,900 and \$2,500 annually.

Of the 64 juvenile arrests for housebreaking in the precinct during the first half of 1953, all but one of those arrested was 15 years or younger. Recently, police caught 3 young gangs, which had been breaking into 7 to 10 places a month. One of the 4 had been arrested 4 times within the year. The Southwest Farmers Market complains of children filching fruit at night; the fish wharf reports children grabbing fish from the back platform and children have knocked out all the window panes on one side of Syphax School. During the first half of this year, juvenile arrests were made in 87 felonies and 60 misdemeanors.

Among recent cases: A 13-year-old would-be housebreaker suffocated in a ventilator duct as he tried to squirm through to the inside of a restaurant in the 200 block of Fourth Street SW. A 14-year-old breaking into a grocery in the 200 block of N Street SW. was shot and killed by a policeman who thought the screwdriver in the boy's hand was a pistol. Four undercover police were driven out of Huntoon Court between N and O Streets SW. by 25 juveniles hurling rocks and bottles to protect their parents' bootlegging activities.

#### FIFTH PRECINCT

Area: 2.22 square miles.

Population: 51,292.

Percentage of precinct arrests of juveniles, January-June 1953: 8.6.

In this area southeast of the Capitol, the average adult has completed up to a year of high school, earns between \$2,300 and \$3,000 and pays between \$35 and \$50 rent. New elements coming into the area brought teen-age fights which residents say are being settled through joint efforts of police, civic leaders, and boys' clubs.

During the first 6 months of this year, there were 15 robbery cases involving juveniles. Last week, a man waiting at a bus stop at Fifteenth Street and Pennsylvania Avenue SE. was jumped by a gang and robbed of \$15 and an old man sitting in the park on Pennsylvania Avenue between Seventh and Eighth Streets SE. had his purse snatched from his hand. During the first half of 1953 juveniles were involved in 64 housebreakings, hitting business places on Eighth and Eleventh Streets and Pennsylvania and Independence Avenues SE. A grocery in the 1500 block of B Street SE complains of boys stealing, fighting, and bothering customers and a dairy in the unit block of L Street SE. had to hire private detectives to keep youths from stealing batteries from dairy trucks. A gang of rowdies hangs out nightly in the 600 block of Pennsylvania Avenue SE. The

precinct had 11 aggravated assaults by juveniles in the first half of this year—the third highest reported from any precinct. Juveniles were arrested in 96 felonies and 86 misdemeanors.

Among recent cases: A 16-year-old was charged with a \$1,311 safecracking in the 600 block of Pennsylvania Avenue SE. A 17-year-old was accused of receiving stolen property. He cashed a \$500 bill for the safecracker.

## SIXTH PRECINCT

Area: 5.61 square miles.

Population: 62,396.

Percentage of precinct arrests of juveniles, January–June 1953: 1.4.

In this area of low juvenile crime, more than half the homes are owner occupied and range in value from an average of \$13,700 in some sections to above \$20,000 in others. The average adult has completed high school and had half a year of college. Two sections—one in the extreme northwest, the other at the lower end of the precinct and embracing the Crestwood area of the 10th precinct—had no complaints reaching juvenile court in fiscal year.

Nine juvenile arrests for housebreaking and three for car stealing were the precinct's only felonies involving juveniles in the first half of this year. Police report a number of recent complaints of bicycle stealing and they are also looking for a youthful daylight robber who rides his rounds on a bicycle and, if spotted, claims he's looking for his grandmother or wants to buy a parakeet.

Twenty-seven juvenile misdemeanor arrests were reported during the first 6 months. Police reported cooperation of parents in curbing teen-agers.

## SEVENTH PRECINCT

Area: 4.76 square miles.

Population: 35,607.

Percentage of precinct arrests of juveniles, January–June 1953: 3.6.

In Georgetown, where high-income families have pushed out many of the long-time low-income groups, family income in one area averages below \$1,500 while in most other sections, the income rises from \$4,000. The average adult has completed high school and a year or more of college.

Arrests of juveniles for car stealing increased sharply here from 8 in the first 6 months of 1952 to 35 in the same period of 1953. At the same time, juvenile housebreaking cases dropped from 44 to 16. This drop was partially due to the exodus from the Industrial Home School of a 10-year-old who was accused of some 50 housebreakings in the precinct both before and after he was admitted to the school. Last fall, he was removed from the school. The school reports complaints on half a dozen boys this year, including shoplifting and car theft. The school is due to leave Wisconsin Avenue and move to the Children's Center at Laurel, Md., this winter. For the precinct in the first half of this year, juveniles were arrested for 52 felonies and 50 misdemeanors.

Among recent cases: Vandals caused \$3,000 worth of damage to the interior of a 90-year-old Georgetown mansion at 1525 35th Street NW. Police believe the vandals were juveniles.

## EIGHTH PRECINCT

Area: 9.42 square miles.

Population: 56,030.

Percentage of precinct arrests of juveniles, January–June 1953: 0.6.

This area, embracing Chevy Chase, D. C., Cleveland Park, and Spring Valley, averages a high percentage of owner-occupied homes, adults who have completed some college work and family incomes ranging from an average of \$3,800 in one section to \$7,700 or more in another.

No juvenile complaints reached juvenile court from one section of the precinct in fiscal 1953. The precinct recorded only 9 juvenile arrests for felonies and 9 for misdemeanors in the first half of this year. The nine felony arrests were for car stealing.

Two theater chains reported more trouble with juveniles in their eighth precinct movie houses—the Avalon on Connecticut Avenue and the Apex on Massachusetts Avenue—than in any others in the chains. The Hot Shoppe in the 4400 block of Connecticut Avenue reports weekend troubles with teenagers. Complaints of fights, pilfering, unpaid checks, and bad language involving children who congregated on the sidewalks or at bus stops before or after attending "Bandstand Matinee," the Station WMAL-TV show for teen-agers, were reported, although there was no disorder in the studios. Merchants in the area now say the children are better behaved since the station weeded out troublemakers.

through a new screening system, and police report no recent complaints. A drugstore several blocks away and further north on Connecticut Avenue reported pilfering by neighborhood children.

Among recent cases: A group of 15-year-olds sliced 30 tires on bicycles parked behind Phoebe Hearst School. One 17-year-old admitted turning in so many false alarms he couldn't remember them all. The poor box of an area church was rifled by 15-year-olds.

## NINTH PRECINCT

Area: 4.03 square miles.

Population, 53,932.

Percentage of precinct arrests of juveniles, January-June 1953: 9.8.

This northeast area is thickly populated with children. Their parents have completed a year or more of high school, on the average, and the average family income varies from \$2,300 in some sections to \$3,200 in others. The average home is valued at \$12,000 and average rents range from \$42 to \$52 a month.

During the first half of this year, a higher percentage of juvenile arrests were reported here than in any other precinct. This precinct is 1 of the 3 worst in the city for school vandalism and break-ins. On three blocks off Benning Road NE., bare bulbs rather than globes are used to reduce breakage costs. From July 15 to August 15 this year, the precinct recorded more than 100 complaints involving juveniles. These ran the gamut of street beatings, attempted rape, arson, depredations to autos and houses and robbery. In the first 6 months, 14 juvenile arrests were made for aggravated assault—the highest of any precinct. Juveniles also were arrested in 4 rape, 16 robbery, 44 housebreaking, 8 grand larceny, 4 auto theft, and 1 other felony case, for a total of 91. Juveniles were arrested for 191 misdemeanors.

Among recent cases: Four girls invaded a drugstore at 11th and H Streets NE., started picking up merchandise and beat up four protesting clerks before they ran with their loot. Two boys yoke-robbed three men within 3 days at Fifth and G Streets NE. Ten juveniles ranging in age from 7 to 14 were rounded up in 1 housebreaking. Two juveniles jumped a policeman coming to the rescue of a woman they were molesting at 13th and D Streets NE. One child slashed another with a razor blade in the 1000 block of 10th Street NE. A 16-year-old caught hiding in an oil furnace admitted looting 3 safes of \$1,400 in a month.

## TENTH PRECINCT

Area: 3.55 square miles.

Population: 82,012.

Percentage of precinct arrests of juveniles, January-June 1953: 2.7.

In this northwest area there are no heavy concentrations of children. Family incomes vary from an average of \$7,800 or more in the Crestwood area to an average of \$2,200 in the section between 11th Street and Georgia Avenue below Harvard Street.

The Crestwood area was free of complaints to juvenile court in fiscal 1953. The section below Harvard Street showed complaints at the rate of 61.3 per thousand children. The second highest rate came from the tract between 13th and 11th Streets, Park and Spring Roads where complaints were received at the rate of 52.4 per thousand children.

The precinct is the third lowest in the city for juvenile arrests. Purse-snatching and housebreaking are the principal juvenile offenses. Twelve housebreaking cases were cleared up last winter with the capture of a ring of juveniles masterminded by a 14-year-old and preying on 14th Street and Georgia Avenue stores. Juveniles were arrested in 43 felonies and 34 misdemeanors during the first half of 1953.

Among recent cases: 2 youths robbed 4 victims by yoking in 2 nights in the Mt. Pleasant area.

## ELEVENTH PRECINCT

Area: 8.98 square miles.

Population: 86,344.

Percentage of precinct arrests of juveniles, January-June 1953: 6.8.

This once semirural southeast suburb is becoming a populous urban area of apartment housing and shopping centers. It is thickly populated with children. The average adult has completed high school. Family incomes range from an average of \$2,500 in one section to \$4,400 in another.

A central section of the precinct lying between the Anacostia River and the District line immediately north of St. Elizabeths Hospital produced among the highest number of complaints to juvenile court in fiscal 1953. More than a third of the population of this section are children under 18.

A wave of car thefts broke out a month ago. A group of boys, aged 13 to 15, were arrested after a series of housebreakings in the Congress Heights area. Repeated break-ins and vandalism at Congress Heights School led to the recent formation of the Greater Congress Heights Area Civic Responsibility Committee. In the Stanton Road and Frederick Douglass dwellings, a group of fathers has been doing patrol work. Juvenile arrests for robbery rose from 3 during the first 6 months of 1952 to 10 in the first 6 months of this year. Housebreaking cases involving juveniles increased in the same period from 37 to 61. In the first half of this year, juveniles were arrested in 83 felonies and 112 misdemeanors.

Among recent cases: A 16-year-old with a car theft record was arrested for looting a drugstore safe of \$700. In the course of the arrest, police spotted a record player stolen from Garfield School. A 16-year-old was arrested on rape charges after a girl told police he dragged her into a car, drove to a parking lot and held her while a man assaulted her.

#### TWELFTH PRECINCT

Area: 6.89 square miles.

Population, 53,932.

Percentage of precinct arrests of juveniles, January-June 1953: 4.8.

This northeast precinct reflects a much wider range in the rate of juvenile offenses than in income or education. In the Eckington-McKinley High School area, where the average adult has completed 2 years of high school and the family income average \$3,000 annually, complaints to juvenile court last year were at the rate of 65.6 per thousand children. In the neighboring area to the northeast where the average adult has finished high school and the average income is \$3,800 annually, complaints were at the rate of 9.1 per thousand children.

Movement of new families into sections of this precinct has resulted in some fights, particularly around playgrounds. The area's biggest juvenile problem currently is car-stealing. In the past 4 months, 15 boys have been arrested for auto theft.

Six boys from 14 to 17 accounted for most of the 23 robbery charges lodged against juveniles in the first half of this year, compared with none in the same period last year. When they were caught attempting a robbery near the viaduct at Eighth Street and Rhode Island Avenue NE., and questioning brought out other cases, each was charged with 2 robberies and an attempted 1 for a total of 18. Four boys were rounded up in 1 day for 4 purse snatchings on Third Street NE., off Lincoln Road. In the first half of this year, the precinct arrested juveniles in 66 felonies and 71 misdemeanors.

#### THIRTEENTH PRECINCT

Area: 1.77 square miles.

Population: 61,569.

Percentage of precinct arrests of juveniles, January-June 1953: 5.3.

Police estimate that over 600 families have vacated slum dwellings in the eastern part of this area in the past 6 months. These areas still have families with an average income of less than \$1,500. Civic leaders west of 14th Street warn their area is getting overpopulated with low-income families caught in the renovation of Georgetown and Foggy Bottom and now crowded into homes converted into rooming houses.

The section between 14th and 16th Streets, S Street and Florida Avenue, where incomes average \$2,200 and the average adult has completed 2 years of high school, showed the precinct's highest rate of complaints to juvenile court last year—85.9 per thousand children.

Juvenile cases dropped from 265 felonies and misdemeanors in the first half of 1952 to 151 in the same period this year. Arrests of juveniles for robberies dropped from 29 to 11 and for housebreakings dropped from 96 to 65. Newsboys are the most frequent victims of the juvenile robbers. Six boys have been arrested in the past 2 months for robbing newsboys but police report others are

operating within a block of newspaper substations at 14th and S Streets NW., and First and Rhode Island Avenue NW.

In the first half of this year, juvenile arrests were made in 97 felonies and 54 misdemeanors.

## FOURTEENTH PRECINCT

Area: 7.21 square miles.

Population: 66,169.

Percentage of precinct arrests of juveniles, January-June 1953: 9.2.

Half this precinct has six times as many people as it had a decade ago. The other half has tripled in population. More than 10,000 children are now living in the precinct and 500 more housing units are about to go up. In the lower section of this precinct, the average income is \$4,000 and the average adult has completed high school. In the upper section, the average family has a \$3,000 income and the average adult has completed nearly 3 years of high school.

The precinct had the second highest percentage of juvenile arrests in the city during the first half of this year. The 2 tracts making up the precinct were among the 6 in the city from which the highest number of complaints against juveniles reached juvenile court in fiscal 1953. But because of the large child population, these complaints were at the rate of 20.3 per thousand children in the lower section of the precinct and at the rate of 33.9 per thousand in the upper section.

School officials call this 1 of the 3 worst areas in the city for school vandalism. In some weeks as many as 200 school windows are broken. The custodian at Smothers School, 44th Street and Washington Place NE., is told not to pull down the shades to save them from being torn by flying rocks and glass. Juveniles were arrested in 168 housebreakings in the first half of this year—nearly three times as many as in any other precinct during the period.

In the first 6 months of 1953, juveniles were arrested in 194 felonies and 70 misdemeanors.

Among recent cases: Three boys broke into a bakery with a hacksaw and two wrecking bars. A \$250 housebreaking in the first block of 35th Street NE, was solved when police learned a 9-year-old and a 12-year-old were dispensing \$10 loans and had given 1 chum \$20 for a rusty pocket knife.

## THE COLD FACTS

Here are some of the cold facts of the rising tide of juvenile delinquency:

*Juvenile court.*—During the 1953 fiscal year, 5,032 complaints were received against 3,420 children, an increase of 22 percent in complaints and 18 percent in children over the previous year.

*Metropolitan Police.*—During the first 6 months of this year, juveniles were arrested in 1,550 felonies, compared with 1,506 during the same period last year, and in 1,311 misdemeanors, compared with 1,205 in the same period last year. The total of felonies and misdemeanors was 2,861 in the first half of this year, compared with 2,711 in the same period last year.

*Park Police.*—A total of 612 cases involving juveniles during the past year, a 37-percent increase over the previous year.

Mr. ROBB. We have also, Mr. Chairman, some charts and maps. The chart on the dias depicts a 13-year period in the volume of delinquency in the District of Columbia. Nationwide trend data over a similar period are shown also for comparative purposes.

The third line in the chart reflects changes occurring in the child populations.

If I might interpolate, Mr. Chairman, in the interest of accuracy, the blue line concerning court cases in the United States is based upon number of children involved. The red line concerning court complaints, D. C., is based upon number of complaints.

It may well be in some cases that more than one complaint is registered against a child shown in the red line. However, I think it perfectly obvious from the red line's upward swing, that, even though that be so, there has been a great upward trend.

Mr. HANNOCH. Could I just interrupt you a moment?

Mr. ROBB. Yes.

Mr. HANNOCH. The chart, the red and blue lines, as I see it, indicate that for some period of time the percentage of juvenile crime in the District was greater than the Nation's average, then it was below the Nation's average, and now it is considerably in excess of the Nation's average.

Mr. ROBB. That is right.

Mr. HANNOCH. And that increase does not correspond to the increase in child population in the District?

Mr. ROBB. That is correct, sir.

The CHAIRMAN. Mr. Robb, does the Chair assume correctly that the increase has been approximately 60 percent in the past year?

Mr. ROBB. Yes, sir. If my eyes are accurate enough at this distance to see that, Senator, I think that is what it shows.

Now, the map of the District shows the distribution of delinquency during the calendar year 1952 according to the residences of the children involved.

In these exhibits we have based the juvenile delinquency picture on complaints to the juvenile court. These seem to be the best data available.

We know, of course, of some of the limitations of data based upon court complaints. Not all cases of delinquency are referred to the juvenile court and we are aware that this problem occurs most frequently in the well-to-do neighborhoods where parents have access to private clinics and boarding schools.

We are equally aware that certain changes in the procedural methods of handling delinquent children may also affect the number of complaints referred to juvenile court.

I might say that by that I mean, sir, that it has been suggested that the police in recent years or months have perhaps been sending to the juvenile court children who in past years weren't sent there.

It is our considered opinion, however, Mr. Chairman, that these exhibits and other similar data point up three obvious conclusions:

First, there has been a real increase in delinquency in the District during the past decade. And this increase has been particularly marked during the past 2 years.

Second, certain neighborhoods in our community contribute disproportionately to the official delinquency problem.

Third, there has been a market increase in the incidence of serious offenses charged to juveniles.

According to nationwide estimates for large cities, Mr. Chairman—

The CHAIRMAN. Could you speak on that subject percentagewise at all?

Mr. ROBB. I have some here, Mr. Chairman. I am just about to read it.

According to nationwide estimates for large cities, 19 out of every 1,000 children, age 7 through 17, come to the attention of juvenile courts for delinquent conduct.

The seriousness of the current problem here is emphasized by the fact that the District's rate is almost twice that figure—no less than 34 out of every 1,000. In almost two-thirds of the District's 96 census tracts, the national average for large cities is exceeded. Twelve of them have rates as high as 65 or more per 1,000 children.

On the other hand, we are glad to report that in the other one-third of the census tracts, the national average is not exceeded. And in many of these the rates are substantially lower than the national average.

The CHAIRMAN. The Chair would like to interrupt to welcome the distinguished Senator from Missouri.

Senator HENNINGS. Thank you, Mr. Chairman. I was detained by a long-distance call. I am sorry to interrupt your testimony, Mr. Robb.

Mr. ROBB. It is against this background that we will undertake to present the story of juvenile delinquency in the Nation's Capital. It is a story which will begin with testimony regarding some forms of delinquent conduct which are found in this community. It will proceed with testimony on some community conditions which contribute to juvenile delinquency. It will include testimony concerning the work of certain agencies charged with responsibility for the problem.

It will conclude with testimony as to how this community can move to better meet the problem.

Juvenile delinquency, Mr. Chairman, assumes many forms. The District of Columbia, like other communities, suffers from most of these. Here, as elsewhere, juveniles are truant from school and they commit vandalism, and take cars without permission, become involved in sexual irregularities; they drink intoxicating beverages, snatch purses, break into houses, and even commit serious assaults upon persons.

Some evidence of all of these problems has come to the attention of the Factfinding Committee and some of these problems assume serious proportions.

As for vandalism, for example, we note that the District of Columbia spent more than \$50,000 last year to replace broken windows in its school buildings. Vandalism was also a serious problem to other agencies and to other organizations and firms in this community.

The Potomac Electric Power Co. spent \$6,500 to replace lights broken by vandals.

Our Department of Highways spent \$73,000 to replace damaged lights and street signs.

Now, of course, not all of this damage, Mr. Chairman, can be attributed to acts by juveniles, but there is reason to believe that a substantial portion of it can be.

It is gratifying to note, however, that certain agencies and firms have inaugurated programs to combat vandalism and according to reports received by our Factfinding Committee, these programs have met with real success.

Time does not permit us to present evidence on all forms of juvenile delinquency. We are forced to choose but 1 or 2.

In this connection, for example, we shall present testimony showing widespread violation of laws concerning the sale of alcoholic beverages to our young people. We propose to show that such beverages are widely consumed by juveniles attending certain public dances.

We believe that this testimony will indicate a failure on the part of the responsible agencies adequately to enforce pertinent laws.

Now, Mr. Chairman, we do not mean to imply by presenting this

testimony that we believe that a majority of the delinquent boys and girls coming to the attention of the police do so because alcoholic beverages are sold freely to young people. The Factfinding Committee fully believes, however, that such sale does constitute a serious problem in the District of Columbia, that it is one to which insufficient attention has been paid, that it is detrimental to the welfare of our young people, and that it is symptomatic of this community's failure on a much wider front to provide adequate protection for adolescents who very naturally seek recreational outlets outside their own homes.

We also plan to present testimony which will illustrate the conditions in which youngsters live in certain deteriorated or slum neighborhoods in our community, neighborhoods which contribute heavily to the caseloads of police, courts, and institutions. Neighborhoods to which I refer, Mr. Chairman, are real sore spots in the District of Columbia.

We shall also present testimony to illustrate at least some of the problems which confront the responsible agencies in their efforts to clean up these slums.

Once again, Mr. Chairman, the offering of testimony concerning those characteristics of slum living which are so detrimental to the normal, healthy development of children, should not be taken to mean that your Factfinding Committee feels that juvenile delinquency is exclusively a problem of the slums. We are well aware of the fact that children from middle and upper economic class families, so-called, also become delinquent.

Now, Mr. Chairman, in that connection I would like to introduce for the record two articles which recently appeared in the Washington Post. The first of these is entitled "Paul Junior High Scandal as a Civic Lesson." It was written by Mrs. Agnes Meyer and appeared in the Post on December 6, this year.<sup>4</sup>

The CHAIRMAN. Without objection, that article will be made a part of the record, Mr. Robb. Let that be exhibit No. 4.

(The article referred to was marked "Exhibit No. 4," and reads as follows:)

[From the Washington Post, December 6, 1953]

#### EXHIBIT 4

#### THE PAUL JUNIOR HIGH SCANDAL AS A CIVIC LESSON

By Agnes E. Meyer, Post reporter

When a spectacular case of juvenile delinquency, such as the Paul Junior High School story, breaks upon an American community, the reaction often is one of anxiety approaching hysteria. Yet these incidents would reveal to us what is wrong with our methods of dealing with youth, if we would take the time to use them as case studies.

This is an attempt to relate the outbreak of violence at Paul Junior High School to our total community resources for dealing with youth in the District of Columbia, on the theory that such an analysis will reveal some of the constructive steps that must be taken to combat juvenile crime and delinquency not only in Washington but in other local communities. Then, instead of betraying a neurotic fear of our youngsters, we may develop the loving guidance they need and the methods by which that guidance can be translated into helpful terms.

<sup>4</sup> Paul Junior High Scandal as a Civic Lesson, article by Mrs. Agnes E. Meyer appearing in the December 6, 1953, issue of the Washington Post.

## 5-CENT SHAKEDOWNS

For those who do not remember the sequence of events at Paul Junior High School, I will repeat an outline of the facts.

A 14-year-old boy, whose nickname is "Sunshine," was arrested on Wednesday, November 11, and charged with 14 counts of robbing other Paul Junior students of sums varying from 5 cents to a dollar between September 22 and November 10. The principal, Thomas F. Ferry, received an anonymous letter in the school suggestion box, early in October, telling him of the shakedown and naming the culprit. The principal called Sunshine into his office and gave him a warning, but could do no more, as he had no proof upon which to take more drastic action.

A month passed during which a few more hints of the shakedowns reached the principal. On Wednesday, November 11, one of the pupils, Mike Hantman, went to the principal and asked him for a dollar, as he had been told by Sunshine to produce a dollar by 3 p. m. or take a beating.

The police gave Mike a marked dollar which he surrendered to Sunshine, who was thereupon arrested.

Word got around the school that Mike Hantman had caused the arrest. Thursday night and Friday after the arrest, young Hantman and his mother received anonymous telephone calls telling them that Mike was going to get it for "ratting." By Friday afternoon, it was all over the school that Mike was in for a beating.

## AN OFFICIAL BLUNDER

Then an unfortunate mistake was made by police officials. When Detective Thanos of the sixth police precinct, in which the school is located, took five boys, including young Hantman, down to juvenile court to identify Sunshine, he advised Mike that he must not show fear and must continue to lead a normal life. The police obviously should have cautioned Mike to be careful and should have given him protection.

After this advice from the police, Mrs. Hantman felt that she would be over-protecting her son if she refused, as she was inclined to do, to allow him to go to a fraternity dance Friday at the Silver Spring Armory. After the dance, Mike, with two friends, David Fram and Melvin Mackler, and the girls they were taking home, stopped at the Hot Shoppe on Georgia Avenue, the school hangout, for sandwiches. As they pulled out of the parking space, they heard a girl shout that Mike was a "squealer" and that the fight was coming.

As the boys were alarmed, they made for Fram's home, but noticed while still on Georgia Avenue that they were being followed by three automobiles, one of which tried to sideswipe their car.

In front of Fram's home at 1212 Geranium Street, Mike saw a boy, known to him, jump out of the lead car and heard him say: "All right, this is it." The boy pulled Fram out of the front seat and hit him. As Mike got out of the rear door, he was beaten and kicked into insensibility. Fram's parents, who were returning from a movie, arrived to find the girls screaming and Mike and their son knocked unconscious. The third boy, Mackler, had been hit only once before the attackers fled.

## VICTIMS KEPT STILL

What are the facts behind the facts? Sunshine had been holding up boys for money—the teachers know of about 30 cases, the school children say 60 or 70—ever since the beginning of school. He began with the little boys and worked up to the big ones who had more pocket money.

Practically the whole school knew what was going on but the children were so fearful that they told neither the teachers nor their parents. They were so intimidated and ashamed of surrendering the money that they rarely told one another when they were held up. One boy confessed to his best friend under a vow of secrecy that he had given Sunshine money, only to find that his friend also had been held up.

Some of the Paul Junior youngsters told me that they are still afraid of Sunshine's friends who remain at the school, as they were not mixed up in the beating episode. The mothers of the beaten boys are bewildered and one of them plans to send her child to a private school.

It is commonly known at Paul that not only Sunshine but several of his friends have police records. Together they had been terrorizing the whole school, unbeknown to their teachers, from the onset of the autumn term.

## TEACHERS IN DARK

Can the principal and the teachers be criticized for this? By no means. They are not given the police records of the boys who are dumped on their hands, either at Paul Junior High or any other school, although the grapevine among the youngsters usually disseminates the information to every pupil.

Even the police cannot keep track of the boys who have passed through their hands and have been referred to juvenile court, because they are never informed what happens to the boys subsequently. The secrecy that surrounds juvenile court decisions prevents it. As a consequence, most public-school teachers, like those of Paul Junior High, in their crowded classes of 40 or more children, are expected to cope with maladjusted children ranging from the subnormal to the slow learner, from those who are neurotics or suffer from other serious emotional disturbances to those who have already committed serious offenses.

It is high time that we make up our minds what the public schools can and cannot do. For at present the average teacher is expected to be a policeman, a psychiatrist, a public-health expert, a doctor, a clergyman, a nightclub entertainer, and a parent. All this we demand from one underpaid public servant because the Nation lacks the wisdom and the willpower to face its social problems with honest, effective, and comprehensive insight.

## HATES HIS FATHER

The case of Sunshine, the juvenile holdup man, is typical of the problem children to be found in our public schools. He comes from a broken home. The parents were divorced when the boy was 3 or 4 years old, according to his own recollection. Yet he remembers having been beaten by his father, who has now landed in St. Elizabeths Hospital. Sunshine still hates him.

His mother has done her best. She has worked for the support of her four children. Sunshine is the only one who has given her trouble. The backbone of the family is a grandmother who has Sunshine's only real devotion.

Their house is a neat brick row affair with a white porch. The whole Paul Junior High School student body comes from middle class to upper class families.

Sunshine's mother and grandmother both tried to get him to go to church regularly, but in vain. "Believe me," said his mother, "it's a lot on you when you have such a boy and no father."

Yet the teachers told me that the boy would stay away from school for 3 days running without a telephone call from his mother. Often he was too sleepy to stay awake in school because he had been out with his friends all night, dancing (he is an expert dancer), smoking, and drinking. He smokes a pack and a half of cigarettes a day.

All this costs money, and the one or two dollars a week his mother gave him was not enough to meet his expenses. He has been in the Industrial Home School for serious offenses. On one stay he escaped and was returned.

## INSIDIOUS TECHNIQUES

Sunshine's teachers believe in him with the innocence of people who do not understand his type. His room teacher, Mrs. Berch, is sure that he "would have been all right if he hadn't gotten into bad company." There is such a chasm between the ethical tradition of the teachers and the standards of the children that the former are often taken in by the rough and confused youngsters who, through experience with the police and the courts, develop a clever technique of manipulating adults and young people alike.

When Sunshine was confronted by the five pupils who preferred charges against him, he turned to them unctuously and said: "We can still be pals, can't we?" He also knew just what to say to his teachers in order to give them the illusion that they can reform him. This slick type of youngster anticipates exactly how adults will react to him and plays on their sensibilities with great skill.

But as Mrs. Berch said of him: "He also breaks down and gets real mean." On one occasion when he did some good work, his teacher felt she had him started on the straight and narrow path. He told her firmly he could not continue to do well, as he had his reputation to protect. "I have a reputation as a bad boy, and this is as important to me as your reputation for being good as to you."

This reputation was also the reason why he had a large following in the school. All adolescents feel admiration for the child who flouts authority and is willing to expose himself to danger. You can't get the hero worship of this age group by excelling at lessons. The good children at Paul admired Sunshine as much as the others but were saved from his influence by constructive interests. The potential bullies followed him slavishly because he was braver than they in his misdemeanors.

He was able to intimidate the whole school and extract money at will from the good children because they feared not only his superior strength and the long knife he carried, but the overwhelming power of his sycophantic adherents, who were not an organized gang but a loosely knit group of hero worshipers. The whole school knew he had a police record, as have several other boys at Paul, but instead of putting them under a cloud, it gave them prestige. Thus can one desperate character corrupt the atmosphere of a whole school.

For 10 days after Sunshine's arrest, Principal Ferry told me, his whole administrative group of teachers did nothing but struggle with this situation created by one child. The routine discipline of the school was shattered. The children jumped with nervousness at every new development. So did the police. One boy accidentally cut his finger while playing with a friend and immediately six policemen appeared on the scene. It will take weeks before the children calm down. Some of Sunshine's friends who are still in school have announced that they will get the other squealers.

Well, Sunshine is now in the toils of the law and awaiting trial at the Receiving Home. He is resentful because his pals who did the beating are out on parole in custody of their parents. "I'll have to take the rap for the whole lot of them," he told me resentfully, "even though I was in the clink and had nothing to do with the fight."

The demoralization we create in our children through this kind of legal confusion is unbelievable. Different social workers will make totally different decisions as to two children involved in the same case. This naturally creates resentment in the child who gets the more severe sentence.

In 1 family, 4 children were involved in a case. Three were sent to the Junior Village but one ran away and thereby became technically a delinquent. Once a child is delinquent, the disposition is arbitrary on a stereotyped basis instead of on consideration of the child's problems and pathology. Institutions for children therefore house youngsters of such widely differing needs that the personnel cannot possibly do a good job by all of them.

In the Receiving Home where I interviewed Sunshine, the staff cannot possibly evaluate the children's potentials (as I couldn't evaluate Sunshine's) because they cannot show their best sides in this artificial setting. If the kids break down under the strain, they are bad. To evaluate the problems of any child, it must be in a friendly setting which few institutions provide.

The day before my visit to the Receiving Home, I took my grandchildren to the Zoo. Each animal is in its proper surroundings and the keepers are scientifically trained with an amazing feeling for their charges. We know enough not to put tigers and monkeys in the same cage. Yet at the Receiving Home we mingle some of the worst man-eaters with other children who may be pronounced innocent when they finally come before the court.

Small wonder that Sunshine was confused about the difference between his treatment and that of the boys who did the beating. For surely the vicious maltreatment of smaller youngsters out of pure revenge is a serious business. Furthermore, Sunshine could never have been so successful in extracting money from his victims if these other ruffians had not increased his power with their support. If the boys who actually carried out the beating are not held responsible, it will undermine permanently not only the morale of the Paul School but of the other schools as well.

After interviewing both the beaten boys and especially the boys who did the beating at Paul Junior High, I felt as never before the difference in the mores of this generation and those of any previous one. Let us take as illustration of an extreme case that of young Sunshine, the cause of all the upheaval.

He early became a truant, and truancy is often the first step toward delinquency. But his truancy is traceable to his reading difficulties, which began when he was still in parochial school and continued undiscovered in various public schools until he went to Paul, where he was recently given his first individual lessons in remedial reading. This inability to keep up with his classmates

became the source of his rebellion against school and authority in general, just as it is known that reading difficulties are one of the main reasons why many other children become not only delinquents but psychopaths and even schizophrenics.

Yet he was promoted, as a result of our false interpretation of democracy, from year to year with his age group regardless of achievement. With every year he was less able to cope with the class assignments. He, himself, told me that he paid no attention to homework because he could not read the words or understand them when he could read them. He sat in class with a constantly deepening inferiority complex and a growing sense of isolation.

For this he compensated himself by skill in dancing, very important among the young today, and by becoming ever more aggressive toward a society which, from his point of view, lacked all possibility of genuine satisfaction. The isolation of such children is appalling when we consider that they move from an external world which gives them no sense of belonging to schoolrooms so overcrowded that they feel like identical grains of sand.

The highly developed gang life which is now a characteristic of every large city is nothing but a defense mechanism against the appalling sense of solitude that affects adults as well as youth in our large-scale industrial society. Even Sunshine's coterie of admirers informed me that he was a "lone wolf."

The false ideals which the young develop under such conditions are inevitable. Even the normal boys are afraid of being called cowards, a fear which impelled young Hantman to go to the dance Saturday night knowing that he was practically taking his life in his hands. I asked the boys implicated in the beating of young Hantman why they took revenge on an "outsider," for the revenge motif in these gangs is usually reserved for an "insider" who betrays his pals. After much questioning I was informed that "ratting" is bad no matter what the circumstances and has to be punished—a code obviously identical with that portrayed in the gangster movies and the innumerable films and television programs of murderous revenge.

These misguided youngsters actually had the conviction that, in beating Hantman, they were carrying out a code of honor and a deed of virtue. When it became known at the Hot Shoppe that a fight was going to take place, several boys who knew neither Hantman nor his pursuers joined in the chase. The mere excitement which the threat of trouble created was a relief from the tedium of an empty existence for these 15-, 16-, and 17-year-olds.

This lack of interest-motivation in their lives, characteristic of so many young folks, arises from the fact that we have unduly prolonged adolescence without providing an adequate program of education for boys who are not book-learners. Vocational training is a pure makeshift in an industrial society where most factory work can be learned quickly on the job. The only answer is a work and study program used by some high schools whereby the pupils spend half a day on the job and half in the classroom. At present the average school is not meaningful for this type of boy because the curriculum is not suitable and cannot hold his attention.

As far as the serious delinquents are concerned, no matter how well the principal knows that these maladjusted boys should not be in school, he had no authority to send them away without lengthy consultation with the Board of Education. Even though they learn nothing and are an obvious menace to the other students, the compulsory school law forces the principal to keep them. Needed are separate schools for serious offenders and another for those who can be easily rehabilitated. For delinquency is as contagious as measles and 10 times more dangerous to the health of the student body. The code that prevails in the large schools is not that of the good boys but that of the desperadoes.

The leisure time of these big boys is equally empty. The usual recreation outlets that most cities afford exist in the Paul Junior High School area. But they are too namby-pamby for these vigorous young toughs of whom our country produces an abundance. They need not Boy Scouting and other forms of recreation suitable for "nice children," but youth organizations devoted to boxing, wrestling, swimming, and other vigorous action programs that will furnish a real outlet for their pent-up energies.

To be sure, Sunshine and the crowd which participated in the beating must be punished. I am not advocating a "boys will be boys" attitude toward their misdemeanors. But let us keep in mind that these are bruised kids who have no plan for life except on a false basis because they have been exposed to more bad influences than good ones.

What can we expect of these boys when they are subjected daily in the press, radio, television, and magazines to descriptions of adult crimes more horrible than any other country had hitherto known? Getting rid of them by shipping them off to the Industrial Home School or, worse still, the National Training School is no answer. That is the path to moral and mental degeneration for youngsters who can still be set on the right road if given the right kind of supervision.

The problem is, what to do with them? With that question we come to the tangled confusion, the inadequacy and the outmoded nature of our whole system of handling juvenile offenders. For what all of these young boys need is guidance and correction, so that they will see their situation in all its moral implications, rather than incarceration and severity. Yet the District of Columbia and most other communities lack such corrective institutions. The best are private agencies such as the Children's Village in New York, which are costly and so overloaded that they may not even have room for these boys.

Let's begin by looking at the various law enforcement agencies which are involved in the fate of these juvenile offenders from Paul Junior High School. The sixth precinct officials stepped into the situation first and misjudged its gravity, although they are now patrolling the school with great care.

The juvenile squad is headed by Captain Ryan and Sergeant Rasmussen, able men who have given their whole squad as much training as possible. But the police are interested in facts as facts and cannot take into account the deeper social and psychological aspects of juvenile crime. Moreover the juvenile squad, like all other departments concerned with juvenile offenders, is understaffed. It has a staff of 33, of whom 9 are probationary detectives.

Not a day passes without parents coming in to say they cannot control their children. The squad could do more adequate preventive work to keep children out of juvenile court if it had a better trained and larger staff and 8 cars instead of 3. What complicates its duties is that the juvenile court does not inform the police whether the children received sentence, what the sentence was and when the child may be expected back in his home. This creates more work for the police.

The staff of the juvenile court is equally overworked. The 31 probation officers each carry a caseload of 80 whereas 40 is the maximum if the probation officer is to do a good job. Furthermore, Judge Cockrill says that she is often forced to put on probation children who are not a good probation risk because the alternative is to send them to institutions where they cannot get proper care. Thus our lack of facilities leads to more delinquency.

Most people agree that the laws of the juvenile court should be revised. With an overworked staff, the careful preparation of each child's case is well nigh impossible, and the heavy court calendar makes it necessary for children who have been sent to the receiving home by police to wait an average of 30 days before they come before the court. The capacity of the receiving home is 43 whereas the average daily population for the present fiscal year has been 82, rising sometimes to 103. What would we think if adults were arbitrarily put in jail for that length of time without a court hearing?

These children are deprived of their constitutional rights because they cannot afford a lawyer. Many of them are dismissed as innocent when their case is finally considered, yet they have spent 30 days in custody, exposed to evil influences, under the stress of removal from home and a frightening uncertainty as to their future.

Moreover, while the children are detained, they have almost nothing to do for lack of staff and facilities. Most of the children are in the 15-, 16-, and 17-year age group and the only activity possible for them is 1 hour daily of fresh air and exercise. The rest of the day they are locked up. This is sheer barbarism unworthy of any humane civilization.

Here again we increase the number of delinquents and the seriousness of their offenses through the lack of proper administrative procedure, decent care and adequate facilities. The Department of Public Welfare is not to blame. The staff is doing the best it can under impossible conditions.

What adds to the confusion is that no department—police, juvenile court or Welfare Department—knows what the other is doing. A centralized, system of investigation and handling of juveniles is one of the first requisites. But try to get it done. The Commission on Population Changes appointed by the District Commissioners drew a shocking picture of the confusion that reigns in the area of juvenile care and outlined the need for coordinated services. But the public is

indifferent because it does not know what sheer administrative inefficiency means in the way of broken lives, miscarriage of justice and human misery.

I, myself, have shouted from the housetops that the community must be reorganized and the big urban centers broken down into neighborhood groups, ever since my war studies showed me the moral degradation that has come about in our country because our social institutions, whether public or private, have not kept up with the mass problems of the times. What then, must be done?

1. We must find sufficient boarding homes for our dependent children. We also lack the proper amount of foster homes or boarding homes under the case-work department for children aged 6 or 7 who could still be cured of their emotional difficulties. Many of our dependent children are in the well-managed Junior Village. But if they fail of adoption they graduate at 12 into the Industrial Home School. In other words, they become prisoners and are permanently stigmatized as such, although they have committed no offense.

2. We need homes that are a substitute for family care where neglected children and mild offenders can lead a homelike life under trained personnel. (A model institution of this kind is the Milwaukee Children's Center.)

3. We need homes for serious behavior problems under the direction of psychiatrists.

4. The Industrial Home School should be of a cottage type with a well-rounded educational and vocational program. Fortunately, the white children will move into such a home in January. It took nearly 30 years to achieve this. Our Negro children are still in a horrible institution whose maximum population should be 190. It now has 500 in all, 75 percent of whom are repeaters largely because overcrowding leads to a too early dismissal. A new Industrial Home School for Negroes is promised for next year.

5. The secrecy surrounding juvenile court must be modified so that better coordination may be developed between the court, the schools, the welfare Department, and the juvenile police squad.

Even more important than the correction and control of delinquency is its prevention. And the obvious focus for such a program is the public school, if only because it is the one public institution for the training of the young which exists in every American community.

Yet here is the area where our social imagination failed us most conspicuously, largely because the American people, under the lure of materialism, forgot the importance of education. Had we valued it more, had we remembered Jefferson's advice, "If a nation expects to be ignorant and free, it expects what never was and what never will be," we would have foreseen well in advance that the education of all our people, together with a rapidly rising birthrate, called for more schoolrooms, more teachers, better trained teachers, and a more even quality of education throughout our country. We were not alert enough to the important role of the schools, because we were and still are too little concerned about our postwar social problems.

Above all, we failed to realize that the role of the school is very different in a society shattered by constant wars, whether hot or cold, constant migration and broken homes.

We are bound to produce more and more unfortunate products like these Paul Junior culprits unless we can build an atmosphere in our public schools which will cushion the individual child against the influence of our mass civilization and its frightening depersonalization of the individual.

This effort must begin in our elementary schools, where the children are still young enough to be rescued from the evil effects of that no man's land not often reached by the church, the school or welfare groups, the ages between 3 and 6. First of all, the American people must be willing to pay for more and better schools and more and better teachers, so that our classes can be reduced to a maximum of 25. All-day schools are essential in some areas where the majority of mothers work.

As long as the American people are willing to cheat their children out of a decent opportunity for self-development by herding them into school pens like a lot of sheep, it is sheer hypocrisy to wring our hands in despair and wonder why we have so many moral, mental, and physical breakdowns. Only if the teacher can know her pupils as individuals and treat them as such can we counteract the trend toward anonymity which is the curse of our society.

With smaller classes, we could organize our schools in a more elastic manner by which each child could receive careful study and be placed in a homogeneous group. The gap between the I. Q.'s of any class should not be so wide that it

cannot be bridged even by the most expert teacher. Otherwise, both extremes suffer and we encourage delinquency in all of them. The bright students lose interest in school because their abilities are not challenged, and the slow learners acquire a spirit of defeatism, insecurity, and inferiority which manifests itself in various degrees of insubordination. Moreover, both groups hate each other, which makes for bad human relations and open hostility.

Egalitarianism, a false interpretation of democracy, has led our educators to maintain that the maladjusted and the normal children, the slow learners and the bright pupils, must be kept together. As a result, the educational process is keyed to the lowest common denominator. When we realize our best students in this way, we not only run the risk of destroying human character; we are depleting the greatest asset our Nation possesses, a huge reservoir of human talents, capacities, and skills. If we do not give our strong children the opportunity to grow stronger, if we put all our emphasis on shielding the weak, the unstable, and the incompetent, we shall soon be not a welfare state but a hospital state, in which the productive citizens will have to spend most of their energies to support the vast number of the sick, the evil-doers, and other unproductive types.

Nor does encouragement of the bright pupils mean neglect of the duller ones. On the contrary, we cannot design proper teaching procedures for those with special gifts until we make more adequate provisions for those children who are maladjusted for whatever reason.

Since the home influences often leave much to be desired on any income level, our schools must develop closer ties with the family. That calls for an adequate staff of visiting teachers, familiar with class activities but also trained as psychologists. At Paul Junior High School there is 1 guidance teacher for 1,530 pupils. Had there been constant contact with the homes of the pupils, the school never could have been terrorized by a small group of hoodlums, for Sunshine's racketeering would have been nipped in the bud.

At present, parents who lose control of their youngsters run to the police juvenile squad, the juvenile court, or the Department of Welfare. Preventive work for these children is all but impossible for each of these departments because their staffs are overworked. For the same reason, methods of correction cannot be quickly applied.

These agencies, moreover, are physically remote and psychologically even more remote from the daily life of the child. Family counseling can only be made readily accessible through visiting teachers in the local school who are already informed of the areas in which the child's family is weak. The visiting teachers can also constitute a referral bureau through which parents can be guided without loss of time to the numerous health and welfare facilities which exist in every city.

Obviously, such schools and the highly trained teachers they require will be beyond the reach of local tax resources in several of our less productive States. Therefore, Senator Hendrickson's congressional committee could not make a more practical approach to the cure of delinquency and crime than by demanding Federal aid for our public-school system.

In the District of Columbia, a Youth Council has been appointed by the Commissioners to make a study and report on the problem of delinquency under the able chairmanship of Mrs. Henry Grattan Doyle, who knows both the schools and the community. This distinguished Council will study ways and means of reducing and preventing juvenile delinquency in the District of Columbia. It will attack the problems through neighborhood groups.

What is even more needed than another report is the will to act among our citizens and the willingness to pay the bill. There is no doubt that it will be a costly business to counteract the rising tendency toward irresponsibility among boys and girls. But it will become more and more costly if we postpone action and allow our young people to degenerate through no fault of their own.

In other words, it is high time to realize that the adults of our Nation have been more delinquent in recognizing their responsibilities as citizens than have our neglected teen-agers.

MR. ROBB. A second article, written by Mrs. Eve Edstrom and entitled "Rich Homes Spawn Some Bad Boys," appeared December 13.<sup>5</sup>

THE CHAIRMAN. Without objection, the second article will be made a part of the record.

<sup>5</sup> Rich Homes Spawn Some Bad Boys, article by Eve Edstrom appearing in the December 13, 1953, issue of the Washington Post.

(The article was marked "Exhibit No. 5," and reads as follows:)

[From the Washington Post, December 13, 1953]

### RICH HOMES SPAWN SOME BAD BOYS

(By Eve Edstrom, Post reporter)

Wealthy suburbia breeds juvenile delinquents just as irresponsibly as the downtown slums.

Bethesda and Chevy Chase, Md., for example, can boast of posh homes, high incomes and college degrees. But they have the same juvenile delinquency problems as midcity dwellers.

Montgomery County's children in trouble, like those of the District and the Nation, are younger in years than ever before, the crimes they commit are more serious and their ranks are increasing.

In 5 years, the number of juvenile law violators coming before Montgomery County's juvenile court has nearly quadrupled. The score is 377 in 1949 against 1,325 from January through November 30 of this year. If traffic violators are excluded, the number of children accused of serious crime has more than doubled.

And Montgomery County is meeting its problem of distressed children in the same way the Nation is.

"We are building a dam to catch the debris instead of doing some soil conservation," says Juvenile Court Judge Alfred D. Noyes of Montgomery County.

### NO CLASS DISTINCTION

It isn't only the children on the wrong side of the tracks who rub elbows with schoolmates who have police records. Boys on probation, or under suspended sentence to the Maryland Training School for Boys, have been enrolled in some of Montgomery County's expensive private schools this term.

Judge Noyes believes that the failures of the children who come before him have grown out of the failures of their parents and of their community.

"Communities should be built for children as well as adults," he says. "You can't provide children with nothing more than barbecue shops and movies and expect them to stay out of trouble."

When Judge Noyes says "kids are pretty tough today," he does not mean that they are hardened ruffians but that it is surprising how well most of them resist the destructive forces pitted against them. Some children, however, are not made of such fiber.

The most disturbing factor to Judge Noyes is the decreasing age of children involved in serious crimes. Last year, almost one-half of the offenders were under 15. The older teenager's difficulty usually revolves around an automobile—tampering with a parked car, or unauthorized use, for instance.

Oddly, children from the Bethesda-Chevy Chase area committed more vandalism and shoplifting in 1952, while children from Silver Spring and Takoma Park leaned to thefts and housebreaking.

### THE BOY SAVED GUNS

To show what causes some of these children's difficulties, Judge Noyes permitted the Washington Post to attend court hearings and to read records of several 1953 cases involving youngsters from "good" homes. This first-hand look at today's delinquents was rather staggering.

In one Bethesda home today is a 15-year-old boy who has been diagnosed as an incipient schizophrenic personality of the paranoid type. This sick child has been preoccupied with guns and explosives for a long time.

As explained by a psychiatrist, this boy was becoming progressively isolated from reality and was relying more and more on fantasies, including delusions of grandeur. Whether such a child should be committed depends entirely on his individual social adjustment, aided by psychotherapy, and not on the diagnosis per se, said the psychiatrist.

The boy came before the court in March after a number of break-ins at Leland Junior High School. He was found to be the ringleader of a group of 4-2 of whom were the sons of a doctor—who took money and equipment from the school.

The boy also had stolen four guns from Bethesda and Silver Spring sporting-goods stores. On one occasion, he was known to have taken a loaded revolver to school.

The innocent son of a prominent Truman administration figure almost got into serious difficulty because of one of the weapons. A gun had been offered to this boy if he would "shield" the ringleader.

He refused, but police still thought he had the gun and charged him with possessing stolen property. This was dismissed—but only after a court appearance.

#### KEYS TO EVERYTHING

In the basement of his home, the ringleader had a workshop equipped with scores of items taken from public schools and shops throughout the area.

An expert at making keys, he had taken the key to the Leland Science Laboratory long enough to make a duplicate of it. He had car keys, house keys, padlock keys—in fact, his companions bragged that he had keys to fit any lock in the neighborhood.

It was impossible to determine everything the boy had stolen. The following is a partial list of what he took from Leland:

Acid bottles, microscopic slides, bar magnets, powdered zinc, iron filings, cupric oxide, lead oxide, copper sulfate, cupric nitrate, charcoal wood, manganese dioxide, sodium nitrate, sodium bicarbonate, glycerin, potassium chloride, silver nitrate, chromium metal, 5-foot lengths of glass tubing, narrow funnels, a catalog on modern laboratory appliances.

Didn't his parents realize these things didn't belong to the boy? Well, said the father, the boy "does have a good bit of money and spends it freely on his hobbies, so it would have been hard to realize the boy got equipment other than by buying it."

Why did the boy take these things? Well, he wanted them, said the boy, and by taking them he was saving his father money so more would be available to send him to college.

#### THE PARENTS BALK

This boy was committed to the Maryland Training School for Boys, but the sentence was suspended pending psychiatric examination. It was then learned that the boy had a "sinister emotional disturbance."

"And when a child needs psychiatric care, the Maryland Training School for Boys is just not the place for him," said Judge Noyes.

But the community provides little else for the acutely disturbed child.

The psychiatrist recommended two boarding school-type treatment facilities in Massachusetts and Pennsylvania. But his parents enrolled him in a private school here, agreeing to transfer him to a more suitable facility after the term ended.

By direction of the court, the boy was closely supervised. For example, he was not permitted to serve his newspaper route unless accompanied by an adult.

With good reports on the boy being received from the private school, the parents began to balk at sending their son away. The father said he wished to retire in 3 years and could hardly afford the cost of such treatment.

Furthermore, the parents would not accept the psychiatrist's findings. They had another psychiatrist see the boy. It was found the boy was not yet ready for psychotherapy; that confidence must be built up between him and the psychiatrist before treatment could begin. The attempt to gain this boy's confidence is continuing.

#### AN ATTEMPTED RAPE

This case, of course, is an extreme one, where the parents long ago should have discerned the boy's difficulties. But in many cases, juveniles get into jams without giving any warning signals.

This was true in the case of an attempted rape of a 17-year-old girl in Chevy Chase in September.

One of the boys involved was a 17-year-old from a fine Roman Catholic family; the other was a 16-year-old from a fine Jewish family. They are the sons of college graduates—Notre Dame, Hunter, and Wellesley traditions are in their background—and their fathers are professional men.

These boys had excellent reputations, were scholastic, athletic, and church leaders. Yet they turned bestial when they started to take the girl home after a party in Bethesda.

In the woods off Connecticut Avenue, one of the boys held her hands while the other pulled off her pants, garter belt, and stockings. The girl had previously broken the horn of the car trying to summon help, and had burned one of the boys with a cigarette lighter.

Finally, she escaped from the car without actually being raped. She ran barefooted through the woods, and her dress was practically torn off and her arms and legs scratched when she reached the porch of a Kensington home.

At one of the boys' homes, police found parts of the girl's clothing in the back seat of the family car. Although the boys had got in after 2 a. m., their parents said they had not been concerned because they knew there was a party. Police said the 17-year-old was under the influence of alcohol, although he said he had only had 2 beers.

At the court hearing, prominent religious and youth club leaders testified that the boys had "excellent reputations" and "fine backgrounds." The girl's mother accepted the boys' apologies and asked that the incident be kept quiet to protect the reputation of her daughter.

The court committed the boys to the Maryland Training School for Boys, but suspended sentence for 2 weeks pending psychiatric examinations. The examinations showed no mental disorders or vicious traits. The experts concluded that the rape attempt was not characteristic and the boys were placed on supervised probation.

Judge Noyes pointed out that the court has a twofold obligation both to protect the community and to make good citizens out of its children. Because these boys had never before been in trouble and had superior achievement records, they were given another chance.

In studying case histories, it becomes more and more apparent that there is no one cause of delinquency. It can result from too rigid parental supervision as well as from too lax direction.

A handsome 16-year-old boy came before Judge Noyes last July for calling in false alarms. The case seemed routine.

"I got a thrill hearing the fire engines," the boy said. "I just did it for the heck of it."

But in the course of the court investigation it was learned that the boy had suffered four episodes of loss of consciousness in recent months. A complete neurological and psychological evaluation was ordered.

At Johns Hopkins it was determined that the boy was an epileptic but that his difficulty had an emotional basis. A specialist recommended removal of the boy from his home because of the unreasonable demands made by his parents.

Here are only a few of the "don'ts" which the family had established for the boy:

Don't go on dates with girls.

Don't ride in any car with persons your own age.

Don't go out Halloween.

Don't go into a bowling alley.

Don't keep your dog in the house.

Don't ride a bicycle.

"This youngster literally was cut off from the whole adolescent world," said Judge Noyes.

While the court was trying to work with the boy and the parents, the boy stole an automobile, took a friend for a ride, returned the car and gave himself up to police. His family refused to come for him, so he remained overnight in jail—Montgomery County's only detention facility for juveniles other than a couple of foster homes.

"You know, sometimes the community treats children like criminals and then wonders why they act like criminals," said Judge Noyes.

At the court hearing on the auto theft charge, the boy was silent in the presence of his parent, but when they left the room he poured out his story to Judge Noyes. He wanted to leave home, go to school for another year, then join the Navy and save enough money for college.

His parents stoutly maintained that they kept a "good home" for the boy and fed and clothed him well. If he wanted to live elsewhere, it was all right with them, but they couldn't pay for his care because they were buying their home. The boy was placed in the care of the court and a foster home or suitable school is being sought for him.

When his parents were asked if they wanted to take him to lunch after the court hearing, they declined, saying they didn't have time.

In a more crowded court, with a less understanding judge and less thorough probation workers, this boy's emotional difficulties might not have been brought to light. But his case points up the acute need of a psychological study center for all children coming before the court.

Funds requested to help emotionally disturbed children repeatedly are lopped off the court's bare-bones budget by the Montgomery County Council. So the

court must depend on the generous cooperation of community agencies such as the Chestnut Lodge Sanitarium and the Mental Hygiene Clinic, which necessarily can provide only limited psychiatric service.

There has been criticism that children from more fortunate homes can buy their way out of difficulties because they can make restitution for their thefts. Last year, 97 cases were closed in Montgomery County after restitution was made.

But Judge Noyes insists that restitution be made out of a boy's earnings. In one case last year, a boy was involved with several others in 2 housebreakings and 7 auto thefts. All property was returned in good condition except one car which was damaged to the extent of \$1,000. The boy's share was \$500.

His father bought him an electric mowing machine. With this, the boy paid off the damage and also paid the cost of the machine. Now he is a leader in church and school activities.

A boy from the wrong side of the tracks would not have had a father able to buy him an electric mowing machine, but other boys have made restitution by caddying and carrying newspapers, for instance. This was true of the vandals who broke 50 to 60 windows at Bradley School a couple of years ago, and also of the two 13-year-old "midnight bandits" who burglarized Chevy Chase homes earlier this year.

There is no doubt, however, that some boys are more favored than others in the eyes of the law. Take the case of a young man who was involved in seven store break-ins and a car theft last fall. He explained his actions in this way:

"There were three nights I was allowed out last month and I guess I just went wild. I took cash out of the register. Yes; I drove the '41 Ford around. I was out of school. Nothing was planned. We just went out and these things came up."

After this difficulty, the boy was enrolled in one of the country's oldest preparatory schools. He kept his grades above 90 and last summer was reported to be engaged in a summer recreation group. But in mid-August, he again was involved in auto thefts.

His commitment to the Maryland Training School for Boys was suspended "on the condition he is home all the time until he returns to school" and that his summer program next year is under the supervision of the court. A child from Southwest Washington would hardly get that kind of treatment.

Some members of the Chevy Chase Citizens Association in the District have been critical recently of what they consider to be overemphasis on juvenile delinquency. They believe that the press should only pay attention to the constructive doings of youth. But Senator Robert C. Hendrickson's subcommittee investigating juvenile delinquency this week, will not ignore Chevy Chase, believing that delinquency in the better sections demonstrates the universality of the problem.

The children mentioned in this article are not fictional. And they do not live in a mideity alley out of sight of polite eyes.

Mr. ROBB. Thank you.

Both of these items, Mr. Chairman, will illustrate that juvenile delinquency can be and often is a problem in some of our well-to-do neighborhoods. They illustrate and emphasize again that the causes of juvenile delinquency are almost infinite in number.

However true this may be, Mr. Chairman, there is no gainsaying the fact that the degradation and deprivation characteristics of slum life for the slum child contributes most heavily to the juvenile problem. The child of irresponsible or indifferent parents, growing up in a disorganized family, and in a house filled with discord, can be as delinquent in a manor house as in a slum tenement.

But the slum child housed in crowded and disreputable and overpriced housing, subjected to all the additional tensions which those conditions create, and influenced by the drunks and the prostitutes and professional bums who frequent the alleys and streets which constitute his only playground, Mr. Chairman, has the cards stacked heavily against him.

Moving along from testimony about what the child does and some of the conditions which contribute to what he does, we also plan to present more extensive testimony on what certain agencies are doing in this community, both to prevent juvenile delinquency and to give assistance to the child in trouble.

We shall examine these programs in terms of quality and extent and look into their organization and procedures.

If effective help is to be given a child in trouble, Mr. Chairman, all of the agencies concerned must work in close cooperation. A child is the same individual whether in court, in school, or in some institution.

We will, therefore, pay particular attention to the procedures through which the police department, the juvenile court, and the department of public welfare attempt to coordinate their efforts in behalf of the children.

It should be emphasized—and I think this is more important, Mr. Chairman—that there is a complete interdependence between the various agencies. The entire system is no stronger than its weakest part.

Now, one of the difficulties which we have encountered appears to be a failure of the various agencies—

The CHAIRMAN. Mr. Robb, what would you say is the weakness in the District—

Mr. ROBB. I prefer not to give an opinion at this time, sir.

Senator HENNINGS. You say at this time, Mr. Robb. Do you mean you propose to give one at some later time?

Mr. ROBB. I think when the evidence is in, it may be possible to give it.

Senator HENNINGS. You will let the subcommittee form its conclusion?

Mr. ROBB. Yes, sir.

Now, one of the difficulties appears to be a failure of the various agencies to exchange information as to children—delinquent children—coming to their attention. This is said to be especially true of the juvenile court records. There appears to be a dispute as to the extent to which the recent amendment to the Juvenile Court Act permits disclosure of court action concerning children who have again become embroiled with the authorities.

Senator HENNINGS. That was mentioned in Mrs. Meyer's article. Incidentally, I thought it was one of the best articles on the subject I have read, indicating the difficulty of the school authorities and the teachers in knowing which of the children under their supervision and control had had records of difficulty who might in a sense contaminate and bring to bear an impact of unfavorable forces upon the other children in the school, such as the shakedown we are all familiar with at the Paul Junior school.

Mr. ROBB. Yes, sir. It is also true, Senator, that the school authorities not knowing about the child's history and background, are perhaps not able to give the child the help it ought to have.

Now, may I, Mr. Chairman, call your attention to a chart in your folders entitled "Processing of Juvenile Offenders in the District of Columbia," which shows how a delinquent child moves along from agency to agency.

Of concern, too, Mr. Chairman, is the extent to which there is agreement or disagreement among these agencies, as to common pro-

cedures for the protection of the child on the one hand, and the protection of the community on the other. The schools, Mr. Chairman, reach nearly all children, and should be prepared to give help to the child displaying early symptoms of maladjustment.

We believe that testimony will reveal that our school system is not able to offer much help in the quantity and quality necessary to do an effective job.

We are most interested in the testimony to be offered with respect to recreation for children in the District of Columbia. Members of the committee have, with grave concern, noted children playing in poorly lighted streets and dark alleys only a few feet from school athletic fields complete with expensive lighting equipment—fields walled off to children by high cyclone-type fences, fields used only on Friday nights for varsity games.

A thoughtful visitor to certain large sectors of this community could not help being struck by the large numbers of children who are on the streets.

Senator HENNINGS. Mr. Robb, for the information of—at least for my information, if not that of the other members of the committee and the staff—what is the rule in the District with relation to the closing of schoolyards after school?

Mr. ROBB. They are closed, sir.

Senator HENNINGS. I know that is true in my own city or was up to a time, and the custodian locked the gates and the children were not allowed to play in the schoolyard.

Mr. ROBB. Yes, sir; I was told not long ago by an experienced oldtime police officer that when he was walking a beat on his precinct that he at least once took a pair of wirecutters and cut the fences so that the kids could get in the schoolyard and play and be off the streets. He said that was the most effective way he knew to keep them out of trouble.

But the schoolyards are locked. The reasons, sir, that there was no one to be there to take care of the schools.

Also, the playgrounds, not the schoolyards, but the playgrounds, most of them are not open for use on Saturday afternoons and on Sundays, which I think is a very grievous situation.

Senator HENNINGS. That again is because of lack of custodial supervision?

Mr. ROBB. Lack of personnel; yes, sir; so I am told.

A thoughtful visitor to certain large sectors of this city, Mr. Chairman, could not help being struck by the large numbers of children on the streets, sometimes quite late at night, because they have no other place to go. Nearby are school buildings in which the community has invested millions of dollars. They stand dark and empty while children congregate on street corners and in taverns.

Let me refer here again, incidentally, to poorly lighted streets and alleys. Dark corners and dimly lighted areas encourage and breed nearly all forms of crime and delinquency. Indeed, it is not too much to say that juvenile delinquency could be reduced in some of our neighborhoods merely through the provision of better lighting.

The factfinding committee believes that many other deficiencies and weaknesses will be disclosed by the testimony offered. We believe, for example, that investigation will reveal a most serious delay

in the processing of cases referred to our juvenile court. We think the evidence will suggest also that because of certain administrative plans and procedures within the court the children of the District may not derive full benefit from the resources available to them under the Juvenile Court Act.

The institutions for children, operated by the Department of Public Welfare, are overcrowded and occupy inadequate and sometimes greatly deteriorated quarters.

I think the Senators, having seen these places yesterday, will agree with me that some of them are simply institutional slums. I cannot conceive any child could pass through some of these institutions and not be degraded and hardened and worsened by the experience.

The CHAIRMAN. I think the Chair speaks for the whole subcommittee when he says that the committee agrees with Mr. Robb in that observation.

Senator HENNINGS. With the inevitable corollary that any children passing through those institutions, if benefited, would be benefited because of a miracle aside from the fact that I think we agreed that there are many fine dedicated men and women in these institutions doing the best job they can with the plants they have and the equipment they have to work with.

Mr. ROBB. There is no question about that.

Senator HENNINGS. It is a most difficult condition.

Mr. ROBB. No question about that at all.

The CHAIRMAN. I would like to say for the record, however, that the institution for the colored children, which we visited yesterday, could well serve as a model in the Nation. I concede there should be some improvement, but it is a well-managed and well-operated institution.

Mr. ROBB. Children are released from these institutions and schools before their turn is completed because room must be made for new arrivals and that, sir, is also true of the colored institution.

We believe, Senator, that this subcommittee will be concerned about the various scanty protective services available in this community for the protection of the child found to be living in conditions highly detrimental to his future development into good citizenship.

In ending this outline of what the testimony offered will show about this, Mr. Chairman, I would like to reiterate that it is not our intention or desire to condemn the agencies concerned. Indeed, it should be pointed out that these agencies not only offered us their heartiest cooperation, but in several instances have been the first to point out weaknesses in their own programs.

It is both our belief and that of the agencies that this subcommittee, Mr. Chairman, can render a real service by bringing these gaps and weaknesses to public attention.

Finally, sir, and most importantly, the testimony offered should not be interpreted to mean that our children and young people are deserving of condemnation. In this connection, it should be emphasized that the vast majority of our children are not and will not become juvenile delinquents. So, for those who do become delinquent, let us place the responsibility where it belongs and, Mr. Chairman, it belongs with you and with me, with all adults, who can either meet or fail to meet our responsibilities as parents and citizens.

The CHAIRMAN. Thank you, Mr. Robb. The Chair would like to commend you for a very able statement.

Mr. ROBB. Thank you, sir.

Senator HENNINGS. I would like to join with the Chair in saying that it is one of the best statements I have heard made, Mr. Robb, on the entire subject.

Mr. ROBB. Thank you, sir.

The CHAIRMAN. Mr. Robb, we are going to have testimony, are we not, on the one problem that I saw yesterday, namely, the problem there at the Receiving Home?

Mr. ROBB. Yes, sir.

The CHAIRMAN. And somebody will testify as to this chart?

Mr. ROBB. Yes, sir.

The CHAIRMAN. All right, proceed, Mr. Counsel.

Mr. HANNOCH. I will call Mr. Lacaire.

The CHAIRMAN. Lieutenant Lacaire, the subcommittee welcomes you here today and wishes to thank you for all you have done to aid us in this worthy cause.

While I am thanking you, I also want to express the thanks of the committee to His Excellency, Christian Herter, Governor of the Commonwealth of Massachusetts, and to Brig. Gen. Ernest M. Whitney, commissioner of public safety in the State of Massachusetts, for offering to us and giving to us your able services.

Detective LACAIRE. Thank you, sir.

The CHAIRMAN. Do you swear the evidence you will give before this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Detective LACAIRE. I do, sir.

#### TESTIMONY OF ANTHONY S. LACAIRE, DETECTIVE LIEUTENANT, MASSACHUSETTS STATE POLICE

Mr. HANNOCH. Will you give your full name?

Detective LACAIRE. Anthony S. Lacaire.

Senator HENNINGS. Mr. Chairman, since it has not been the practice to swear witnesses heretofore, am I correct in assuming that this witness is to testify as to certain substantive facts?

The CHAIRMAN. I might say to the Senator from Missouri that the chairman made a statement at the beginning of the hearing stating that testimony previously taken has been more in the nature of opinion testimony, but now we are treating with specific facts. I think the subcommittee felt that the witnesses from here on should be sworn.

Senator HENNINGS. I concur most emphatically with the chairman and agree with his foresight because we are now getting into the realm of matters which could be suggested to be the product of rumors, speculations, conclusions, and other things without the precise and immediate knowledge of a given witness.

The CHAIRMAN. The Senator from Missouri is entirely correct.

Mr. HANNOCH. Mr. Lacaire, what is your position?

Detective LACAIRE. I am a detective lieutenant in the Massachusetts State Police.

Mr. HANNOCH. You have been loaned, as the Senator said, to our committee for the purpose of making investigations?

Detective LACAIRE. Yes, sir; I have.

Mr. HANNOCH. How long have you been affiliated with the Massachusetts State Police?

Detective LACAIRE. Twenty-four years, sir.

Mr. HANNOCH. And in your present rank as detective lieutenant, how long?

Detective LACAIRE. Eleven years.

Mr. HANNOCH. Have you had any experience in juvenile offender problems?

Detective LACAIRE. Yes; both as offenders and as victims of serious crimes.

Mr. HANNOCH. Are you married?

Detective LACAIRE. Yes; I am.

Mr. HANNOCH. You have children of your own?

Detective LACAIRE. I have four, sir.

Mr. HANNOCH. When did you first come to the subcommittee?

Detective LACAIRE. I came here November 12 of this year.

Mr. HANNOCH. What were you requested or assigned to do?

Detective LACAIRE. I was requested to observe conditions at places of amusement, bars, taverns, parks, dance halls, especially in the night time.

Mr. HANNOCH. Especially with respect to juveniles?

Detective LACAIRE. Yes, sir.

Mr. HANNOCH. Were you also requested to examine police records and interview law enforcement officers on matters of that kind?

Detective LACAIRE. Yes, sir.

Mr. HANNOCH. With what general result, before we get into the specific problems, what did you find as a general result of your investigations?

Detective LACAIRE. Both from personal observation and from witnesses, I learned that many children under 18 drink alcoholic beverages in the District. I have seen many under the influence of liquor and some drunk.

Mr. HANNOCH. You are talking about public places?

Detective LACAIRE. Yes, sir.

Mr. HANNOCH. Now, will you be a bit more specific and tell us what your investigations disclosed with respect to various places?

Detective LACAIRE. I would like to speak about Turner's Arena at 14th and W Streets NW. This is a large one-story structure of the type used for athletic events with inclined seats on three sides and a stage at one end. A hillbilly band, so-called, provides music for dancing on Saturday nights.

Approximately 20 percent of the attendance are juveniles. The Saturday night dances close at 2 a. m.

Mr. HANNOCH. What did you find with respect to juveniles in this place?

Detective LACAIRE. I have seen both boys and girls, some apparently juveniles, drink from bottles carried in pockets or handbags. Some of the drinks which are sold in paper cups by a peddler in the hall are used as mixers.

One sees whisky poured into these cups in the hall or one sees boys carry them into the men's room where many empty whisky bottles are found.

I have seen both boys and girls under the influence of liquor and some drunk at that place. There is traffic from the arena to the Lib-

erty liquor store, which is situated at the corner of 14th and W Streets NW., about 150 yards away.

These boys and girls, especially between the hours of 10:15 p. m. and 10:45 p. m., form almost a continual line to and from the liquor store.

Mr. HANNOCH. What is the significance of that half hour?

Detective LACAIRE. There is an intermission at that time. On one occasion, while I was sitting in the arena, a girl borrowed my jack-knife to open a half-pint bottle of Calvert's whiskey. She poured herself a drink and for 2 other girls who appeared to be about 18.

Mr. HANNOCH. Do you know, Lieutenant, that in the District the consumption of liquor is prohibited in unlicensed places?

Detective LACAIRE. Yes, sir; that is my understanding.

Senator HENNINGS. Mr. Chairman, does the lieutenant understand that it is prohibited to take a bottle to a public place and drink it there?

Detective LACAIRE. My understanding is that it is unlawful to drink in a public place except a licensed establishment. That includes a parked automobile, I am told.

Senator HENNINGS. Thank you.

Detective LACAIRE. On another occasion at 1 a. m., I saw a girl about 15 or 16 standing on the sidewalk in front of the arena surrounded by a group of boys. It was cold and very foggy. She was wearing a sheer white blouse which was pulled out of her skirt at the back. Her hair was disarranged and she appeared to be under the influence of liquor.

One of the boys put his arm around her and walked her around the block and back into the dancehall.

At 2:10 of the same morning, my partner, Trooper Walter Fredricksen, saw another girl about 16 leave the dance hall accompanied by two boys and an older man. They walked down 14th to V Street and into an automobile. All appeared to be under the influence of liquor and the girl vomited on the sidewalk.

Another time I saw two boys in front of the arena; both were staggering. The younger boy, about 16, had wet his trousers.

Last Saturday night, while seated with this subcommittee's chief investigator in the arena, I saw a young marine sitting in the front seat pour a drink from a bottle into a paper cup and hand it to a girl 15 or 16. She took a drink and handed it back.

At the same time an older girl and three men were standing on the dance floor, directly in front of us. All were drinking from a flask.

Mr. HANNOCH. Are there police officers in this arena?

Detective LACAIRE. Last Saturday we saw four at one time, but they were all dressed in raincoats and they did not appear to be regularly assigned there.

On other nights we have seen officers from time to time. Many enter and leave within 10 or 15 minutes.

Mr. HANNOCH. Have you witnessed any attempts on the part of the enforcement officers to make arrests for violating liquor laws?

Detective LACAIRE. I saw them make two arrests after a fist fight in the arena. Last Saturday I saw two young men taken out of the arena by police officers.

Mr. HANNOCH. You are talking about fist fights. Have you seen any arrests made simply because the people in the arena were juveniles and were drinking liquor out of flasks?

Detective LACAIRE. No, sir.

Mr. HANNOCH. You referred to the empty whisky bottles. Where do you find those?

Detective LACAIRE. In the men's room, in the urinals, and on the floors.

Mr. HANNOCH. Do you find them on the floors of the arena?

Detective LACAIRE. Not in the arena proper.

Mr. HANNOCH. What is done with those?

Detective LACAIRE. Well, last Saturday it seemed that some man in the men's room was taking care of the bottles. You would see three or four in the barrel on one occasion and you would go back 15 minutes later and they would be gone.

Mr. HANNOCH. Prior to that time had they accumulated?

Detective LACAIRE. They had.

Mr. HANNOCH. How many times were you in this arena during your investigation?

Detective LACAIRE. We were in there on two occasions, but on the other occasions we remained outside the arena.

Mr. HANNOCH. You said something about these youngsters coming out of the arena and going out and buying liquor. Where do they go?

Detective LACAIRE. They go to the Liberty liquor store.

Mr. HANNOCH. What did you observe there?

Detective LACAIRE. Well, you see young people apparently under 21 go in and come out with a package the size of a half pint, let us say. I also on one occasion saw 2 young men about 16 years of age ask 2 soldiers who were standing nearby whether the soldiers would go in and buy them a half pint. The soldiers refused. They then talked to another man and gave him some money. He went in and came out with a package.

The CHAIRMAN. Lieutenant, what percentage of the customers of the arena would you say were juveniles?

Detective LACAIRE. I would say 20 percent, Senator. That is my best figure.

Mr. HANNOCH. Are there frequently fights and fracasés in this arena?

Detective LACAIRE. There was one last Saturday night and there was one November 14, that I saw.

Mr. HANNOCH. Now, have you also investigated any of the other package stores where liquor has been sold to juveniles?

Detective LACAIRE. Yes, we have observed some, but none could I fairly say appeared to be violating the law.

Mr. HANNOCH. Now, have you discussed these problems with any police officials?

Detective LACAIRE. Yes, I have.

Mr. HANNOCH. With whom?

Detective LACAIRE. I talked to Captain Fuss, who is the commander of the 13th precinct within which Turner's Arena is located. He said that in the 2 years he had been there he had heard no complaints about juveniles drinking at the arena. He said that most complaints concerned fights between the patrons.

We discussed the law about drinking in public and he explained it to me. Turner's is not a licensed establishment within the meaning of that law.

I think I should mention, however, that the arrest records at that precinct for persons arrested within Turner's Arena and listed as being arrested at 14th and W Streets total 138 for the last year, 21 of which were under 21 years of age. Of the total, 44 were drunk, 73 for disorderly, and 10 for drinking in public.

We have, from the juvenile squad, the records of 5 juveniles arrested at Turner's Arena within the past year: 1 for drunk; 1 for drunk and disorderly; 2 for disorderly, and 1 for drinking in public.

The CHAIRMAN. Excuse me, Lieutenant. Do these things come from police records?

Detective LACAIRE. Yes, sir. One of these boys had removed all of his clothing except his shorts in the arena, causing a disturbance.

Mr. HANNOCH. Was there exhibited to you any exchange of correspondence between the arena authorities and the police about police protection?

Detective LACAIRE. Yes. Do you wish me to read those?

Mr. HANNOCH. Tell us what these letters are about.

Detective LACAIRE. The first is a letter dated July 22, 1953, addressed to the District of Columbia Commissioners from the law office of Ford and Allder, with reference to removing the Metropolitan Police assigned to the arena.

Mr. HANNOCH. In substance what did the letter indicate or request?

Detective LACAIRE. It indicated that the expense——

Mr. HANNOCH. Suppose you read the letter. You have the original letters there?

Detective LACAIRE. Yes, I have.

DISTRICT OF COLUMBIA COMMISSIONERS,  
*District Building, Washington, D. C.*

GENTLEMEN: On behalf of Turner's Arena, we hereby request that the assessment against the arena under Public Law 837, 80th Congress, for two policemen assigned there be set aside. The assessment at the present time is \$202.93 per month. This cost is quite a burden with the very limited seating capacity of the arena. We feel there is no need for the assignment of police to the arena for the protection of the public because the management provides its own special policemen and uses as many as seven on occasions. These special police used by Turner's Arena are absolutely necessary as they have duties that a regular policeman is not permitted to perform, but they also give the protection to the public that the regular police afford. It certainly would benefit the Metropolitan Police Department itself, who have the use of their men for important police work in this day when the force is undermanned and is faced with the solving of so many serious crimes. The public would most certainly be better served with more men available to protect their lives and property. We most respectfully request that you give this matter your attention and if desired by you, we would be glad to appear before the Board.

Very truly yours,

FORD AND ALLDER,  
By H. CLIFFORD ALLDER.

Senator HENNINGS. Who do you understand the proprietors of this arena to be?

Detective LACAIRE. Turner's Arena is a corporation, Senator.

Senator HENNINGS. Who is the president of that corporation?

Detective LACAIRE. I think it is Vincent J. McMahan. I would like to refresh my recollection if you will bear with me.

Senator HENNINGS. In order to save time, I have just been advised that Mr. McMahan has been subpoenaed to appear here tomorrow. So

we will not burden you further with the searching of the records for the other stockholders and officers of the corporation.

Mr. HANNOCH. Was that request made by counsel for the Turner's Arena granted by the District Commissioners?

Detective LACAIRE. There was an interview which is set out in a report dated August 19, 1953.

Mr. HANNOCH. Signed by whom?

Detective LACAIRE. Signed by Otto P. Fuss, captain commanding thirteenth precinct. This was addressed to the chief of police through inspector, commanding second precinct, subject: Recommendation that assessment against Turner's Arena, 14th and W Streets NW., under Public Law 837, 80th Congress, be set aside.

At 3:30 p. m., Tuesday, August 18, 1953, an interview was held in the captain's office at the thirteenth precinct station with Mr. Vincent J. McMahon, 1820 Harvard Street NW., an official of Turner's Arena, 14th and W Streets NW., and his attorneys, Charles E. Ford and Clifford Alder, relative to police services furnished Turner's Arena by the Metropolitan Police Department. Mr. McMahon stated that recent increases in police salaries had been passed along to the arena, making the cost of same prohibitive in the face of a seasonable decline in business. Mr. McMahon pointed out that the Lincoln Colonnade, 1215 U Street NW., the Majestic Dance Hall, 1626 U Street NE., and the IOOF Hall at 1849 Ninth Street NW., held numerous events which were policed by special police officers only in which case they were not required to pay for the services of policemen from the Metropolitan Police Department.

This fact could not be disputed. Mr. McMahon stated that when dances were held at Turner's Arena on Saturday evenings, that they had as many as seven special police officers on duty who performed many other services in addition to their functions as special policemen. In view of this coverage, which would seem adequate to handle most situations that might arise, he requested that Turner's Arena be permitted to police their events for a probational period of 6 months with the understanding that if this plan did not prove entirely successful that they would voluntarily revert back to the practice of paying for the services of metropolitan police officers at these events.

When all of the above facts are taken into consideration it is felt that with the man on the beat visiting the arena during the normal patrol of his beat when functions are in progress at the arena that sufficient police protection will be provided. On evenings when large crowds are in attendance at the stadium the policeman on the beat would be directed to regulate traffic at 14th and W Streets NW., at the close of the events to insure the safe and orderly departure of such persons.

The man assigned to the beat would then be free at other times to police any portion of his beat. It is therefore recommended, insofar as the 13th precinct is concerned, that services of the metropolitan policemen be dispensed with during functions at Turner's Arena and that the management of the arena be authorized to furnish special police officers to police these events for a trial period of 6 months with the stipulation that if this plan does not prove successful, the arena revert back to the plan of paying for the services of Metropolitan Police officers detailed to these events.

OTTO P. FUSS,  
*Captain, Commanding Thirteenth Precinct.*

Mr. HANNOCH. What date is that?

Detective LACAIRE. Dated August 19, 1953.

Mr. HANNOCH. There is another letter in there I overlooked. Do you have another report?

Detective LACAIRE. I have a report to Captain Fuss, dated September 19, 1953.

Mr. HANNOCH. From whom?

Detective LACAIRE. From William F. Rector, lieutenant, Thirteenth Precinct.

Mr. HANNOCH. Am I correct in saying that these are original papers here under subpoena?

Detective LACAIRE. That is my understanding. The subject of this is "Conditions at Turner's Arena."

Nine p. m., Saturday, September 12, 1953, I went to Turner's Arena where a dance was being held. I observed the place for sometime and was unable to find a special officer. I talked with Vincent McMahon, one of the partners operating the arena, and asked him if he had any special officers working. McMahon said that he was supposed to have 4, but that only 1 reported.

I then informed him that he was jeopardizing his public-hall license. I further informed him that if he did not properly police the place to prevent it from becoming a source of trouble that his license would be revoked by the commissioners.

Mr. McMahon stated that he was aware of the situation and that he was going to try to have the policing of the place put back into the hands of the Metropolitan Police Department at once.

WILLIAM F. RECTOR,  
*Lieutenant, Thirteenth Precinct.*

Mr. HANNOCH. Was there then a request by Turner's Arena for the reinstallation of police?

Detective LACAIRE. Yes, sir; there was.

Mr. HANNOCH. What date was that?

Detective LACAIRE. That was in a letter dated November 19, 1953. I do not have the original of that letter, however, but I made a copy of it.

Mr. HANNOCH. Go ahead and read that, please.

Detective LACAIRE (reading):

LAW OFFICES OF FORD AND ALLDER,  
*Washington, D. C.*

D. C. COMMISSIONERS,

*District Building, Washington, D. C.*

GENTLEMEN: On July 22, 1953, on behalf of Turner's Arena, we requested that the police department discontinue assigning police to the arena for the protection of the public. This request was granted by you and for several months no Metropolitan Police have been assigned. We now request that the police protection previously afforded Turner's Arena be resumed as soon as possible in the best interest of the public.

Very truly yours,

FORD AND ALLDER,  
By H. CLIFFORD ALLDER.

Mr. HANNOCH. The police were then reinstalled?

Detective LACAIRE. Captain Fuss told me that the police were going back as of November 23.

Mr. HANNOCH. So that your investigation subsequent to November 12 was substantially at a period when the Metropolitan Police were again supervising Turner's Arena?

Detective LACAIRE. When I was told that they were supervising it; yes, sir.

Mr. HANNOCH. Now, have you investigated any other dance halls?

Detective LACAIRE. I have visited many taverns and restaurants throughout the District. Some of these places, probably because of the type of entertainment provided, are frequented by the younger people, and some, especially the girls, appear to be juveniles.

I refer especially to Benny's Tavern, 829 14th Street NW.; Rands Tavern, 1416 Eye Street NW.; Harris Tavern, 12th and New York Avenue; The Famous Restaurant on New York Avenue near 12th; Guy's Place, and the Round-Up, on H Street SE.; Woodie's Restaurant, 3d and Kennedy Streets NW.

These places feature either jazz music, dancing, or both.

We attended two Sunday matinees at Woodie's. The crowd there seemed especially young, some of them appeared to be 14 or 15. Many of these were drinking beer.

Mr. HANNOCH. Did you find drinking of alcoholic liquor by juveniles in the other places?

Detective LACAIRE. Yes, sir; that is, they appeared to be juveniles.

Mr. HANNOCH. You did not examine their birth certificates?

Detective LACAIRE. That is right.

Mr. HANNOCH. You could tell from looking at them that they were children under 21?

Detective LACAIRE. That was my best opinion, and is.

Mr. HANNOCH. Did there seem any difficulty in their being served liquor?

Detective LACAIRE. No, sir.

Mr. HANNOCH. By liquor, I mean not only beer, but mixed drinks, whiskey?

Detective LACAIRE. I would say that most of the drinking by the younger people appeared to be beer.

The CHAIRMAN. Lieutenant, may the Chair ask this question: Assuming that you had been responsible for the management of any of these places, would you have questioned the age of these children before selling the liquor or beer?

Detective LACAIRE. If I were the manager?

Mr. HANNOCH. Yes.

Detective LACAIRE. I do not know, sir. If I were a police officer, I would have.

Senator HENNINGS. Mr. Chairman, that would depend somewhat on the profit motivation and the scruples of the manager, would it not, whether you question too meticulously the age of these people?

The CHAIRMAN. It certainly would.

Detective LACAIRE. I might say, Senator, that two of our investigators questioned the girl at the Round-Up last Saturday night in the presence of two police officers. At first the girl said she was 18 and the police officers left. After they left she started to cry and said she was only 15.

The CHAIRMAN. I would like to say the reason the Chair put that question, there is certainly a responsibility upon the management in a situation of this kind, is there not?

Detective LACAIRE. There is, of course.

Mr. HANNOCH. Let us ask the question in just one more way.

If you were a manager of these places and wanted to comply with the law, would you make the inquiry?

Detective LACAIRE. I certainly would; yes, sir.

Mr. HANNOCH. If you left the profit motive out and wanted to comply with the law there is no doubt in your mind that the inquiry should be made?

Detective LACAIRE. That is right.

Mr. HANNOCH. Now, you said some police officers inquired about the age of some children last Saturday night.

Detective LACAIRE. Yes, sir.

Mr. HANNOCH. Was that inquiry instigated by the police officer or was that instigated by you?

Detective LACAIRE. That was at the request of the investigators.

MR. HANNOCH. You asked the police officer to go out and pick these children and talk to them?

DETECTIVE LACAIRE. Yes.

MR. HANNOCH. What happened to those youngsters?

DETECTIVE LACAIRE. They went home. The police officers had gone.

MR. HANNOCH. But one of them had some legal proof in her pocketbook.

DETECTIVE LACAIRE. Yes; she was 22.

MR. HANNOCH. What did she have in her pocketbook?

DETECTIVE LACAIRE. She had identification. I was not there personally.

MR. HANNOCH. Now, does this condition that you have described, of the ability to purchase liquor by juveniles without any difficulty, apply generally to all these places that you have referred to?

DETECTIVE LACAIRE. Yes, sir. That is what impressed us when we first arrived here. I have never seen any situation like that before. I don't think that this condition would be tolerated where I have worked.

MR. HANNOCH. You say you have never seen a situation like this before?

DETECTIVE LACAIRE. Never before.

THE CHAIRMAN. You have had experience in big cities?

DETECTIVE LACAIRE. Yes, sir; I have worked in Boston; I have worked in Worcester.

THE CHAIRMAN. You have never seen this situation in Boston, for example?

DETECTIVE LACAIRE. I have never seen people that appear as young as these do drinking in public places.

THE CHAIRMAN. Does that go for small communities as well as large cities?

DETECTIVE LACAIRE. Yes, sir.

MR. HANNOCH. Are there any other conditions concerning juveniles that you would like to call to our attention?

DETECTIVE LACAIRE. I would like to speak of one thing I saw that impressed me very much. One night we went to the Camden Tavern at H and 13th Streets NE. There was a young child there, a girl, 4 or 5 years old. This was between the hours of 10:30 p. m. and 11:50 p. m.

This girl was walking around in the tavern sitting with customers at various tables and booths. The woman who was apparently her mother, and who was addressed as Mabel, was sitting in a booth drinking with a man. The child appeared very tired and complained to Mabel that she wanted to go home.

There were three police officers in the Camden Tavern at different times during this period. I don't know that anything was done about this child being there.

MR. HANNOCH. You didn't see anything being done?

DETECTIVE LACAIRE. No, sir.

Another thing I noticed is that children appear to be out on the street very late at night here. I saw one group of boys, youngest about 11, playing a pinball machine in a snack bar on Eighth Street SE.

Riding around late at night one will see 2 or 3 children, 13, 14, 15, walking the streets.

Mr. HANNOCH. By late, what do you mean?

Detective LACAIRE. 1, 2, 2:30 in the morning.

Mr. HANNOCH. In the early hours of the morning?

Detective LACAIRE. Yes.

Mr. HANNOCH. Now, have you any thoughts as to what it is that has caused this condition you have described here?

Detective LACAIRE. I would like to offer my thoughts insofar as the liquor situation is concerned. I would like to give it to you, if I may, from the viewpoint of a policeman.

As I understand it, it is lawful for people 18 years old to buy beer and wine here. Now, of course, it is easier for a 15- or 16-year-old to pose as 18 than it is to pose as 21. It is also difficult to determine, especially around a crowded table whether a particular offender is drinking whisky or beer.

I believe that it is common knowledge that one can get just as drunk on beer and wine as one can on whisky.

Mr. HANNOCH. What recommendations would you make?

Detective LACAIRE. It seems to me, if I may be so bold as to state this, that the minimum age for drinking by anyone should be 21 years old, from the standpoint of the law-enforcement officer. I think it is difficult to enforce a law that permits drinking beer at 18.

The CHAIRMAN. That is the law in the District, is it not?

Detective LACAIRE. That is my understanding.

Mr. HANNOCH. Those are all the questions that I have.

The CHAIRMAN. Senator Hennings?

Senator HENNINGS. I have no questions except to thank the lieutenant on behalf of one member of the committee, Mr. Chairman.

The CHAIRMAN. Lieutenant, I have one question. Did you look into the practice in the District of delivery of package goods by telephone order?

Detective LACAIRE. No, sir; we were not specifically assigned to that.

The CHAIRMAN. You do not know what the practice is at all?

Detective LACAIRE. No, I do not.

The CHAIRMAN. Lieutenant, on behalf of the subcommittee, the Chair wishes to thank you again for your appearance here and your helpful contribution to the cause which we are undertaking.

Detective LACAIRE. Thank you, sir.

Mr. HANNOCH. Officer Peek.

The CHAIRMAN. Before I swear you, the Chair wishes to thank you on behalf of the subcommittee for your contribution to our work. I also want to take this opportunity to thank your commander, Col. Russell Snook, of the New Jersey State Police, and the law-enforcement authorities of New Jersey for making it possible for us to enjoy your valuable services.

Will you be sworn?

Do you swear the evidence you will give before this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Trooper PEEK. I do, sir.

**TESTIMONY OF RULON C. PEEK, TROOPER-DETECTIVE, NEW JERSEY  
STATE POLICE**

Mr. HANNOCH. Your name please?

Trooper PEEK. Rulon C. Peek.

Mr. HANNOCH. Your occupation?

Trooper PEEK. Trooper-detective with the New Jersey State Police.

Mr. HANNOCH. How long have you been connected with the State police?

Trooper PEEK. I have been connected with them for 12 years.

Mr. HANNOCH. And in your present rank?

Trooper PEEK. And in my present rank for 5.

Mr. HANNOCH. Have you had experience in investigating offenses by juveniles?

Trooper PEEK. I have, sir, both as offenders and as victims of offenses.

Mr. HANNOCH. You are married?

Trooper PEEK. Yes.

Mr. HANNOCH. Do you have any children?

Trooper PEEK. One child.

The CHAIRMAN. What is the age of that child?

Trooper PEEK. Ten years old, sir.

Mr. HANNOCH. When did you come to the subcommittee?

Trooper PEEK. I came to the subcommittee on October 15.

Mr. HANNOCH. You came to us from the State Police of New Jersey?

Trooper PEEK. That is right.

Mr. HANNOCH. You have an associate?

Trooper PEEK. Joseph Abraham, also of the New Jersey State Police.

Mr. HANNOCH. What assignments were given to you and your associate?

Trooper PEEK. I commenced my duties on the 15th of October and was assigned to observe the conditions in the District as far as amusement places, liquor stores, taverns, and dance halls were concerned; public parks; also to interview and examine the various officials at the industrial homes, schools, and the National Detective Agency, the Alcoholic Beverage Control Board, and the Park Police.

My fellow investigator and I from personal observation and from interviewing witnesses have learned that a great many young boys and girls in the District partake of alcoholic beverages at these various places. In many of the places observed, such as dance halls, there was insufficient supervision and police protection, in our opinion.

It was possible, and also observed, for young people to go to wholesale liquor stores.

Mr. HANNOCH. Package stores, you mean?

Trooper PEEK. Package stores, and also of adults making purchases for them if they were unable to make the purchase themselves and in some cases they made purchases themselves at these package stores.

It is also felt that in addition to our personal observation of this, that there are some cab drivers in the District who transport young service men, juvenile service men, and cooperate with procurers and prostitutes within the District by meeting them in certain areas.

Mr. HANNOCH. Now, before I ask you about these specific places, in general did you observe whether or not it was possible for teenagers to purchase liquor without any difficulty in package stores?

Trooper PEEK. That is the case in a few cases we observed, that persons who are apparently juveniles are able to go in and make purchases of packaged goods.

Mr. HANNOCH. Could the juveniles purchase and acquire mixed drinks, alcoholic beverages, in the restaurants, taverns, and saloons without difficulty?

Trooper PEEK. In the taverns and especially in some that I shall point out to you we observed young men and women, girls, in these taverns making purchases of mixed drinks.

Mr. HANNOCH. Now, just to get down to the specifics here, what were your observations as to the activities respecting the sale of liquor in the dance halls?

Trooper PEEK. The sale of liquor was not conducted in the dance halls. The liquor was brought to the dance halls from the outside, usually coming from a package liquor store.

Mr. HANNOCH. Will you be specific about the dance hall you are now talking about?

Trooper PEEK. Yes, sir. I would like to point out that that condition exists at the Pythian Temple, located at 1014 Ninth Street NW., in Washington.

Now in that general area surrounding this dance hall, which is attended by from one to two hundred young people Saturday and Sunday nights, you will find a tavern known as the Federation Grill, located at Ninth and L Streets in Washington.

You will also find at the same intersection, directly across the street, a package liquor store. That is the same intersection within two or three hundred feet of this dance hall where the young people are dancing to hill-billy music.

Mr. HANNOCH. What is the name of the other place?

Trooper PEEK. The other place is the Service Liquor Store. It is a package goods store.

Now, we observed, as we go into the dance hall, persons there, young people, consuming liquor on those premises. We observed them also going back and forth to the Federation Grill. They serve at the Federation Grill, mixed drinks and beer and especially on a Saturday night as it gets near midnight we observed some of these very young people going to the Service Liquor Store directly across the street, buying a bottle, a package, and transporting that back to the dance hall for consumption after midnight closing hour on Saturday night.

That is consumed on the premises of the Pythian Temple Dance Hall Saturday night after midnight.

Mr. HANNOCH. Is this drinking in a dance hall secret drinking, or out in the open?

Trooper PEEK. It is more or less in this place, back in the corner, or in the lavatory or places of that sort, in a dark corner.

While I speak of the Federation Grill I would like to say that above this Federation Grill there are girls hanging out the window. They

speak to the young people as they go in and out of the Federation Grill, attempting to lure them upstairs for the purpose of prostitution.

They were seen, some of them were seen to enter this place, and on one occasion I, myself, was approached by a procurer to make a deal for a girl in an upstairs room.

Mr. HANNOCH. Now, this Federation Bar and Grill, how far away is this from the dance hall?

Trooper PEEK. This is only about 200 feet from the dance hall and probably 3 or 4 doors from the dance hall.

Mr. HANNOCH. Before we go into that, let us stay with the dance hall for the moment. Is there police surveillance for the dance hall?

Trooper PEEK. There are police there sporadically. They stop and then they leave and come back a half hour later or so.

Mr. HANNOCH. Do they sell coke, or soda, or mixes for drinks in the dance hall?

Trooper PEEK. While I was there there was no selling of sodas or anything at the Pythian Temple Dance Hall.

Another incident that comes to my mind, as I think of that general area, was an interview with two young sailors. These sailors were from the Bainbridge Naval Training Center at Bainbridge, Md., and they had only been in the service 3 or 4 months. They were about 17 years old. They had been approached—they had been patrons of the dance hall—by a procurer. They had been patrons at the dance hall. They had been patrons at the Federation Grill and they were approached to see if they wanted a girl and they indicated that they did. The procurer had them insert \$7 each in an envelope, their last \$7. They put the money in an envelope, the procurer marked the room, No. 6, and he started to take them down the street.

As they went down the street, the procurer dropped the envelope that he had marked room No. 6, and then picked it up again and in the interim had made a switch and he returned to them another envelope of the same type, marked room No. 6 also, and gave it back to the sailors and told them to proceed up to this apartment house and go up to room No. 6 and there they would find their girl.

Well, the climax was when they got to this apartment there is no room No. 6, they come out and looked at the envelope and they had newspaper clippings inside.

It is the old envelope switch trick.

Bearing that in mind the following week 3 other United States Marines, 2 of them 17 years old and one 18, were brought to this general area in front of the Federation Grill; they got out and were immediately approached again by a procurer, this time with the same story, this time with the same room number.

The CHAIRMAN. Did you tell us where the Federation Grill was located?

Trooper PEEK. Yes, sir; Ninth and L Streets NW.

They proceeded down toward apartment 6 after putting \$7 and their entire amount for the night, the last money they had, \$7 each, in an envelope, amounting to \$21. They proceeded to look for room No. 6. No room No. 6.

So they came back and they find out that they have an envelope and it contains \$30 in stage money. That is what the juvenile marine runs up against when he goes up in the general area of Ninth and L Streets.

Mr. HANNOCH. You have statements from them?

Trooper PEEK. We have a statement from each of the marines. Two of them are 17, one is 18. They are all from the South.

Mr. HANNOCH. Did you visit any other dancehalls? Did you have any other observations on these matters of juvenile delinquency with respect to dance halls?

Trooper PEEK. Yes, sir; we also visited Turner's Arena on several occasions and while we were there we observed fights, we observed drinking out of bottles in the lavatories and along the stands that serve as seats for the patrons at the dance.

There are possibly 200 to 400 people that attend those dances on Saturday nights, 20 to 30 percent of them being what are seemingly very young ages, juveniles.

One particular night I was there, a fight started in the stand near the rear end of the place. I later learned that it was a young girl, just married, pregnant, whose companion had become involved with her and with another fellow. She had fainted, was carried from the place.

The CHAIRMAN. Did you ascertain her age?

Trooper PEEK. I was not able to, sir. There were police officers there who later found her husband and put her in a car and told him to take care of her and take her home.

One of the participants in this fight was very evidently a juvenile. He looked to me about possibly 16.

On another occasion I have seen a fight at the corner of Fourteenth and W, which is the corner right next to Turner's Arena. It was a street fight, possibly over a girl. The fight broke up as the police approached, indicating to me that they had respect for the metropolitan police.

Also, I might say that during the intermission, as Lieutenant Lacaire has told you gentlemen, there is traffic between the arena and the package-goods store at the corner. We observed adults making purchases for persons, young people, juveniles, who apparently were unable sometimes to make the purchases themselves.

On other occasions we noted—and I go back for a minute—we noted at the Service Liquor Store, in the area of the Federation Grill, a young girl going into the Service Liquor Store and making a purchase of packaged goods and carrying it back to the dance hall.

At Turner's Arena there was a young soldier in a stupor, in such a drunken condition he fell from the stands as he tried to get down. He walked out to the soda bar, leaned up against it, and fell from there flat on his back. He was helped up by some people there, who were apparently working there. He later was seen to return to the dance floor. No ejection was made.

We observed liquor in young people's pockets being carried from the liquor store back into the dance hall, with no apparent effort made by anyone there to prevent these people from carrying the liquor inside the arena.

Mr. HANNOCH. Did you see any arrests ever made in Turner's Arena or the Pythian Temple of any of these juveniles that were drinking?

Trooper PEEK. On one occasion I have seen the police take a man from Federation Grill that had been involved in a fight with what I thought was the proprietor of the Federation Grill. He struck the proprietor over the head with a beer bottle.

Mr. HANNOCH. How old a man was he?

Trooper PEEK. The boy was very young. There was a group of five, and they were drinking mixed drinks.

My fellow investigator observed them buying and drinking mixed drinks in this Federation Grill. They were young people. One of them, after becoming intoxicated, got in this altercation with the owner, struck him over the head with a beer bottle. The police were called and he was taken away in the car.

Mr. HANNOCH. Is this drinking in Turner's Dance Hall, or Turner's Arena, a matter of secrecy?

Trooper PEEK. No; you can see the drinks mixed there in the paper soda cups. The soda is purchased at the soda bar, and some of it is mixed on the way back to the stands, some of it is mixed in the stands.

Mr. HANNOCH. Do they drink out of flasks?

Trooper PEEK. Out of the paper cups.

Mr. HANNOCH. Is there any drinking out of flasks?

Trooper PEEK. Yes. You find that more prevalent in the lavatories. A group of 4 or 5 young boys will get into the lavatories and drink profusely. I think they try to see how much they can consume in one drink.

Mr. HANNOCH. Is there an accumulation of empty bottles around Turner's?

Trooper PEEK. We were there about 3 or 4 times. Every time we were there there was a great quantity of empty flasks lying around in the lavatory, in the alley outside of the place where the exits are located.

Mr. HANNOCH. Did you visit any cabarets that are frequented by juveniles?

Trooper PEEK. Yes. We also visited Guy's and the Round-Up, which is located on H Street in the southeast section of the city.

Mr. HANNOCH. Is liquor served there, to juveniles?

Trooper PEEK. Liquor is served there, beer is served there. Both places have a band. One has a hillbilly band; the other a brass unit.

Friday and Saturday nights there is dancing. I think there is dancing conducted almost every night, but it is more prevalent on Friday and Saturday nights.

Mr. HANNOCH. Do you recall any particular fight that took place in one of those places that was a little bit more extensive than an ordinary rough and tumble bout?

Trooper PEEK. Yes, I recall that very vividly. On October 20, at about 11:30, a fight started on the dance floor.

Mr. HANNOCH. In which place?

Trooper PEEK. In the Round-Up. This fight progressed rapidly, like wildfire. Throughout the entire place there were tables and chairs overturned.

My fellow investigator and I were forced to move to the side of the establishment to keep from being struck in the general melee that went forth at that time.

Mr. HANNOCH. Bottles were thrown around?

Trooper PEEK. Bottles. Change was upset off the tables. Beer bottles also, and glasses were upset. Fellows were seen climbing over the bar. The police were called.

Mr. HANNOCH. How long did this rumpus take?

Trooper PEEK. This rumpus took place 10 or 15 minutes and then police began to arrive. I think the Armed Services Police were there first. Later on the Metropolitan Police arrived.

In the final analysis there were 6 Metropolitan Police, 6 Armed Services Police, 2 patrol wagons and 4 other police cars all at this scene during that half-hour fracas that went on at that Round-Up.

Mr. HANNOCH. Anybody hurt?

Trooper PEEK. I noticed one girl picked up and set in a booth and a towel and ice was gotten out to revive her. Two or three had been groveling on the floor and rolled around, later seen to run down the street, apparently to escape the clutches of the police.

They were taken by the police in the patrol wagon. It was a general fracas over the whole place.

Senator HENNINGS. May I ask the trooper a question, please?

The CHAIRMAN. You may indeed.

Senator HENNINGS. What is the age attendance, would you say, at the Turner's Arena place?

Trooper PEEK. At Turner's, sir?

Senator HENNINGS. Yes.

Trooper PEEK. At Turner's Arena probably two to four hundred persons attend on a Saturday night.

Senator HENNINGS. You have been there on a Saturday night?

Trooper PEEK. I have, sir.

Senator HENNINGS. Now, out of that number, what percentage would you say were juveniles?

Trooper PEEK. About 20 to 30 percent.

Senator HENNINGS. As the lieutenant has testified?

Trooper PEEK. Yes, sir.

Senator HENNINGS. Now, would you say of that number, of the 20 percent, that the girls or the boys predominate?

Trooper PEEK. I believe that the girls would predominate as being the lowest in the age group, and being the most numerous of the juveniles. In fact, I heard one of them say as she passed me, "My God, if my father hears about this I never will be able to come back here," talking about the fight that occurred there.

Senator HENNINGS. Now, as to the average age of the rest of those in attendance, would you say that by and large it is a younger crowd or middle-aged crowd?

Trooper PEEK. I would say it is a young crowd, Senator. Sometimes you will find at these barn dances, as I like to call them, people 60, 65 years old, and once in a while you see one at that place that age, but by and large it is a young group ranging possibly not over 23, 24.

Senator HENNINGS. Average?

Trooper PEEK. Average, yes.

Senator HENNINGS. Including the juveniles?

Trooper PEEK. That is quite right.

Senator HENNINGS. Now, as to the other place, what is the average number in attendance there?

Trooper PEEK. At the Roundup that I referred to, where this fracas took place, it is not quite so large. In fact, it is probably one-sixth of the size or less. Maybe there are a hundred crowded in this back room, which is very dimly lighted, loud music, very un-

sanitary conditions exist as far as the lavatories and whatnot are concerned.

Probably 100, 125, crowded in there. On this particular night every table was full.

As I say, we had to move from the center as the fighting progressed in our direction, which was almost immediately, we had to get out of the way.

Senator HENNINGS. Would you say about the same percentage of juveniles were there as in the Turner establishment?

Trooper PEEK. Just about, sir.

Senator HENNINGS. And about the same general character of crowd, behaviorwise?

Trooper PEEK. Yes, sir.

Mr. HANNOCH. Do these dances have changeoff dances, where they swap partners on the floor?

Trooper PEEK. At some of the places. Usually at the barn dances that is very evident, they change partners and they go around the circle and pick up whoever they might meet.

Mr. HANNOCH. Are there any other cabarets or taverns that you investigated that you want to call our particular attention to?

Trooper PEEK. We also observed Benny's tavern on 14th Street and Rand's on I Street, which the lieutenant has covered very well in his testimony.

Mr. HANNOCH. Your investigation discloses substantially the same things?

Trooper PEEK. Just about the same thing as far as those places are concerned, loud music, crowded places, a young crowd, mostly beer drinkers.

The CHAIRMAN. Your investigations were not made simultaneously with the lieutenant's, were they?

Trooper PEEK. No, sir.

Mr. HANNOCH. Let us get into another phase of this.

Did you investigate the records of the Alcoholic Beverage Control Board as to what they did about these places?

Trooper PEEK. Yes, sir. We interviewed the Chairman of the Alcoholic Beverage Control Board and one of the members of the Board.

Senator HENNINGS. Who is the Chairman?

Trooper PEEK. Mr. Payne is the Chairman and the member we interviewed was Mr. Shallenberger.

Over the period we had about 21 cases involving juveniles at licensed places. That was over a period of a year from October 1952 to October 1953. There were 21 cases involving juveniles, violations at licensed establishments.

Mr. HANNOCH. Sales to juveniles?

Trooper PEEK. Sales or drunken juveniles who said they made the purchases in these licensed establishments. In each and every case we found that the Board, the Alcoholic Beverage Control Board, holds a hearing and we found that their penalties run from warnings to the licensee to 2, 4, 5, and 10 days' suspension of the license privilege of the licensee.

The CHAIRMAN. At this point the Chair would like to ask, since you have interviewed the Chairman of the Board, do you know whether the ABC, as we call it, Alcoholic Beverage Control, has any enforcement branch in the District of Columbia?

Trooper PEEK. Yes, sir; they have a chief investigator, they have an assistant chief investigator, and eight other investigators. But their apparent job is more to screen applicants for licenses, as to criminal records, background, and the conditions of the establishment that is going to be licensed, its sanitary facilities, and things of that sort.

Usually, complaints that come to them are referred to the Metropolitan Police Department for investigation, either directly to the Chief of Police or to the precinct captain in which this establishment is located.

The CHAIRMAN. This varies in practice from most of the States?

Trooper PEEK. I think so, sir. They usually have their investigators handle a complaint when it comes in to its completion.

Mr. HANNOCH. When an application for a license is made, the Board has its own investigators that make an investigation and included in that investigation is a report by the police precinct captain, the captain of the police precinct?

Trooper PEEK. This investigation made on an applicant by the investigators, is background. Of course, they check with the Police Department to see what his record is.

Mr. HANNOCH. But the investigation as to violations is not made by the ABC, but is referred to the local police captain for investigation?

Trooper PEEK. That is right, sir.

The CHAIRMAN. Thus imposing an additional burden on the police?

Trooper PEEK. That is right, sir.

Mr. HANNOCH. Now, then, of the complaints for sales or acts of juveniles for this one period, what happened to those complaints?

Trooper PEEK. They gave us a list of 8 complaints that the ABC Board had received which had been forwarded by them to the Police Department for investigation. Of the 8 complaints, 7 of them were no evidence, were unfounded, and in 1 case there was a suspension of 14 days.

One other case is still pending, or was still pending as we checked.

Mr. HANNOCH. Now, was there any lengthy sentences that you found in any of your investigations, for example, in any of these cases in which juveniles were involved where licenses were revoked?

Trooper PEEK. I found in 1 case, Mr. Hannoch, that they gave the licensee a suspension of 31 days. As I understand it from Mr. Payne, who is chairman of the ABC Board, the Board can give up to 30 days and the licensee has no right of appeal. If they suspend for 31 days, the licensee has the right to appeal to the Board of Commissioners of the District of Columbia for a reversal or a reduction of their decision.

Mr. HANNOCH. On any of those complaints that you did investigate, or you saw in the records, did any of them relate to Turner's?

Trooper PEEK. None of them, sir.

Mr. HANNOCH. Did any of them relate to any of these bars you are talking about?

Trooper PEEK. None of them that they have had over the past period of 1 year related to any of the places that I have previously told you about.

Mr. HANNOCH. As I understood from your conversation with me prior to this hearing, this investigation of these twenty-odd cases took place at a period of time prior to this rumpus in the Roundup?

Trooper PEEK. Yes.

Mr. HANNOCH. So you personally have no knowledge as to whether that Round-Up rumpus was ever reported to this Board?

Trooper PEEK. No, sir.

Mr. HANNOCH. You personally have no knowledge?

Trooper PEEK. No; I do not.

Mr. HANNOCH. What did you find is the situation in public parks?

Trooper PEEK. We talked with Lieutenant Afelbeck of the United States Park Police to find out if there was a juvenile problem in the United States public parks here in the District. As he gave it to us verbally, he said it has been no particular problem to them over the period of the past 3 years; that most of their problem is truancy on the part of juveniles and loitering in the public parks.

All the truants that they pick up are immediately turned back to the school. They range in ages from 7 to 10, maybe 11. They sort of classify any number of juvenile delinquents as loiterers. Homosexuals in fact, they lump as a loiterer, out looking for either a homosexual themselves, or they being one, looking for a prospect possibly.

Mr. HANNOCH. What do they do with that class of case?

Trooper PEEK. That class of case is taken down and a departmental hearing is held. You are referring to juveniles?

Mr. HANNOCH. Yes.

Trooper PEEK. This type of case as far as the juvenile is concerned, they are taken back and departmental hearings are held right in the Police Department.

Mr. HANNOCH. The Park Police hold these departmental hearings on these juveniles?

Trooper PEEK. That is right, and the parents are required to be there and in all of the 26 cases they had over the past 3 years, since 1951, we found that they had only referred one to the juvenile court and all the rest had been returned to their parents.

In 1 or 2 specific cases where the juvenile had agreed to be hospitalized, he was sent to the hospital for his disease of homosexuality, but the juvenile has to agree to go to the hospital in a case like this and he agrees to the Police Department that he will do so and they make the arrangement for him to go to the hospital.

Senator HENNINGS. Do I understand you to say that these homosexuals are lumped together, as you put it?

Trooper PEEK. As loiterers. They are arraigned down at the Police Department as loiterers.

Senator HENNINGS. I take it that is absent the issue of warrant, or information, or presentation for purpose of indictment.

Trooper PEEK. That is right. I am sure they had statements from the juvenile individual, himself, that that is what he is.

Senator HENNINGS. It may be a statement of what he is, but as a matter of police procedure, and as a matter of prosecution a charge cannot be made against a juvenile or any other upon the statement that he is or is not either an aggressive or passive homosexual; is not that true?

Trooper PEEK. Yes, sir.

Senator HENNINGS. I am not undertaking to cross-examine you. What I am trying to get at is, aside from the fact that the police board seems to hold its own court to determine what should be done in these cases, is it not true that the Park Police have exclusive jurisdiction in these parks?

Trooper PEEK. That is what I understand, sir, they do.

Senator HENNINGS. Then do I gather that your criticism pertains to their not forwarding these cases to the juvenile authorities?

Trooper PEEK. I don't want to be critical, Senator.

Senator HENNINGS. I am not arguing. I am trying to get at your understanding of what such procedure might be as you have in New Jersey, for example.

Trooper PEEK. My thought was, in a case of this sort, that the juvenile should be sent to a hospital, whether he agrees to go or not, if he has this particular disease. It seems ludicrous to me to believe that a juvenile of the age of 14, 15, or 16, should have the right to say whether or not he shall take treatments. That was my only thought in the matter.

Senator HENNINGS. There are certain evidentiary problems, are there not, relating to that, as to whether one can be forced to undergo hospitalization or confinement of any kind, absent the commitment of the overt act, the specific act?

Trooper PEEK. That is right, sir.

The CHAIRMAN. Are not the parents taken into consideration in these cases?

Trooper PEEK. The parents are there and the juvenile is supposed to agree, and perhaps it is a medical problem, that the doctor has to have their agreement before he can properly treat them.

Mr. HANNOCH. If I am correct in my recollection, there was only one of these cases out of this whole group that ever reached the juvenile court.

Trooper PEEK. One; yes, sir.

Mr. HANNOCH. Now, have you talked with any of the juveniles who have found themselves in difficulty at any of these reception homes, or what not, on the subject of purchasing of liquor in these stores that you have been telling us about?

Trooper PEEK. Yes, sir. I made specific interviews at the Industrial Home School, both the Wisconsin Avenue school and the Blue Plains school, and over at the Wisconsin Avenue school 1 of the 15-year-old boys there told me that he had purchased beer in Guy's Place, that I referred to before on H Street in the Southeast section. He also told me that he had made package purchases up in the Turner's Arena area.

This was a 15-year-old boy who had been sent to the Wisconsin Avenue Industrial Home School as a delinquent. I don't want to venture an opinion as to why he was sent there, but possibly it was because he was able to purchase liquor at these places.

Mr. HANNOCH. In your investigation here of the sale of liquor to juveniles, have you reached any conclusion as to how the facilities of purchase exist here as compared to any other area in which you have investigated?

Trooper PEEK. You mean so far as the different laws are concerned?

Mr. HANNOCH. No. How easy is it to get liquor here as compared to other places?

Trooper PEEK. It apparently is more easily obtained here than at other places, due to their 18-year-old law.

The CHAIRMAN. Would that be due to the fact there are not sufficient enforcement officers?

Trooper PEEK. Very possibly, Senator. I also understand that there are over 1,850 licenses in the District of Columbia.

The CHAIRMAN. I think you said that the ABC down here had eight investigators in the field.

Trooper PEEK. Yes, sir.

The CHAIRMAN. From your police experience, would it be possible to police the sale of intoxicating liquors in the District with eight investigators?

Trooper PEEK. No, sir; it is very impossible.

The CHAIRMAN. Do you know how many investigators we have in the field in New Jersey, for example?

Trooper PEEK. I do not, but I know in some particular cities there are eight from the ABC and they are spotted all over the State, Atlantic City, Woodbury, Camden; they all have their own ABC units. They are composed of at least eight men at each place.

So it would be utterly impossible, and I might say disgusting, for eight men to try to enforce the law at these 1,850 places in the District.

The CHAIRMAN. You are familiar with the enforcement policies and principles in New Jersey, are you not?

Trooper PEEK. Yes, sir.

The CHAIRMAN. From our experience there, would you recommend that the ABC down here be provided with an appropriate number of investigators?

Trooper PEEK. I think the only way they can function properly, Senator, is to give them more personnel. They are not able to function with only eight.

Mr. HANNOCK. Do you recommend the taking away of the investigating power of the police at these dance halls, bars, and taverns and confining it solely to the ABC authorities?

Trooper PEEK. I wouldn't wholly recommend either way, due to the fact that the uniformed man entering these establishments has its effect.

I would recommend that the ABC investigator, being in plain clothes, see these places at different times and be able to gather information that is necessarily hidden from a uniformed man.

The CHAIRMAN. I want to clear one point for the record. You recommend, therefore, that there be joint authority?

Trooper PEEK. Joint; yes, sir.

The CHAIRMAN. With additional investigators?

Trooper PEEK. Yes, sir.

Mr. HANNOCK. This roundup rumpus that you have testified to took place on October 20, at 11:50 p. m.?

Trooper PEEK. October 20, 1953, at 11:50 p. m.

Mr. HANNOCK. And ran over into early morning of October 21?

Trooper PEEK. That is right, about a half an hour, sir.

Mr. HANNOCK. That is all. Thank you.

The CHAIRMAN. Senator Hennings?

Senator HENNINGS. I have no questions.

The CHAIRMAN. Trooper Peek, on behalf of the committee, the Chair wishes to thank you again for your appearance here today and your helpful suggestions.

Trooper PEEK. Thank you, sir.

The CHAIRMAN. Will you carry back from the committee to your commanding officer our sincere thanks?

Trooper PEEK. I will, sir.

The CHAIRMAN. Mr. Fredericksen, will you be sworn?

Do you swear that the evidence you give before this subcommittee will be the truth, the whole truth, and nothing but truth, so help you God?

Trooper FREDERICKSEN. I do.

**TESTIMONY OF WALTER FREDERICKSEN, TROOPER-DETECTIVE,  
MASSACHUSETTS STATE POLICE**

Mr. HANNOCH. You are a member of our staff?

Trooper FREDERICKSEN. Yes, sir.

Mr. HANNOCH. Did you have an investigation made as to whether or not the ABC had listed any violation or held any investigation with respect to a fight that occurred at the Roundup on October 20, of this year?

Trooper FREDERICKSEN. I did.

Mr. HANNOCH. Did you make such an investigation?

Trooper FREDERICKSEN. Yes, sir.

Mr. HANNOCH. What did you find?

Trooper FREDERICKSEN. There was no investigation made.

Mr. HANNOCH. You looked at the records?

Trooper FREDERICKSEN. Yes, I did.

Mr. HANNOCH. You found there was no investigation ever held?

Trooper FREDRICKSEN. That is right.

Mr. HANNOCH. That is all.

The CHAIRMAN. Do you have any more witnesses?

Mr. HANNOCH. No.

The CHAIRMAN. The subcommittee will then stand in adjournment until tomorrow morning at 10 o'clock.

(Thereupon, at 12:15 p. m., the subcommittee was recessed, to reconvene at 10 a. m., Wednesday, December 16, 1953.)

## JUVENILE DELINQUENCY

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WEDNESDAY, DECEMBER 16, 1953

UNITED STATES SENATE,  
SUBCOMMITTEE OF THE COMMITTEE ON THE JUDICIARY,  
TO INVESTIGATE JUVENILE DELINQUENCY,  
*Washington, D. C.*

The subcommittee met at 10 a. m., pursuant to recess, in the Old Supreme Courtroom, the Capitol, Senator Robert C. Hendrickson (chairman of the subcommittee) presiding.

Present: Senators Hendrickson and Hennings.

Also present: Herbert J. Hannoeh, counsel; Herbert Wilson Beaser, assistant counsel, and James Bobo, assistant counsel.

The CHAIRMAN. The subcommittee will be in order. Counsel may proceed with the first witness this morning.

Mr. HANNOCH. Mr. Chairman, before the witnesses are called to the stand, I desire to offer into the record portions of the annual report of the Metropolitan Police Department for the fiscal year 1953, made available for public inspection a day or so ago.

The CHAIRMAN. Without objection, the report will be made a part of the record. Let that be exhibit No. 6.

(The complete annual report referred to was marked "Exhibit No. 6," and is on file with the subcommittee.)

Mr. HANNOCH. I want to call particular attention to these portions of the report which relate to the actions of juveniles during the past year, particularly items such as that indicating that 39 out of 172 arrests for rape and attempted rape were committed by 17 years and under.

The CHAIRMAN. These facts are disclosed in the report?

Mr. HANNOCH. These fact are all disclosed in the report. Over 350 arrests for robbery and attempted robbery out of 1,300 were committed by juveniles, and similarly large percentages of crime in the District for the past year have been committed by juveniles.

This will be presented in the report in detail, but I thought it should be brought into the record at this time.

(Portions of the annual report follow:)

*Arrests by age groups*

Classification of offenses	Total	15 and under	16	17
PART 1 CLASSES				
1. Criminal homicide:				
(a) Murder.....	59	1		1
(b) Manslaughter.....	7			
(c) Negligent homicide <sup>1</sup> .....	17		1	2
2. Rape.....	130	13	9	4
(a) Attempt rape.....	42	2	4	7
3. Robbery.....	1,226	283	58	77
(a) Attempt robbery.....	110	35	8	5
4. Aggravated assault.....	3,300	64	12	33
5. Housebreaking.....	2,883	1,134	188	165
(a) Attempt housebreaking <sup>1</sup> .....	160	70	10	13
6. Larceny, theft:				
(a) \$50 and over.....	919	79	26	15
(b) Under \$50 <sup>1</sup> .....	2,639	751	106	107
7. Auto theft.....	786	256	137	87
Total part 1 classes.....	12,278	2,688	559	516
PART 2 CLASSES				
8. Other assaults.....	3	1		1
(a) Other assaults <sup>1</sup> .....	1,687	105	36	24
9. Forgery and counterfeiting.....	446	2	1	
10. Embezzlement and fraud.....	229		1	1
(a) Embezzlement and fraud <sup>1</sup> .....	373	13		2
11. Stolen property (receiving, etc.).....	53	12	3	2
12. Weapons (carrying and possession) <sup>1</sup> .....	506	20	18	12
13. Prostitution.....	32			
(a) Prostitution <sup>1</sup> .....	632	2	1	5
14. Sex offenses (except 2 and 13).....	127	25	6	3
(a) Sex offenses <sup>1</sup> .....	258	8	3	4
15. Offenses against family <sup>1</sup> .....	49	10	2	1
16. Drug laws.....	1,074		2	
(a) Drug laws <sup>1</sup> .....	25			
17. Liquor laws.....	2			
(a) Liquor laws <sup>1</sup> .....	1,882	6		5
18. Drunkenness <sup>1</sup> .....	38,333	13	16	48
19. Disorderly conduct <sup>1</sup> .....	12,885	58	43	70
20. Vagrancy <sup>1</sup> .....	266			3
21. Gambling.....	407			
(a) Gambling <sup>1</sup> .....	1,071	3	10	6
22. Driving while intoxicated <sup>1</sup> .....	161			
23. Road and driving law violations <sup>1</sup> .....	48,918	52	174	325
24. Parking violations <sup>1</sup> .....	98,459	5	14	28
25. Traffic and motor vehicle laws (except 22, 23, 24) <sup>1</sup> .....	11,401	66	63	131
26. All other offenses.....	163	17	3	3
(a) All other offenses <sup>1</sup> .....	11,469	629	132	136
27. Suspicion.....	6,088	170	44	85
(a) Fugitive from justice.....	468	1	2	
Total part 2 classes.....	237,467	1,218	574	895
Total both classes.....	249,745	3,906	1,133	1,411

<sup>1</sup> Misdemeanors.

Mr. HANNOCH. I call Mr. Bales.

The CHAIRMAN. Mr. Bales, will you raise your right hand? Do you swear that the testimony you are about to give before this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Mr. BALES. I do, sir.

The CHAIRMAN. Thank you, Mr. Bales.

Mr. HANNOCH. Just be seated, Mr. Bales, and make yourself comfortable.

Mr. Bales, you are a member of the Marine Corps?

**TESTIMONY OF HAROLD BALES, WARRANT OFFICER, UNITED STATES MARINE CORPS, ARMED SERVICES POLICE, DISTRICT OF COLUMBIA**

Mr. BALES. That is correct, sir.

Mr. HANNOCH. And for how many years?

Mr. BALES. Approximately 30. Close to 30, sir.

Mr. HANNOCH. And what is your present commission?

Mr. BALES. I am a commissioned warrant officer, sir.

Mr. HANNOCH. How long have you been such?

Mr. BALES. Since 1943, sir.

Mr. HANNOCH. To what branch of the service are you assigned?

Mr. BALES. I am assigned to duty with the Armed Services Police in Washington, D. C., sir.

Mr. HANNOCH. And what prior experience did you have for that sort of work?

Mr. BALES. I was affiliated with police work in the city of Chicago for approximately 8 years.

Mr. HANNOCH. How long have you been assigned to the District?

Mr. BALES. Two years and seven months, sir.

Mr. HANNOCH. And what are your duties here in the District?

Mr. BALES. I am the officer in charge of investigations for the Armed Services Police in Washington, D. C.

Mr. HANNOCH. And in connection with those duties, are you called upon to travel around on the streets, investigating, visiting dance halls, cabarets, saloons, and the like?

Mr. BALES. I am, sir.

Mr. HANNOCH. How frequently do you do that?

Mr. BALES. Continuously, sir.

Mr. HANNOCH. How many men do you have associated with you in this work?

Mr. BALES. Approximately eight.

Mr. HANNOCH. Does your inspection take place at any particular hours of the day or night, or is it more or less continuous?

Mr. BALES. Continuous, sir.

Mr. HANNOCH. And it covers all days of the week?

Mr. BALES. Yes, sir.

Mr. HANNOCH. Now, as a result of your examination and investigation, have you found the juveniles, and by that I mean people who are 17 or 18 years or younger, are being served liquor in various cabarets and saloons in the District?

Mr. BALES. Yes, sir.

Mr. HANNOCH. Have you found instances of young girls soliciting your armed services men?

Mr. BALES. Yes, sir.

Mr. HANNOCH. And do you find these young girls in the company of the armed services men in these saloons and cabarets and night clubs?

Mr. BALES. Yes, sir.

Mr. HANNOCH. Is that quite general throughout the District?

Mr. BALES. Yes, sir.

Mr. HANNOCH. Have you found the situation with respect to drinking and the like, that I have just referred to, applicable also to young men under the age of 17 and 18?

Mr. BALES. Yes, sir.

Mr. HANNOCH. Have you found that these teen-agers are involved in any of the fracasés and fights that you have been called upon or your service has been called upon to interrupt, to make arrests and the like?

Mr. BALES. Yes, sir.

The CHAIRMAN. You refer to arrests by the military?

Mr. HANNOCH. Yes; arrests by the military.

Have you investigated or had any complaints of members of the military service having been defrauded, through solicitation by procurers, giving money, in envelopes and getting them back with paper and phony money?

Mr. BALES. Yes, sir; that is a common occurrence.

Mr. HANNOCH. How frequently does that happen?

Mr. BALES. Two to four or six times a week.

Mr. HANNOCH. And does that apply to the younger members of the service as well as the older?

Mr. BALES. Yes, sir.

Mr. HANNOCH. How young do you have them in the service?

Mr. BALES. Seventeen years, sir.

Mr. HANNOCH. And have these instances come to your attention relating to members of the service who are 17 years of age?

Mr. BALES. Yes, sir.

Mr. HANNOCH. Will you just describe what this practice is, very briefly?

Mr. BALES. Yes, sir. It is commonly referred to, sir, as a Murphy job or a Murphy game, where a solicitor may approach a subject with the proposition of procuring a female for the subject. He will direct him to a location, which may exist or may not exist. He will secure, if possible, a small fee, 5, 6, or 7 dollars, for his solicitation. When the victim arrives at the scene or the location where he is supposed to make contact with the female, the solicitor will proposition the victim and inform him, "Now, while you are above there, you may be rolled. This girl may roll you for your wallet. I will wait here for you. I will hold your wallet and take care of your personal effects while you are above."

There may be such an address existing or there may not be such an address. There may be a respectable family living there, who become angry and perturbed at the annoyance by the victim at the door. The victim returns to find that the man who was holding his wallet and his valuables has disappeared. And he makes complaint about it. However, we feel that there are many of them that we do not receive complaints on or that authorities receive no complaints on, due to the embarrassment.

Mr. HANNOCH. Do these complaints come in as frequently as a half a dozen times a week?

Mr. BALES. Yes, sir.

Mr. HANNOCH. Have you had any particular places that you have designated as being out of bounds in the District?

Mr. BALES. Sir, I am not permitted to designate an establishment to be out of bounds. That is done by a board.

Mr. HANNOCH. No; I didn't mean that you designated it. Are there establishments, cabarets, saloons, and what not, in the District

that have been designated as being out of bounds for the armed services?

Mr. BALES. Yes, sir; some of them.

Mr. HANNOCH. Do you know what ones they are?

Mr. BALES. I don't have the list here, sir. There are several. The Ebony bar on Seventh Street NW., is one that is definitely off limits at the present time. The Cadillac Hotel is off limits at the present time. But there are others that have been or are.

The CHAIRMAN. Mr. Bales, you have a standing list of these places that are out of bounds, do you?

Mr. BALES. We have a list that we maintain at our headquarters, sir.

The CHAIRMAN. I wonder if you could furnish for the record a copy of that list?

Mr. BALES. Sir, I would like to refer that matter to the Disciplinary Control Board, sir.

The CHAIRMAN. Fine. Will you do that for us?

Mr. BALES. Yes, sir.

The CHAIRMAN. Thank you very much.

Mr. HANNOCH. Are there any particular places that you recall that you have been called upon to enter because of fights and general rumpuses and ruckuses that take place?

Mr. BALES. Yes, sir.

Mr. HANNOCH. Can you recall any specific instances?

Mr. BALES. Yes, sir.

Mr. HANNOCH. What are they?

Mr. BALES. Guys in the Roundup on Eighth Street SE.

Mr. HANNOCH. What happened there?

Mr. BALES. Several fights, people being taken out for being intoxicated, and being engaged in affrays, and various reasons, sir.

Mr. HANNOCH. Have you been present at those?

Mr. BALES. Several of them; yes, sir.

Mr. HANNOCH. And have you found juveniles, youngsters, in the place at the time these rumpuses were going on?

Mr. BALES. Well, I couldn't say at that precise time, sir.

Mr. HANNOCH. Where else have you been called to?

Mr. BALES. Turner's Arena NW., off of 14th Street; Lou Miller's Covered Wagon on 14th Street NW. There are various other establishments, widely scattered throughout the area, where we have been called on from time to time.

Mr. HANNOCH. Have you been called upon to quell disturbances out on the streets in which juveniles have become involved in fights?

Mr. BALES. Yes, sir.

Mr. HANNOCH. And is that a common or an uncommon occurrence?

Mr. BALES. It hasn't been common lately. However, within the last year or year and a half, it prevailed to some extent in the southeast area, sir.

Mr. HANNOCK. What, generally, was the nature of the incidents that took place?

Mr. BALES. It would appear that on some occasions young military personnel might be progressing along the street and would come in contact with a juvenile female. The word would be passed. And as a result, the military personnel were attacked by several juvenile or

young male civilians, who engaged in an affray, and the situation was properly taken care of at those times, sir.

Mr. HANNOCH. Have you been stationed at other locations throughout the United States or elsewhere, where you have had similar duties in communities of substantially the same size as Washington?

Mr. BALES. I have, sir.

Mr. HANNOCH. How do the conditions in these other municipalities compare with the conditions that you found here in the District?

Mr. BALES. I would say these conditions are somewhat worse.

The CHAIRMAN. You mean the conditions are worse in the District, Mr. Bales?

Mr. BALES. Yes, sir.

The CHAIRMAN. In your colloquies with counsel, Mr. Bales, you have referred to juveniles. How do you describe a juvenile?

Mr. BALES. I would assume that a male less than 21 years of age would be considered a juvenile, and a female less than 18 years of age would be considered a juvenile. On many occasions, I have observed those whose ages have been questionable in my mind, as to whether or not they were juvenile or of adult age. However, they, being civilians, were not within my jurisdiction to apprehend or question.

The CHAIRMAN. Well, is it difficult to ascertain by appearance the age of the young person, or can you from experience tell approximately how old a person is?

Mr. BALES. On the average, I would say that I could come very close to distinguishing between juvenile and adult. However, there are cases of which I have had experience where I have been in error by finding that the subject was older than what had been expected. But, on the average, I think I have been very close to determining the difference between a juvenile and an adult.

The CHAIRMAN. That is as a result of 30 years' experience in this work? Is that so?

Mr. BALES. Yes, sir.

The CHAIRMAN. And your work since you have been in the Marine Corps has been almost entirely in the nature of police work. Is that right?

Mr. BALES. No, sir.

The CHAIRMAN. Your police work has covered, then, what period?

Mr. BALES. Since 1945, sir, to the present.

The CHAIRMAN. Your previous experience was mostly combat, I take it?

Mr. BALES. That is correct, sir.

The CHAIRMAN. Senator Hennings?

Senator HENNING. No questions, thank you, Mr. Chairman.

The CHAIRMAN. Thank you very much, Mr. Bales.

Mr. BALES. Thank you.

Mr. HANNOCH. Mr. James?

The CHAIRMAN. Mr. James, will you raise your right hand? Do you swear that the evidence you give before this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Mr. JAMES. I do, sir.

Mr. HANNOCH. Mr. James, you are the executive head of an agency here in the District known as the National Detective Bureau?

TESTIMONY OF C. T. "JIMMIE" JAMES, DIRECTOR, NATIONAL  
DETECTIVE AGENCY, WASHINGTON, D. C.

Mr. JAMES. Yes, sir.

Mr. HANNOCH. An agency that works in very close cooperation with the District police?

Mr. JAMES. Yes, sir.

Mr. HANNOCH. And you have very fine assistance from them?

Mr. JAMES. Excellent.

Mr. HANNOCH. Your concern furnishes private detectives and guards and police officers?

Mr. JAMES. Yes, sir.

Mr. HANNOCH. Of what type of agencies?

Mr. JAMES. Our largest clients are the various food chains in the city. In fact, we represent the major food chains in Washington.

Mr. HANNOCH. The large chains in Washington?

Mr. JAMES. Food chains; yes, sir.

Mr. HANNOCH. Do you cover any of the department stores?

Mr. JAMES. Yes, sir.

Mr. HANNOCH. And do you cover any of the taverns?

Mr. JAMES. No, sir.

Mr. HANNOCH. Or cabarets, or anything of that kind?

Mr. JAMES. No, sir.

Mr. HANNOCH. Now, what is the nature of the service which your agency renders to these chains?

Mr. JAMES. We are the security officers for the various food chains, dealing in pilfering and vandalism mostly.

Mr. HANNOCH. What has been your experience, here in the District, with respect to pilfering and vandalism by juveniles?

Mr. JAMES. It has been very heavy, sir.

Mr. HANNOCH. Can you be a bit more specific?

Mr. JAMES. Yes, sir. In the year 1952, in the major food chains, we had 261 apprehensions of juveniles for pilfering. Out of these, 227 were released. By released, I mean parents were called, or they were sent home and warned to stay out of the store, and so forth. Thirty-four of them were turned over to the Metropolitan Police for their actions. In 1953 to date, we have had 414 apprehensions of juveniles. We have released 279. And we have turned over to the Metropolitan Police for their action 135.

Mr. HANNOCH. When you say released, what do you mean by that?

Mr. JAMES. May I elaborate a little bit here?

Mr. HANNOCH. Yes. We want to know what it is you do and with what results.

Mr. JAMES. You will notice from the difference between 1952 and 1953 that we have prosecuted a great deal more, over a hundred more. The reason was that we formerly released these children or juveniles to their parents. The lack of cooperation that we got from the parents was pathetic. For example, we may take a juvenile home to the parents, and the reaction we would get from the parents would be such as this: "Why did you bother us with it? Why didn't you call the Juvenile squad? That is what they get paid for." And, "I haven't time to bother with it," and so forth. And the child was back the next day attempting to do the same thing.

Mr. HANNOCH. What is it that they do?

Mr. JAMES. Well, to elaborate: these children, a lot of them, will hang around in front of these chain stores, food chains, to carry orders. This practice is, of course, frowned upon by the management of the stores, and we try to discourage it as much as possible. But for example, an older boy, up to 17 years of age, will be more or less the ring leader. Then the children from the age of 7 on up will have to pay tribute to him in order to carry the groceries.

Mr. HANNOCH. How do they get paid?

Mr. JAMES. He takes it away from them.

Mr. HANNOCH. How do the children get paid?

Mr. JAMES. Tips from the customers.

Mr. HANNOCH. He takes the tips away from them?

Mr. JAMES. A certain percentage of them. There are certain sections of the city much worse than other sections. In fact, this condition has got so bad in 7 or 8 locations, that we have put the armed uniformed guards on duty on Friday and Saturday. They will take the store door and wire it shut, with the store full of customers, making it necessary for the manager to go out back and cut the wire loose. Or they will break a plate glass window. In one location, we had six plate glass windows broken last year. If the manager chastises these boys by making them get away, and so forth, and they know his car is parked in the neighborhood, it is not unusual for him to come out and find a windshield broken, tires cut, a flat tire, or anything of a revengeful nature.

These children will also come in and pick up small items. The items run anywhere from 10 cents to \$2.50. Some of it they have no use for at all. They will carry it out on the street and just throw it away. Others they will take home with them. What they do with it, we don't know.

Mr. HANNOCH. Do you find them pilfering the packages that are being taken from the store to the customer's car?

Mr. JAMES. Yes, sir. We have had complaints on that, sir.

Mr. HANNOCH. Do they ever indicate to you anything to the effect that because they are juveniles nothing will happen to them?

Mr. JAMES. Yes, sir. Many, many times. In fact, we have sent them to the police department for their action, and juvenile officers are called, and the boy is back in front of the store in 15 or 20 minutes, and he says, "You So and So, you can't do anything to me. I am a juvenile."

Mr. HANNOCH. What happens in these cases where you make the arrests and turn them over to the police? Are you ever called as a witness at any time?

Mr. JAMES. On one occasion last year we were called.

Mr. HANNOCH. And do you know what happens to these boys after you have them arrested?

Mr. JAMES. No, sir.

Mr. HANNOCH. Have you tried to find out?

Mr. JAMES. Yes, sir.

Mr. HANNOCH. With what result?

Mr. JAMES. None, sir.

Mr. HANNOCH. Where do you make inquiries?

Mr. JAMES. At the various precincts where we have sent the boys.

Mr. HANNOCH. Have they told you they didn't know, either?

Mr. JAMES. Yes, sir.

Mr. HANNOCH. Have you ever tried to make inquiry at the juvenile court?

Mr. JAMES. No, sir.

Mr. HANNOCH. How frequently do you have the same boy doing the same thing?

Mr. JAMES. Almost continuously, sir.

Mr. HANNOCH. In other words, the same fellows you are picking up all the time?

Mr. JAMES. Yes, sir.

Mr. HANNOCH. I think you have told me what the average age of these children is, but just repeat it. What would you say their age was?

Mr. JAMES. We consider up to and including 17 years of age as a juvenile. I can give you the breakdown by years if you would like to know it.

Mr. HANNOCH. Yes. Just give it to us for a few years.

Mr. JAMES. Of the 6-year group, we had 2.

Of the 7-year group, we had 9.

Of the 8-year group, we had 8.

Of the 9-year group, we had 15.

Of the 10-year group, we had 28.

Of the 11-year group, we had 30.

Of the 12-year group, we had 35.

Of the 13-year group, we had 38.

Of the 14-year group, we had 41.

Of the 15-year group, we had 23.

Of the 16-year group, we had 18.

Of the 17-year group, we had 13.

Mr. HANNOCH. For what period of time is that?

Mr. JAMES. That is for the year of 1952, sir.

The CHAIRMAN. Who compiled those records for you?

Mr. JAMES. These are compiled from the records of the arrest apprehension, of the children. I have the names of each one of these children in my office. I don't have them with me.

The CHAIRMAN. You keep permanent records on all these cases?

Mr. JAMES. Yes, sir.

Mr. HANNOCH. You have the names and addresses?

Mr. JAMES. Names, addresses, and age groups.

Mr. HANNOCH. Does this data you are giving us cover all your activities in Washington, or just one chain?

Mr. JAMES. All the food chains, sir.

Mr. HANNOCH. These statistics you are giving me now cover the food chains?

Mr. JAMES. And one dairy, sir.

Mr. HANNOCH. That is all.

The CHAIRMAN. Thank you very much, Mr. James.

Counsel, I would like to recall Mr. Bales for 1 or 2 questions.

You can sit down, Mr. Bales. You have been sworn.

Mr. Bales, you contrasted the situation here in the District with that in other cities. You contrasted conditions here in the District with those in other cities. What other cities were you referring to?

TESTIMONY OF HAROLD BALES, WARRANT OFFICER, UNITED STATES MARINE CORPS, ARMED SERVICES POLICE, DISTRICT OF COLUMBIA—Resumed

Mr. BALES. Savannah, Ga.; Charleston, S. C.; and foreign shore places. The foreign shores wouldn't apply here, I assure you, sir. And Wilmington, N. C. Places where I have served in police work, in the military service.

The CHAIRMAN. Any cities in the North?

Mr. BALES. No, sir.

The CHAIRMAN. No cities in the North?

Mr. BALES. No cities in the North.

Senator HENNINGS. Any cities of comparable size, Mr. Bales?

Mr. BALES. Only Chicago, several years ago, as a civilian.

Senator HENNINGS. Chicago is much larger. Do you mean to say the conditions are worse here than the conditions in Chicago as you observed them? When were you in Chicago, I had better ask first.

Mr. BALES. From 1931 to 1940, sir.

Senator HENNINGS. You were there, then, under Mr. Capone and his successors. Chicago is a pretty rough town, is it not?

Mr. BALES. A pretty rough town in those days.

Senator HENNINGS. Did you notice that the conditions were worse here than in Chicago?

Mr. BALES. In my opinion, on the juvenile situation, I would say it is.

Senator HENNINGS. You are speaking of 1931 as against 1953?

Mr. BALES. As against 1953; yes, sir.

Senator HENNINGS. I was fired on in Chicago at one time in the street while riding in a car. When I was a boy in school running in the national championships, the AAU championships, there were 3 of us in a car coming home from the movies about 10 o'clock, and at an intersection these fellows put 5 bullets through the glass at the back of the car, right out by the university. That experience led me to believe that Chicago was a pretty rough town. Maybe I had some reason to believe that.

But you observed the juvenile situation in Chicago particularly?

Mr. BALES. Yes, sir. I had a boy of my own, sir. I was quite interested in it.

Senator HENNINGS. I am not arguing with you or contending with you at all, sir.

Mr. BALES. I understand, sir.

Senator HENNINGS. You have seen a great deal more of it in the District and in Chicago, doubtless, than have I. You would say that conditions here by and large as they affect the services are worse than in most cities, not only that you have had individual experience with, but where you have served?

Mr. BALES. That is correct, sir.

Senator HENNINGS. And heard about?

Mr. BALES. That is my opinion; yes, sir.

Senator HENNINGS. And heard about from others?

Mr. BALES. Yes, sir.

Senator HENNINGS. You were acting in similar capacities elsewhere?

Mr. BALES. That is correct, sir.

The CHAIRMAN. Were you ever with the Sixth Marines?

Mr. BALES. No, sir; I was with the First Marines, an amphibious corps, with a radar battalion.

The CHAIRMAN. They had quite a record in World War I, you know, the Sixth Marines.

Mr. BALES. Yes, sir.

Mr. HANNOCH. Senator, apropos of your automobile experience, I can tell you now that on 3 occasions here in the District I stopped an automobile, a taxicab, for the purpose of taking a ride, and found the doors all locked, and the taxi fellow said he had been held up 4 or 5 times, and he refused to ride around with an open door because he doesn't know when it is going to happen again.

Senator HENNINGS. My experience was back during the time of the late Al Capone.

Mr. HANNOCH. My experience was last week.

The CHAIRMAN. Mrs. Carl. Will you be sworn, please?

Do you swear that the evidence that you will give before this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Mrs. CARL. I do.

Mr. HANNOCH. What has been your previous occupation, previous to coming to the committee, Mrs. Carl?

#### TESTIMONY OF MRS. MARIE CARL, CONSULTANT TO THE SUBCOMMITTEE

Mrs. CARL. Previous to beginning work with the committee, my pertinent experience has included public school instruction in the schools of West Palm Beach, Fla., at the junior high school level, and I have worked with the Detroit Police Department, woman's division.

Mr. HANNOCH. You are also a graduate of Yale Law School, are you not?

Mrs. CARL. I am.

Mr. HANNOCH. And at the present time, you are what is known as a congressional internee, under the sponsorship of the American Political Science Association?

Mrs. CARL. Yes; I am.

Mr. HANNOCH. You were selected after a national survey of students for this kind of work?

Mrs. CARL. Yes.

Mr. HANNOCH. How long have you been with the committee?

Mrs. CARL. I have been with the committee since October 12.

Mr. HANNOCH. Now, at our request, did you make an investigation of the District conditions, the things the juveniles were doing night and day around town?

Mrs. CARL. I did, pursuant to assignment.

Mr. HANNOCH. And did you, as part of your investigation, have occasion to come in contact with a project which the Washington Elks were trying to carry out to help juveniles?

Mrs. CARL. I did.

Mr. HANNOCH. And what was that project?

Mrs. CARL. The project was sponsorship of teen-ager or juvenile dances, really, because they weren't confined to teen-agers, at the Morning Star Elks Lodge Club, at 1536 15th Street.

Mr. HANNOCH. And these dances were held periodically?

Mrs. CARL. They were held on Friday and Saturday nights, at that time, over a period of 3 months.

Mr. HANNOCH. And there is a very nominal charge for children?

Mrs. CARL. A charge of 25 cents per child.

Mr. HANNOCH. And there is music provided?

Mrs. CARL. Music is provided by jukebox.

Mr. HANNOCH. And what time are the children required to go home?

Mrs. CARL. The regulations, as stated by the management, are that the dances shall dismissed at 10:55.

Mr. HANNOCH. Are any adults at these dances at all?

Mr. CARL. There are adults in the building, adults who are not detailed for supervision and not permitted on the dance floor.

Mr. HANNOCH. Who supervises the dance?

Mrs. CARL. The dances are "supervised," and I say that in quotes, by male officers or members of the Morning Star Lodge 40.

Mr. HANNOCH. The lodge themselves provide supervision?

Mrs. CARL. That is true.

Mr. HANNOCH. There are no police officers there?

Mrs. CARL. That is right.

Mr. HANNOCH. And there is no liquor sold on the dance floor?

Mrs. CARL. No liquor sold on the dance floor.

Mr. HANNOCH. Where is the dance floor?

Mrs. CARL. The dance floor is on the third floor.

Mr. HANNOCH. And what is on the first and second floors?

Mrs. CARL. On the first floor there is a clubroom for adult members. On the second floor landing, abutting the second floor landing, is a bar behind open double doors, and the landing has to be passed by juveniles going up to the dance floor.

Mr. HANNOCH. And you have attended those dances, with permission of the representatives of the Elks?

Mrs. CARL. Yes; I have.

Mr. HANNOCH. What happens to the youngsters after they come out of the dance?

Mrs. CARL. When the youngsters come out of the dance, my information, based on true sources, personal observation, reports from community interviews, and reports from management interviews—my observation has included generally boisterous conduct, no criminal activity.

Community reports and police reports have included complaints of teen-age fights, 2 in number, 1 of those fights involving the use of dangerous weapons, to wit; a knife and a broken bottle.

Residents of the community interviewed did complain of damage to property, of being disturbed at late hours, after 11 o'clock, by children leaving the dance.

Senator HENNINGS. May I interrupt to ask Mrs. Carl a question at this time?

Mrs. Carl, I can remember during my days as district attorney of a large city that we had some difficulty with what we called spring-back knives. Do you know what a springback is?

Mrs. CARL. Yes; I do.

Senator HENNINGS. Frog stickers, or call them what you may. But a good many of the youngsters and older people carry them. And, of course, under the law, if the blade is, in some States, at least in mine, in excess of 6 inches, it constitutes a weapon presumably, and if carried concealed, such carrying would constitute a felony in many States.

Now, do you see very much of that? Have you observed very much of that?

Mrs. CARL. I have not observed personally very much of that.

Senator HENNINGS. From hearsay or understanding from reliable sources, have you heard or do you know anything about the carrying of knives of that character, where you press a little button up toward the blade portion of the knife, and the knife springs open and is ready immediately for use to go into action? Do they use those very much any more?

Mrs. CARL. Well, my personal experience in the District has not involved sufficient contact to make a generalization about the District.

Senator HENNINGS. I understand you are being careful, Mrs. Carl. I just wondered. That, at one time, did constitute a very serious problem, the carrying of knives of this character and description, and I wondered whether it still did. It has been some years since I had that kind of experience in observing these things.

Mrs. CARL. I am afraid, Senator, that I can't make a generalization.

Senator HENNINGS. I appreciate your testifying only to what you know. But you don't hear anything about it?

Mrs. CARL. I have heard incidents mentioned, but I have never heard anyone make a generalization about its constituting a problem.

Senator HENNINGS. I see. Thank you.

Mr. HANNOCH. As a result of your investigation, do you find that the neighborhood generally in which these dances are being conducted by the Elks is complaining about it?

Mrs. CARL. Yes, I find that the immediate neighborhood is quite concerned about these dances.

Mr. HANNOCH. In your contact with any of these children, or these boys and girls, did you find, or could you ascertain, whether they had been doing any drinking?

Mrs. CARL. Yes. I contacted several juveniles, one of whom admitted to being 14 years of age, who were visibly under the influence, perceptibly, I should say, because I smelled as well as visually observed. They were under the influence of alcohol.

Mr. HANNOCH. And was that an occasional situation, or was it a common situation, at the times that you were there, on the outside?

Mrs. CARL. On each occasion, visiting the inside, I contacted a juvenile who had been drinking. On the outside, I did not have sufficient close contact, in observing from the outside, to tell.

Mr. HANNOCH. Now, have you also made a tour of the city to find out whether there is a general ability on the part of teen-agers to purchase alcoholic beverages at the various taverns and saloons and nightclubs around the city?

Mrs. CARL. I have, in contacting juveniles, received statements that it is possible, but I have received no designation of a specific establishment. There was one juvenile who stated that alcoholic beverages

could be obtained by juveniles in the immediate area of the Elks Club, but he would not designate a particular establishment.

Mr. HANNOCH. In your visits around to any of these cabarets and nightclubs, did you personally see any occasions on which juveniles were being served liquor?

Mrs. CARL. I haven't witnessed that.

Mr. HANNOCH. Or didn't you make that tour for us?

Mrs. CARL. I didn't.

Mr. HANNOCH. You didn't do that job.

In your checkup of the license situation, what comment have you to make as to the nature of the license, if any, that is required for clubs of this kind to operate dances of the kind that you visited?

Mrs. CARL. There is no license required that I have discovered as a result of my check for the operation of teen-age dances by a private club or by individuals. The limitations, as I understand, from police and licensing authorities, come only when a hall is rented, and the person who operates this dancehall has a dancehall license. Now, I have contacted persons working for public agencies who have facilities which are made available to teen-agers for dances. These agencies, particularly the Recreation Department, have a system of registration, by which juvenile organizations or groups of juveniles have to register and give information and submit to supervision, to conduct dances there.

In the case of the Elks club, however, it has an occupancy license, which has nothing to do with teen-age activity. It has had this occupancy license since 1931. It also has an alcoholic beverages control license. The license is a class C license and permits sale of all alcoholic beverages.

This also has nothing to do with teen-age dances.

The CHAIRMAN. You say "sale of all alcoholic beverages." You mean sale for consumption on the premises?

Mrs. CARL. I am sorry. Sale for consumption on the premises of all alcoholic beverages. The part of the building so licensed, as designated in the files, is the basement, the first floor, on which the club-rooms are, and the second floor, where the bar is.

However, toilet facilities used by some of the teen-agers are on the second floor. And aside from having to pass the bar to go up to the third floor, they have to come down—the fellows particularly; I didn't ascertain the location of the girls' room—they have to come down on the second floor for the men's restroom.

The restrictions placed upon this private club by virtue of its alcoholic beverages license include, of course, no sale of alcoholic beverages to persons under 18, and no sale of hard liquors to persons over 18.

The regulation that no one over 18 shall go upstairs to the third floor dancehall, I assume to be to make it easier to enforce this regulation.

Now, the Alcoholic Beverages Control Board scrutinizes the character of the persons listed as organizational officers when an organization seeks a license; its chief requirement being that one of the officers or the applicant shall not have been convicted of a felony within the past 10 years.

Now, as it relates to supervising juvenile dances, with only these restrictions in force, in this club in question, you may have a man with a criminal record or a record of arrests that may include felonies up to

the last 10 years, convictions for felonies up to the last 10 years, and even arrests on charges of felonies since the last 10-year period. These men have no particular training in supervision of juveniles. The majority of the juveniles in attendance are girls. The number of juveniles in attendance was estimated by the management to be 300, with a peak attendance of 310. So you have 300 juveniles spending at least 6 hours a week under the supervision of men, no female chaperons at all, and the function of the men, as I observed it, seemed to have been purely the bouncer's function. It was defined by the management as "seeing to it that the kids do not become unruly."

Dancing, as I observed, was rather suggestive. There was no guidance at all. There was just the presence of the bouncer to see that there were no fights and no disorder. The girls were engaged in the fights that we mentioned earlier in the testimony, and neighbors who were interviewed stated that there was more disorder coming from the girls than from the fellows involved. Yet there is no female member of the organization detailed to supervise, chaperon, or what have you, the girls. That is a much larger number of juveniles under the supervision of this organization than any private or public agency in the area has for such a sustained period.

Mr. HANNOCH. You are suggesting that there ought to be something done with respect to licensing private clubs who are going to have quasi-public dances of this kind, to see that there is some proper supervision at those dances?

Mrs. CARL. Yes, sir. I am suggesting that there are municipalities which regulate teen-age dances operated commercially. And as far as quasi-public is concerned, the dances are open to the entire public, although the club is supposedly open only to members.

The CHAIRMAN. The Chair has no questions.

I do want to express on behalf of the committee our thanks and gratitude for your appearance here today, Mrs. Carl.

Mr. HANNOCH. Mr. Payne?

The CHAIRMAN. Before counsel proceeds with the next witness, I want to get the record straight. I am advised by a member of the staff that there is some discrepancy in testimony here. I want to call Warrant Officer Bales again.

You can sit down, Mr. Bales.

Mr. Bales, it is the Chair's understanding that you described a juvenile, in the case of a male, as a person under 21. Is that correct?

#### TESTIMONY OF HAROLD BALES, WARRANT OFFICER, UNITED STATES MARINE CORPS, ARMED SERVICES POLICE, DISTRICT OF COLUMBIA—Resumed

Mr. BALES. Yes, sir.

The CHAIRMAN. And in the case of a female, a girl under 17?

Mr. BALES. Eighteen, sir.

The CHAIRMAN. All right. That is all.

Mr. HANNOCH. During this interview, have you been able to obtain permission to release the names of the places that are out of bounds?

Mr. BALES. Yes, sir. My commanding officer has those in his custody at this time, sir.

Mr. HANNOCH. Your commanding officer has that list.

Commander Saunders, suppose you offer it to Mr. Bales.

Will you just tell us what places in the District are out of bounds at the present time?

Mr. BALES. Would you like for me to read this verbatim, sir?

Mr. HANNOCH. Is it a long list?

Mr. BALES. No, sir. There are 11 listed, sir.

The CHAIRMAN. I think they had better be read into the record.

Mr. BALES. Shall I proceed, sir?

Mr. HANNOCH. Yes.

Mr. BALES. The following is a list of establishments placed off limits to military personnel or to all members of the Armed Forces effective this date. This is dated November 2, 1953.

- (1) Gloria's Restaurant, Richmond Highway, Fairfax County, Va.
- (2) The M & G restaurant, Richmond Highway, Fairfax, Va.

Another paragraph has a consolidated list of off-limits establishments. This is also in the immediate area.

- (1) The Cadillac Hotel, 1500 Vermont Avenue NW.
- (2) Ebony bar and grill, Seventh and S Streets NW., Washington.
- (3) Gloria's Restaurant—

Which I have just previously mentioned.

- (4) The Ken-Rod Hotel, 620 Rhode Island Avenue NW., Washington, D. C.
- (5) The Lafayette House, 1605 Seventh Street NW., Washington, D. C.
- (6) M and G Restaurant—

Previously referred to.

- (7) The Quantico Returned Veterans Association, Inc., 409 Broadway, Quantico, Va.
- (8) The Queens Restaurant, 1100 Queens Street, Alexandria, Va.
- (9) Show Folks, a club, located at 1132 18th Street NW., Washington, D. C.
- (10) Topside Club, 1337 14th Street NW., Washington, D. C.
- (11) Trailer Park and Housing Area, 4648 Richmond Highway, Alexandria, Va.

That is the list, sir.

The CHAIRMAN. Thank you very much, Mr. Bales.

Mr. HANNOCH. Was Guy's place ever off limits?

Mr. BALES. It has been; yes, sir.

The CHAIRMAN. I wonder, Mr. Bales, if you would state for the record on what basis these places are made off limits?

Mr. BALES. They can be placed off by a board, sir, for reasons of sanitary conditions. Also, some of them are reputed places of venereal-disease contacts. They are establishments where contacts have been made and where military personnel have contracted venereal diseases from the people involved in making the contacts at these establishments.

Senator HENNINGS. That brings me to another point that might have some bearing on this matter, and I believe it does, Mr. Bales. I recall, during my naval service—a portion of it, being stationed on one of the islands down in the Caribbean area—one of my duties as executive officer of this island was to look after the venereal control and confining the activity, the men off the ships engaged in with the native population. In connection with the public health service and Navy and Army Medical Services, we undertook to set up a restricted area in which the prostitutes down on the waterfront were permitted to operate, and under the direction of Public Health and the Army and Navy Medical Services, we set up prophylactic stations, brought the proprietors of the saloons and so on in and saw to it that they washed their glasses with chlorox, and took other precautions, the theory being to get the men back on the ships safe. We

tried to keep the native population out at such times as our sailors were in these places. We were frustrated by Mr. Charles Taft at that time, who said he was operating under a directive that the policy was not restrictions, in these matters, particularly with respect to prostitution, but that the national policy of the War Manpower Commission, as I believe it was called at that time, was repression.

Now, what is the policy today, as regards off limits? Before Mr. Taft visited us, we had the venereal rate down 25 percent. That is no reflection on Mr. Taft. He was operating under the May Act. That is still in effect, is it not?

Mr. BALES. Yes, sir.

Senator HENNINGS. And they came down and they made us stop undertaking to control this business by restriction. The rate then immediately went up. The prostitutes dispersed all over the island. And, of course, we took a high moral position, as regards this practice, but we did not have a very happy medical result.

Now, what is the policy today that you undertake to enforce with respect to off-limits places?

Mr. BALES. Sir, to my knowledge, there are no areas specified as being off limits; I mean as far as any section of the area with which we are responsible. These establishments I have just named are the only establishments, and we define that particular establishment as being off limits to all members of the Armed Forces.

Senator HENNINGS. But you do have certain establishments in certain areas?

Mr. BALES. Provided only that those establishments have been points of contact, or their sanitary conditions do not meet with the military standards.

If, in the case of an establishment, for example, the method in which they wash their dishes, their glasses, or the sanitation of the establishment in general, is dirty and filthy and does not come up to the proper standards of the medical and health standards of the military, the investigation and the report are submitted to a board, the Disciplinary Control Board, and that board then decides on whether or not the action is taken to place it off limits. That is the procedure that is followed. If continuous reports are made of incidents occurring in any one establishment, those are also submitted. I mean, everything is computed and submitted in due form to the Board, and then it is strictly the action of the Board, sir.

Mr. HANNOCH. Thank you.

The CHAIRMAN. Thank you very much, Mr. Bales.

Mr. HANNOCH. Mr. Payne?

The CHAIRMAN. Mr. Payne, do you swear that the evidence you are about to give before this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Mr. PAYNE. I do.

Mr. HANNOCH. Mr. Payne, you are Chairman of the ABC Board of the District, are you not?

**TESTIMONY OF ALAN PAYNE, ALCOHOLIC BEVERAGE CONTROL BOARD, DISTRICT OF COLUMBIA**

Mr. PAYNE. Yes, sir.

Mr. HANNOCH. We would like very much to have you tell us for the record, at least, what is the law in the District with respect to the serving of alcoholic beverages.

Mr. PAYNE. Specifically to minors?

Mr. HANNOCH. Minors and generally. Not necessarily specifically to minors, but we do want to know about the minors in particular.

Mr. PAYNE. I think I could most briefly answer that question, Mr. Hannoeh, by quoting to you section 20 of the statute, the ABC Act for the District of Columbia, and passed in January 1934 and approved by the President on January 24.

Senator HENNINGS. Does the record show when Mr. Payne assumed this office?

Mr. PAYNE. August 3, 1944.

Senator HENNINGS. Thank you, sir.

Mr. PAYNE. The minimum limits of sale of beer and light wines—light wines being those of 14 percent or under by alcoholic content—is 18 years. The minimum age of sale of other spirits is 21 years.

The CHAIRMAN. Mr. Payne, do you know how it happened that they made that distinction when they passed the law? Are you familiar with the background?

Mr. PAYNE. No, sir; I am not. But I would say that that is the general situation throughout the country, with the exception of three States, where sales of spirituous beverages may be made to persons of the age of 18.

Mr. HANNOCH. From 18 up they may sell beer and light wines?

Mr. PAYNE. Yes, sir.

Mr. HANNOCH. From 18 under they may sell nothing of an alcoholic content?

Mr. PAYNE. Nothing.

Senator HENNINGS. Do I understand Mr. Payne to say that the rule or regulation or law, however be it, in all save three States, is in uniformity with the law in the District?

Mr. PAYNE. Yes, sir; in which respect I would refer this committee to a publication dated 1952, entitled "Sales of Alcoholic Beverages to Minors," the same being an official study by the Joint Committee of the States To Study Alcoholic Beverage Laws.

If I remember the make-up of that committee, there were members of the two different types of beverage controls; that is, the State monopoly association minors or the open or licensed State minors, with several advisory members from several different aspects of the industry.

Senator HENNINGS. In other words, Mr. Payne, in all States except the three, as you have suggested, minors may be sold beer but not spirits?

Mr. PAYNE. Yes, sir.

Senator HENNINGS. And what are those three States? Do you happen to remember?

Mr. PAYNE. Louisiana, Mississippi, and New York.

I get that from the publication I just quoted.

The CHAIRMAN. I would suggest that the publication be received and made a part of our files.

Mr. HANNOCH. We will have one put in the files. We won't take your copy.

Mr. PAYNE. It is an excellent study, Mr. Chairman.

Senator HENNINGS. I take it it will be put in as an exhibit and not necessarily part of the record.<sup>1</sup>

<sup>1</sup> Sales of Alcoholic Beverages to Minors, published 1952 by the Joint Committee of the States.

THE CHAIRMAN. Yes. Let that be exhibit No. 7.

(The document referred to was marked "Exhibit No. 7," and is on file with the subcommittee.)

MR. PAYNE. If I might, I would like to draw specific attention to the first conclusion of this committee in this report on page 26. It is brief:

Every person licensed to sell alcoholic beverages should be held strictly responsible for the sale, delivery, or gift of an alcoholic beverage to a minor on his licensed premises.

MR. HANNOCH. Can anybody consume liquor at any place except a licensed establishment?

MR. PAYNE. Only in such establishments as are duly licensed by the ABC Board.

MR. HANNOCH. In those places, duly licensed as you referred to, liquor may be sold and consumed on the premises.

MR. PAYNE. Not in all types of licenses.

MR. HANNOCH. Suppose you tell us what the licenses are and what they can do.

MR. PAYNE. We have the retailers A license, which is the so-called package store, sale of all types of beverages for consumption not on the premises.

The retailers B license, which is the sale not for consumption on the premises of the beer and light wines only.

The retailers C license, which is for on sale consumption of all types of beverages, and the retailers D license, which is for the consumption on sale only of beers and light wines.

Consequent to the omnibus crime bill of this year, a new type of license was erected, which is a license to permit a premises, wherein food, entertainment, or nonalcoholic beverages are sold for consumption, to permit persons to bring in their own beverages and consume them there. That is what we call the L license.

MR. HANNOCH. It would, therefore, be illegal for a person to have a bottle of whisky and drink it at a dance hall?

MR. PAYNE. Yes, sir.

MR. HANNOCH. What is your practice with respect to taking action on applications for licenses?

Before I ask you to answer that, will you tell us the extent of your staff?

MR. PAYNE. We have a total of 21 authorized positions, the members of the Board and everyone, the total, of which 20 at the present time are filled.

THE CHAIRMAN. How many members of the Board are there?

MR. PAYNE. There are 3 members of the Board, 8 persons employed in the inside office, including a messenger.

And at the present time nine inspectors.

MR. HANNOCH. How many licenses are issued in the District, of all kinds?

MR. PAYNE. 2,195 as of December 1 had been issued during the year.

MR. HANNOCH. Could you tell us how many of those are establishments where liquor may be consumed on the premises? Do you have it there handy?

MR. PAYNE. 792.

MR. HANNOCH. How many package stores?

MR. PAYNE. There are 367 licensed package stores and one that is still open for operation under court litigation, which has not been completed as yet.

Mr. HANNOCH. Will you tell us what your practice is when someone applies for a license to operate a tavern where liquor will be consumed on the premises?

Mr. PAYNE. We have a rather complete application form in which many questions are asked, under oath; that is, it must be notarized by a notary public. As soon as the application is made, a placard is posted over the premises to give notice to the public so that if they wish to protest, they may. The application and all the information given by the applicant, whether they be individuals, officers of corporations, are sent to the inspectors who call in and interview those individuals and ask another long string of questions, going deeply into the finances, their criminal record, or police record, if any, their previous work careers, residence, and the like.

At the same time the application goes to the Metropolitan Police Department, headquarters sending it to the precinct in which is located the place for which the license is desired, for another examination by the license officer of that precinct.

If when these reports all reach the Board there is any question, the individuals are called before the Board for a very thorough examination as to those points.

Mr. HANNOCH. If the precinct captain vetoes the application, is that the end of it?

Mr. PAYNE. Not necessarily, but the Board depends very strongly upon the precinct captains. I would say in the majority of cases it has denied licenses where there is an adverse recommendation by the captain, because the presence of that licensed place in his precinct is one of his problems.

Mr. HANNOCH. How many of these applications do you have a year?

Mr. PAYNE. I don't believe that I have a figure here.

Mr. HANNOCH. I do not want the exact amount, but approximately. Do you have a large amount of them?

Mr. PAYNE. Approximately 1,850, which does not include the solicitor's license. That is to the individual who solicits sales from the licensees.

Mr. HANNOCH. That is a year?

Mr. PAYNE. Yes, sir.

In addition, however, to those figures, we have a certain number of transfers of ownership during the year which would add to that number.

Mr. HANNOCH. So you have 9 men who have to investigate something like 2,500 applications during the course of the year, or between 2,000 and 2,500 applications?

Mr. PAYNE. And that many premises; yes, sir. And I might say that we have practically fewer than that, our chief inspector informed me this morning that because of vacancy, because of illness, absence on leave, and men who are assigned to special duties, special investigations, men who because of our small staff, are required to stay inside the office, he has had an average of five during the past year available for duty on the streets.

Mr. HANNOCH. So that not only on applications, but in the supervision of the places themselves, you have an average of 5 people supervising the granting of licenses and the operation of some 2,000 establishments in the District?

Mr. PAYNE. Yes, sir.

Mr. HANNOCH. Now, what do you do with respect to supervising these establishments, restaurants, dancehalls, cabarets, and whatnot? What are these five men supposed to do?

Mr. PAYNE. Primarily their job is investigating the personalities and inspecting the premises to see that taxes are paid on beverages they have and sell, that they observe the hours during which sale and consumption may legally be carried on, the physical aspects of the place, the safety measures in the place as bearing upon the propriety of the place itself, the sanitation to some extent.

As to restaurants and taverns, they investigate the kitchen, dining room equipment, and facilities and the actual food they are buying and selling as meals; presence of all necessary and required licenses and permits; whether there are any juveniles working in the places, juveniles who may not under the law sell or serve alcoholic beverages. These are among a multiplicity of duties.

Mr. HANNOCH. You are telling us what they are supposed to do?

Mr. PAYNE. Yes, sir.

Mr. HANNOCH. You don't suggest with five men they can do all this in the District of Columbia, do you?

Mr. PAYNE. No, sir.

Mr. HANNOCH. In other words, this long story of what their duties are is simply what are their duties. Their duties have nothing to do with what they really do?

Mr. PAYNE. In the whole picture; yes, sir.

Mr. HANNOCH. Who is charged with the responsibility of discovering violations of the liquor laws and prosecution of those violations? Who polices the law?

Mr. PAYNE. The theory throughout the country as in the District, is that that is a police burden.

Mr. HANNOCH. That is again chargeable to the captain of the precinct?

Mr. PAYNE. To all police; yes, sir.

Mr. HANNOCH. What are they supposed to do when they find an infraction of the law as far as your body is concerned?

Mr. PAYNE. There was, during the regime of the late Superintendent Callahan, a general order sent out to all police that all incidents observed in a licensed establishment be reported to the Superintendent of Police for transmission to our Board.

Mr. HANNOCH. Does that exist at the present time?

Mr. PAYNE. To my knowledge, I think it does. I believe it was repeated by Chief Murray when he assumed that office.

Senator HENNINGS. I understood you to say that it was the practice throughout the country to vest the entire responsibility for the enforcement of the excise or liquor laws in the police.

Mr. PAYNE. That is my understanding; yes, sir; not only in the municipal police and county police, but the State police.

Senator HENNINGS. I happen to come from a city larger than the District of Columbia. Of course, our police to some extent supervise them—we call them saloons out there, they call them taverns elsewhere—at any rate, whatever they may be—the police do have, as you have suggested, responsibility and the precinct captains have the job of seeing the places are not open after hours.

As here, they don't allow windows to be painted or have the view obscured from the sidewalk.

MR. PAYNE. We try to curb that, but there is no law or regulation covering that.

SENATOR HENNINGS. You have no regulation that will enable a police officer or a liquor-control enforcement officer to, from the sidewalk, observe what is going on in the place?

MR. PAYNE. There is nothing on the books in that respect. We can only try to do it by persuasion.

THE CHAIRMAN. Should there not be a law to that effect?

MR. PAYNE. I have thought so for many years; yes, sir; but because there are establishments that are on a second or third floor it has been practically impossible to write a regulation that would cover those things we would like to cover.

SENATOR HENNINGS. I happen to know that in my State we have what we call an excise commissioner. That commissioner sits and hears complaints relating to the closing of places, the giving of licenses, and enforcement of regulations generally, and he has a staff from the alcoholic-beverage control board, the State board, which coordinates with the police as well as operates individually of the police.

Now, there must be some other such places as my own city and State which have that same regulatory set of procedures, that is, the police and the enforcement officers working in conjunction, one supplementing the other.

THE CHAIRMAN. The Chair would like to state for the record and for the information of the Senator from Missouri, that in the State of New Jersey we have a similar system in that the ABC branch is charged, primarily charged, with policing its own operation.

The police, of course, have concurrent jurisdiction, but our inspectors in the ABC are primarily responsible for policing the law.

MR. PAYNE. I believe that in all the States, Mr. Chairman the ABC Boards, or commissions, as they may be, do have their own investigational staff, but it is the theory of the administrators that the proper placing of the responsibility for policing is upon the uniformed police.

I know of only one State where there is not that dual setup. We had a visitor from the State Police of West Virginia quite recently, who stated that all of the inspectors of that State had been dismissed and the entire burden had been put upon the State police force.

MR. HANNOCH. Now, to get back to these complaints, the complaint does come in to the police?

MR. PAYNE. Yes, sir.

MR. HANNOCH. And in theory every complaint that has anything to do with liquor violation should come to your department?

MR. PAYNE. In theory; yes.

MR. HANNOCH. Does it?

MR. PAYNE. I have reason to believe not. Before about 2 years ago when there was a change of wave length on the local police station, I used to listen particularly on Friday and Saturday nights to the police calls, and I would personally make note of many that I heard and would await reports of that fracas or that arrest or that raid, whatever it was, and none would come in.

MR. HANNOCH. You only get reported to you a very minute portion of the complaints that the police have of violations, do you not?

MR. PAYNE. I couldn't say. We have an average of about 70 to 80 police reports alleging violations per year.

Mr. HANNOCH. Per year?

Mr. PAYNE. Yes.

Mr. HANNOCH. Seventy or eighty per year for two thousand-odd establishments in the District?

Mr. PAYNE. Yes, sir.

Mr. HANNOCH. Do you think that is all the violations?

Mr. PAYNE. No—wait a minute, 70 to 80 per month over a year.

Mr. HANNOCH. That is about a thousand a year?

Mr. PAYNE. Yes.

Senator HENNINGS. Do you not believe, Mr. Payne, as I have suggested, and I know it to be true, and I know you do in some of the larger cities of the country, and elsewhere, that a regulation requiring that the view from the sidewalk to the interior of an establishment be not obscured would be helpful, irrespective of the fact there are some places on the second and third floor? Those places are often the most difficult to police, are they not?

Mr. PAYNE. Yes, sir.

Senator HENNINGS. That is where you get a great deal of the trouble: they are sort of hideouts. What about the so-called bottle clubs that I read about in the newspaper here?

Mr. PAYNE. I hope they are a thing of the past.

Senator HENNINGS. I have seen a lot in the papers about them. They are after-hours establishments?

Mr. PAYNE. To which one, upon paying a dollar or a dollar and a half at the door, was admitted. Supposedly, he was bringing his own bottle in. He was given entertainment. Food was available and also some setups.

Senator HENNINGS. That is like the old British system where they had the so-called supper clubs in London that were operated after hours where people on payment of a fee could go in to drink after the pubs were closed.

Mr. PAYNE. Yes, sir.

Senator HENNINGS. Is that still allowed here in the District?

Mr. PAYNE. That is now illegal under the last act, unless there is this new type of consumption license.

Mr. HANNOCH. The Senator asked you whether these places were in existence and you answered they are illegal. Will you answer the question: Are they in existence?

Mr. PAYNE. I do not know. I can only quote the captain of—I think it was No. 2—it may have been No. 3 precinct—to whom I put the question last month, and he said, "They have all closed up in my precinct."

Senator HENNINGS. Under the law they are illegal. Is that established, Mr. Payne?

Mr. PAYNE. Unless it is a bona fide club for charitable and non-profitable purposes to which this new type of consumption license has been issued.

Senator HENNINGS. You mean a club like the Press Club?

Mr. PAYNE. The Press Club has a selling license. We have the Arts Club, Alibi Club, Sphinx Club, who now have these licenses to permit members to bring in their bottles and to drink there.

Mr. HANNOCH. The Alibi?

Mr. PAYNE. Yes, sir.

Senator HENNINGS. But the bona fide establishments, such as the established clubs of the character to which I referred, can sell at any hour, can they not?

Mr. PAYNE. No, sir; they are restricted to the same hours that the restaurants and taverns are restricted.

Senator HENNINGS. You mean that would apply to clubs like Sulgrave and others in town?

Mr. PAYNE. Yes, sir.

Senator HENNINGS. They cannot serve after what hour?

Mr. PAYNE. Midnight Saturday, and 2 a. m. weekday mornings, nor until after midnight Sunday.

Senator HENNINGS. Now, to get back to our bottle clubs for a moment, and then we will leave that. I do not mean to take too much time in pursuing this point.

There has been so much in the press about it. Do you understand they are actually now a thing of the past in the District, Mr. Payne?

Mr. PAYNE. I would have no exact knowledge because not being licensed they would not be under our jurisdiction and we would not be likely to get any reports. I could not say that there are none still operating.

Senator HENNINGS. They are not under your jurisdiction?

Mr. PAYNE. No, sir. We have jurisdiction only over licensed establishments.

Senator HENNINGS. And these are under what jurisdiction, or under the jurisdiction of whom?

Mr. PAYNE. Nobody.

Senator HENNINGS. Nobody whatever?

Mr. PAYNE. Nobody. That was the reason for this new provision in the omnibus bill passed this year. We had no supervision, the police department could not go in except by sufferance, the Health Department could not go in, the Commissioners could not go in. No agency of the District of Columbia could legally go in.

Senator HENNINGS. The police had to have a search warrant?

Mr. PAYNE. Yes, sir.

Senator HENNINGS. That constituted a real problem.

Mr. PAYNE. It was indeed.

Senator HENNINGS. And still is?

Mr. PAYNE. I do not know, sir. I think the Metropolitan Police Department would be in a better position to answer those questions.

Senator HENNINGS. I was undertaking to ask you as an expert, accepting your qualifications as such.

Mr. PAYNE. Within our limitations.

Senator HENNINGS. It does constitute a problem as you see it, and with your general familiarity with the entire field of enforcement?

Mr. PAYNE. It has been a very serious problem; yes, sir, because there was no restriction on the hours during which they permitted consumption and in which apparently the courts believed by their actions that they took that these unlicensed people were actually selling liquor. There was no restriction upon the persons who would operate them as to their criminal records and the like. There was no restriction upon the persons who were allowed to come in.

Minors of very tender ages have been reported to me very frequently as being there.

I am quite sure that the larger of these clubs are all out of existence now.

The CHAIRMAN. Mr. Payne, what facilities have you for testing the qualities of the liquors that are sold at the bar?

Mr. PAYNE. Whenever any question arises as to the alcoholic nature or content of any drinks or bottles that have been taken in confiscation by the Board, inspectors or police, we send them to the laboratory of the Alcohol and Tobacco Tax Division of the Bureau of Internal Revenue for analysis.

The CHAIRMAN. Do you have inspectors going out and making tests in the saloons and bars of the city?

Mr. PAYNE. No, sir; we are not equipped to do that.

The CHAIRMAN. So as you are constituted now, you cannot even police that phase of the industry, can you?

Mr. PAYNE. No, sir.

The CHAIRMAN. Though it would be highly advisable that you have an inspection system here that really was an inspection system?

Mr. PAYNE. Yes, sir.

The CHAIRMAN. Now, there is one more point. I have been concerned since I have been in the District with respect to children drinking, about the system that goes on here of ordering liquor by phone. What is to prevent under the present law a child going into the house where the parents are away, with other children, and calling a liquor store, a delivery store, a package store, and ordering the liquor and receiving it on delivery, even though a minor, and then proceeding to consume the liquor on the premises?

Is there any way you can regulate that type of situation?

Mr. PAYNE. No, sir. I am convinced that the delivery on telephone orders is illegal under our act as it is so written. We have had in my memory in the last 2 years 2 cases where we had to cite or did cite, suspended licenses, 1 a young woman who had telephoned for gin and it was delivered to her. She turned out to be a minor.

In the other case I think there were 2 boys 10 years old found drinking beer that they had gotten on a telephone order.

The CHAIRMAN. Exactly the situation to which I refer.

Mr. PAYNE. Yes, sir.

The CHAIRMAN. Now, could you cite for the committee the section of the law which makes that sort of procedure illegal?

Mr. PAYNE. Section 11 (e) of the statute which defines a retailer's license, class A, in which it says:

Such a license shall authorize the holder thereof to sell beverages from—

I underline the word "from"—

from the place therein described.

Now, it is my interpretation that that word "from" means he may sell it only to a person who comes in the door of that place and carries it out.

The CHAIRMAN. The Chair would like to suggest to you, Mr. Payne, that that is subject to two constructions, clearly.

Mr. PAYNE. It has been; that is true.

The CHAIRMAN. I think here is a place where we can recommend to the District Committee that they might tighten the law.

Mr. PAYNE. I would personally welcome it.

The CHAIRMAN. I am sure you would.

Mr. HANNOCH. There is no doubt in your mind that a very large percentage of the liquor that is sold from package stores is sold over the telephone and delivered to the homes and charged.

Mr. PAYNE. And charged, you mean?

Mr. HANNOCH. I mean being sold and delivered to the home?

Mr. PAYNE. By telephonic request, yes, a great amount. Some retail stores will have direct phone lines in an apartment building.

Mr. HANNOCH. Children can buy it by just calling up?

Mr. PAYNE. Yes, sir.

The CHAIRMAN. My point, Mr. Payne, is that this opens the door to a great deal of abuse which can do a great deal of harm to our juvenile population.

Mr. PAYNE. I would agree with that, Senator.

Mr. HANNOCH. Let us get back to these complaints you have, 80 or so a month. How many complaints do your own investigators dig up?

Mr. PAYNE. That varies according to the number of men available, the hours that they are on the streets, whether it is day or night.

Mr. HANNOCH. What do they average?

Mr. PAYNE. Our men are on duty from 8:15 in the morning until 4:45 in the afternoon, with the exception as we are able to we take them off daywork and put them on at night.

Mr. HANNOCH. I mean in numbers. Do you have any statistics to show how many complaints or investigations, complaints resulting from investigations made by your own staff?

Mr. PAYNE. I do not have that figure because we ordinarily pass on complaints to the precincts, to the police department.

Mr. HANNOCH. In other words, even if your men were to get a complaint, or were to have an investigation and see something that they thought was out of line, they in turn would transmit that the Police Department to check up?

Mr. PAYNE. No. I am referring to complaints they receive by telephone or letter. We have very frequent complaints made by our inspectors on violations of the technicalities of the act.

Mr. HANNOCH. I am talking about violations of the sale of liquor to juveniles, for example.

Mr. PAYNE. I would say that all we have had have originated from the Police Department, the men on the streets, and the precincts and the morals division.

Mr. HANNOCH. They do not come as a result of your inadequate staff being able to go out?

Mr. PAYNE. No, sir; because we can't be in there.

Mr. HANNOCH. After they get a complaint, it goes to the Police Department; then what happens to it?

Mr. PAYNE. You mean a complaint that our men receive?

Mr. HANNOCH. Yes; your complaint or the police have a complaint. You get a complaint and you send it to the Police Department for investigation.

Mr. PAYNE. With the request that they observe and investigate this place.

I might say that in so many cases when we refer these complaints we do get a report back in the end that violations have been observed. The arresting or investigating officer will report to the captain of the

precinct, who forwards it to Metropolitan Police headquarters, who, through their liaison officer, sends it to us for whatever action the Board may deem prudent.

If it appears to the Board upon cursory examination of that report that there seems to have been a violation, the Board then refers all the papers to the corporation counsel of the District of Columbia, who then writes a letter of citation for the Board, for my signature or that of a member of the Board, setting the time and place when the charges will be heard and summoning such witnesses as the corporation counsel requires.

Mr. HANNOCH. If down in the precinct there is a stop on this complaint, somebody says there is nothing to it, this complaint you send down, that is the end of the complaint, is it not?

Mr. PAYNE. Yes, sir.

Mr. HANNOCH. Do you ever overrule the police in their investigation?

Mr. PAYNE. In what respect?

Mr. HANNOCH. You send them a complaint and they say there is nothing to it. Do your fellows ever go down and check the police?

Mr. PAYNE. They have; yes, sir.

Mr. HANNOCH. Do any of these liquor violations ever get into the police court as distinguished from your department?

Mr. PAYNE. In respect to licensed premises, I believe that the corporation, I know that the corporation counsel, Mr. West, has directed and instructed his staff in police courts not to take action but to refer them directly to the Board for action against the license.

Mr. HANNOCH. What are the kind of sentences you hand out after you have found somebody guilty of violations? What are the sort of sentences you give?

Mr. PAYNE. After a finding of guilt, we may give a warning, a suspension from 1 to any unlimited number of days—I recall a couple of 75-day suspensions or revocations.

Mr. HANNOCH. How many revocations did you have in the last year?

Mr. PAYNE. I don't believe I brought that figure.

Mr. HANNOCH. Do you think you had any?

Mr. PAYNE. Yes, sir.

Mr. HANNOCH. We can get that supplemented from you if you do not have that there.

Mr. PAYNE. I don't have full data on that; no, sir.

Mr. HANNOCH. What is the significance of a sentence of more than 30 days and less than 30 days?

Mr. PAYNE. When the Board orders a revocation or a suspension—

The CHAIRMAN. Do you mean sentence or suspension?

Mr. HANNOCH. I mean suspension.

Mr. PAYNE. In the case of an order of revocation or suspension of more than 30 days, the licensee has the right to appeal to the Board of Commissioners for the District of Columbia.

Mr. HANNOCH. If it is more than 30 days?

Mr. PAYNE. Yes, sir.

Mr. HANNOCH. Is that why we find suspensions of 30 days, so they don't have the right of appeal?

Mr. PAYNE. Yes, sir.

Mr. HANNOCH. Would you say I am wrong when I suggest that the average suspension seems to be about 4 or 5 days for violations?

Mr. PAYNE. No; I would say it would be more than that. I haven't studied it from that angle, but I would say it would be more.

Mr. HANNOCH. As far as juvenile violations, would you say that the average sentence seems to be about 4 or 5 days? When I say juvenile violations—

The CHAIRMAN. Again you mean suspensions?

Mr. HANNOCH. Yes, suspensions, because of violating the laws respecting the sale of liquor to juveniles.

Mr. PAYNE. I believe that the average would be a little higher, Mr. Hannoch. I have here some figures only for the years 1951, 1952, and running down them rapidly, I see 5 days, 3 days, revocation—

Mr. HANNOCH. Could I interrupt a minute? Are these cases where there were violations of the law because of sale to juveniles?

Mr. PAYNE. I am referring only to sales to minors: 14 days, 10 days, 7 days, 5 days, 10 days—and just yesterday we gave 20 days to one restaurant—5 days, 5 days, 3, 5, 3, 3, 7.

I think it would run a little higher on the general average through the year.

Mr. HANNOCH. This fellow yesterday just came in at the wrong time?

Mr. PAYNE. Not because of this investigation or this hubbub about juvenile delinquency, but because we thought he should have the circumstances of the case.

Mr. HANNOCH. That is the first fellow who got 20 days, on that list?

Mr. PAYNE. No, sir; here is one for 20 days, one was a revocation.

Senator HENNINGS. Mr. Payne, I am interested in your observation of what you characterized as this hubbub about juvenile delinquency. Do you think this is an exaggerated emphasis that this subcommittee, in trying to conduct an inquiry, has placed upon the problem?

Mr. PAYNE. No; I wouldn't wish the subcommittee to have that impression. I should have said publicity. It was probably a poor choice of words.

We are very, very much interested in the entire problem.

Senator HENNINGS. You do not really disparage, I am sure, what this subcommittee is undertaking to do?

Mr. PAYNE. I would hope that the committee would get no such inference.

Senator HENNINGS. I was sure you meant that when you were asked the question.

Mr. PAYNE. I mean the newspapers, magazines, radio publicity, the discussion among citizens I have heard, generally speaking.

The CHAIRMAN. You refer to the public interest?

Mr. PAYNE. Very much so. That is our first and primary interest.

Mr. HANNOCH. What suggestions do you have to make to our committee as to changes in legislation and administration with respect to your department that would be valuable to you in being able to adequately enforce the provisions of the liquor laws in the District concerning the sale to juveniles or, incidentally, the sale to anybody else, although we are only interested in juveniles?

Mr. PAYNE. I believe, as the chairman suggested a moment ago, that a tightening up on these sales by telephone would be salutary.

Offhand, I do not believe that I could think, on the spur of the moment, of changes in the legislation which would be desirable, and the Board has not had time to discuss that among the members.

The CHAIRMAN. Mr. Payne, would you have the Board sit down in a special session sometime and consider the whole problem and submit recommendations to this subcommittee?

Mr. PAYNE. We shall be glad to.

Mr. HANNOCH. What do you think would happen if you just revoked a couple of licenses of these people who were selling to juveniles? Do you think that would put an end to it in the District?

Mr. PAYNE. On October 15, 1951, the Board ordered the revocation of a license of a restaurant for selling to juveniles. The penalty was reduced to 30 days.

Mr. HANNOCH. Who reduced the penalty to 30 days?

Mr. PAYNE. The Board of Commissioners.

Mr. HANNOCH. When was this?

Mr. PAYNE. In October of 1951.

Mr. HANNOCH. That is a long time between drinks.

Mr. PAYNE. In a recent case we had this fall the Board ordered 31 days suspension for sale and delivery to a minor; it was reduced to 10 days.

Mr. HANNOCH. Do you think if you closed up some of these places and they stayed closed that would put an end to selling liquor to juveniles?

Mr. PAYNE. It might, and it might not. But a string of good, healthy revocations that stuck, would certainly have a salutary effect on licenses.

Senator HENNINGS. It is bound to have.

Mr. PAYNE. Undoubtedly, and the lawyers themselves say that to us.

Senator HENNINGS. It is obvious.

Mr. PAYNE. Yes, sir.

The CHAIRMAN. Mr. Payne, the attention of the Chair has just been called to the fact that recently the ABC Board suspended a license for 31 days. Do you recall that case?

Mr. PAYNE. Yes, sir.

Mr. HANNOCH. You have testified to that already, Mr. Payne?

Mr. PAYNE. Yes.

The CHAIRMAN. Mr. Payne, I have one final question as far as the Chair is concerned.

Would it not be extremely helpful here in the District, not only in respect to juveniles, but in respect to the administration of this important function which your board is charged with, to have an adequate number of inspectors to properly police the law?

Mr. PAYNE. I am convinced of it, Mr. Chairman, and very repeatedly during the past year, requested that we have funds to give us a larger inspection force, but we have not had any increase since 1944, at which time, having 3 inspectors, we were granted funds for 7 additional.

The CHAIRMAN. The sale of liquor furnishes a big source of revenue for the District, does it not?

Mr. PAYNE. In a total of considerably over \$5 million a year; yes, sir.

If you want the specific figure, for the last fiscal year a total net income of \$5,420,000. The year before it was \$5,070,000.

The CHAIRMAN. What is your total appropriation for the administration of your department?

Mr. PAYNE. About \$110,000.

The CHAIRMAN. If you contrast those two figures you have the whole story.

Mr. PAYNE. I would very strongly recommend, as I have to the Commissioners, and as recently as this fall, that the Board should have an adequate number of inspectors so that in addition to those who are on the regular technical day duties, we could have an equal number out at night, every night, until way after closing hours.

I think it would be very helpful because we have found in the past that as soon as our men were observing from place to place at night after 8 or 9 o'clock, the liquor industry grapevine, which is more speedy than radar or radio, passed the word around and the boys straightened up.

But we have not been able to have them on the streets to any great extent this year, only a few hundred hours.

The CHAIRMAN. It is the old story, we all need discipline on occasions.

Mr. PAYNE. Yes, sir.

Mr. HANNOCH. Thank you, sir.

Mr. PAYNE. If I may be permitted one observation of my own, Mr. Chairman, I have said, and I say today, that while these juveniles indulge in acts of delinquency, crime, petty crime and major crime, I place the blame entirely on the parents; too much mollicoddling, too many indulgences, too much of an effort to place the burden, as was expressed a little while ago, on the police department, the churches, and the schools.

I say it is practically entirely the fault of the parents. It is parental delinquency rather than juvenile delinquency.

The CHAIRMAN. Thank you, Mr. Payne. Thank you for your appearance.

Mr. PAYNE. I am always glad to come up.

Mr. HANNOCH. Chief Covell.

Chief Covell does not seem to be here.

Mr. McMahan?

The CHAIRMAN. Do you swear that the evidence you will give this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Mr. McMAHON. I do.

#### TESTIMONY OF VINCENT J. McMAHON, PRESIDENT, TURNER'S ARENA CORP., DISTRICT OF COLUMBIA

Mr. HANNOCH. Mr. McMahan, your name was mentioned yesterday in connection with the operation of a place called Turner's Arena.

Mr. McMAHON. Yes, sir.

Mr. HANNOCH. What is your connection with Turner's Arena?

Mr. McMAHON. I am president of the Turner's Arena Corp.

Mr. HANNOCH. Is that a privately held company?

Mr. McMAHON. Yes, sir.

Mr. HANNOCH. You have several stockholders?

Mr. McMAHON. Yes, sir.

Mr. HANNOCH. What does Turner's Arena do? What sort of place is it?

Mr. McMAHON. Is it an auditorium where we conduct boxing, wrestling, dancing, meetings, and so forth, a public auditorium.

Mr. HANNOCH. What kind of a building is it?

Mr. McMAHON. What do you mean by that, sir?

Mr. HANNOCH. Is it a two-story building?

Mr. McMAHON. It is one large building, one large room.

Mr. HANNOCH. Where is it?

Mr. McMAHON. 1341 W Street NW.

Mr. HANNOCH. Do you have a liquor license there?

Mr. McMAHON. No, sir.

Mr. HANNOCH. Do you sell liquor?

Mr. McMAHON. No, sir.

Mr. HANNOCH. Is liquor consumed on the premises by your patrons?

Mr. McMAHON. Yes; but never with my permission.

Mr. HANNOCH. What do you do to stop them from doing it?

Mr. McMAHON. I engage special policemen and also Metropolitan Police.

Mr. HANNOCH. You had the Metropolitan Police in there for a while and wrote to the Department asking them to go out. Why was that?

Mr. McMAHON. That was just a question of cutting down on expenses.

Senator HENNINGS. Just a minute. I thought I understood you to say, sir, that you engaged special police and engaged Metropolitan Policemen. Am I correct?

Mr. McMAHON. Yes, sir.

Senator HENNINGS. Do you mean to say you engage a member of the Metropolitan Police Department and pay him?

Mr. McMAHON. Yes, sir; we pay the Metropolitan Police several hundred dollars a month for special men to be assigned.

The CHAIRMAN. You do not mean you pay the policemen?

Mr. McMAHON. No, sir; we pay the city.

Senator HENNINGS. You pay the District?

Mr. McMAHON. Yes, sir.

Senator HENNINGS. Are these men assigned to you, regular members of the Metropolitan Police Department, or are they specially designated for this work?

Mr. McMAHON. I didn't quite follow that.

Senator HENNINGS. Are they regular members of the Police Department, or are they brought in as special policemen?

Mr. McMAHON. No, sir; they are regular members of the Police Department.

Senator HENNINGS. From what precinct do they come?

Mr. McMAHON. The 13th precinct.

Senator HENNINGS. Where do you make your request when you want them assigned or taken off the job?

Mr. McMAHON. We request them, then they come to every affair that takes place in the arena.

Senator HENNINGS. I asked you where do you make the request?

Mr. McMAHON. To the precinct, the 13th precinct.

Senator HENNINGS. How much do you have to pay for policemen for these services?

Mr. McMAHON. I don't know exactly.

Senator HENNINGS. About how much, more or less?

Mr. McMAHON. It is determined by the number of hours the affair takes.

Senator HENNINGS. How much an hour do you pay?

Mr. McMAHON. I believe it is the regular salary that the policeman would receive ordinarily.

Senator HENNINGS. How much is that?

Mr. McMAHON. I don't know, sir.

Senator HENNINGS. You are the president of this company, are you not?

Mr. McMAHON. Yes, sir.

Senator HENNINGS. When you say that you pay the regular salary, do you mean that you pay his monthly salary, his weekly salary, his daily wage, or what?

Mr. McMAHON. No. If a policeman's salary is broken down into the amount of hours he puts, in we pay accordingly.

Senator HENNINGS. You pay, in other words, that portion of the officer's salary which may be allocated to the amount of time that he spends at your place; is that right?

Mr. McMAHON. Yes, sir.

Senator HENNINGS. And that is entirely within your determination?

Mr. McMAHON. No, sir.

Senator HENNINGS. I do not mean the salary. I mean as to whether you have a policeman or have 2 or 3 or any given number, or none?

Mr. McMAHON. No, sir; we have two men assigned to everything that takes place.

Senator HENNINGS. And in all cases where you have two men assigned you pay them or pay the department?

Mr. McMAHON. We pay the department.

Senator HENNINGS. For their services?

Mr. McMAHON. Yes, sir.

Senator HENNINGS. Are they assigned to the interior of your establishment?

Mr. McMAHON. Yes, sir; the interior.

Senator HENNINGS. They are there for the purpose of preserving order and enforcing the law?

Mr. McMAHON. Yes, sir.

Senator HENNINGS. Upon these occasions when you say you have tried to stop the bringing of liquor into the place and the consumption of liquor on the premises, have you ever complained to any of these police that you found that constituted a problem and wanted something done about it?

Mr. McMAHON. No, sir. The men do their regular police duties in the arena, in the auditorium, and naturally if they see anyone drinking, why, they confiscate the bottle and possibly throw them out of the arena.

Senator HENNINGS. Not so naturally, if you will permit me, sir, not so naturally. There are cases when they do not, are there not?

Mr. McMAHON. Not to my knowledge, sir.

Senator HENNINGS. Do you pay these police who have been assigned to you anything over and above what you pay the police department?

Mr. McMAHON. No, sir.

Senator HENNINGS. Have you ever given any of these police any side money, so to speak?

Mr. McMAHON. No, sir.

Senator HENNINGS. In no instance?

Mr. McMAHON. No, sir; never.

Senator HENNINGS. But you have never made any complaint to them that you had any problem confronting you with relation to the consumption of liquor on the premises?

Mr. McMAHON. No, sir; I haven't.

Senator HENNINGS. Have you ever told them that you wanted that law enforced strictly?

Mr. McMAHON. No, sir; I haven't.

Senator HENNINGS. Have you ever told them that you were not particularly concerned about it?

Mr. McMAHON. No, sir.

Senator HENNINGS. You have given them, in other words, no direction, either affirmative or negative, with relation to what they might conceive to be their duties?

Mr. McMAHON. That is right, sir.

Senator HENNINGS. And I include suggestions as well as directions?

Mr. McMAHON. Yes, sir. They are qualified policemen so I don't think it is necessary for me to instruct them in their duties.

Senator HENNINGS. Have you ever had any problems of disorder at Turner's Arena?

Mr. McMAHON. Yes, we have had fights and so forth, occasionally.

Senator HENNINGS. Quite a few, have you not?

Mr. McMAHON. I wouldn't say there were any more than in any other public hall.

Senator HENNINGS. During these various parties or occasions where juveniles take part in dances and entertainment, are you there, yourself?

Mr. McMAHON. I am in the building, I have to be in the building constantly. I never missed more than 15 minutes at any affair.

Senator HENNINGS. Have you ever directed the police to escort anyone from the building?

Mr. McMAHON. Yes, I have.

The CHAIRMAN. In other words, you have made complaints on occasions to the police, have you not?

Mr. McMAHON. No, sir.

The CHAIRMAN. Or called the attention of the police to disorders?

Mr. McMAHON. Yes. For example, if I notice some trouble in one portion of the arena and the policeman happens to be on the other side, I will go over and get him.

Senator HENNINGS. That relates only, I take it, to disorder of a physical nature, not related to drinking on the premises?

Mr. McMAHON. Yes, sir; drinking also.

Senator HENNINGS. You have on occasion instructed the police to remove people from the premises who have brought liquor or are consuming liquor on the premises in cases of juveniles?

Mr. McMAHON. Yes, sir.

Senator HENNINGS. I am very glad to hear that you have done that.

Mr. McMAHON. I have tried to cooperate in any way at all.

Senator HENNINGS. We have some very damaging testimony.

Mr. McMAHON. I was amazed over what I read yesterday.

Senator HENNINGS. I want to assure you that this committee is trying to be fair with you.

The CHAIRMAN. How did this arrangement ever develop, this arrangement of having a Metropolitan policeman come to your establishment to keep watch?

Mr. McMAHON. I am not quite positive, sir. I have just taken over the arena as of last January 1, and it was already in effect at that time.

The CHAIRMAN. That was an established custom at that time?

Mr. McMAHON. Yes, sir; and I believe to my knowledge there are only three establishments in this whole city that pay for the protection, for special attention from the city Police Department.

The CHAIRMAN. As a citizen, do you think that is a sound arrangement?

Mr. McMAHON. As a citizen?

Senator HENNINGS. Mr. Chairman, this gentleman, after all—I have never seen him before—is in business. He has to get along with the police.

The CHAIRMAN. That is correct.

Senator HENNINGS. I respectfully wonder whether we ought to ask him to pass judgment upon a regulation of procedure to which he is compelled to subscribe. I am amazed, too, as the Chair is, that there is such an arrangement here.

I never heard of a city in the entire country where you had to request the police department for special protection.

The CHAIRMAN. I want to be fair to Mr. McMahon because he has been frank to the subcommittee.

I wonder as a citizen if he thought an arrangement of that kind was good policy.

Mr. McMAHON. As was pointed out yesterday, I requested that the police be removed from the arena, that is, the Metropolitan Police, and that we would conduct it with special policemen.

After a period of approximately 6 weeks, I requested that they be reassigned because they are necessary. I found they are necessary to the welfare of the public, and also to the arena.

The CHAIRMAN. It is a question which has two sides. I am trying to resolve the question in my own mind.

Mr. McMAHON. We tried to eliminate a little bit of the expenses and overhead, and suggested it to Captain Fuss, of 13, and he said, "Well, we will give it a 6-month period, we could use the men elsewhere anyhow."

So after 6 weeks I went down and requested that they be reassigned to the arena, because a uniformed policeman will prevent an awful lot of trouble.

The CHAIRMAN. The Chair will agree with that.

Mr. HANNOCH. Were not these private officers in uniform?

Mr. McMAHON. Some were, sir, but not all.

Besides, the special officer does not get the respect that the Metropolitan Police officers do.

Mr. HANNOCH. If he is in uniform and the people know it?

Mr. McMAHON. They also know he is a special officer.

Mr. HANNOCH. How many people do you find necessary on Sunday and Monday to remove the empty bottles from the dances on Saturday night? How many people do you have?

Mr. McMAHON. I have never given that problem any thought, sir. We have two janitors to clean the place after every affair.

Mr. HANNOCH. How many barrels of empty bottles do you take out on a Monday?

Mr. McMAHON. To my knowledge, I have never had a barrel of bottles.

Mr. HANNOCH. Do you not have a special fellow that goes into the bathroom there and takes them out every hour, a little midget? You know what I am talking about.

Mr. McMAHON. No, sir; that is not true. I read that in the paper yesterday and I was surprised at reading it.

Mr. HANNOCH. Have you not a midget that takes care of the toilets?

Mr. McMAHON. We haven't an attendant to take care of the toilets.

Mr. HANNOCH. He runs in the place and takes the bottles out every hour, does he not?

Mr. McMAHON. No, sir.

Mr. HANNOCH. How often does he do that?

Mr. McMAHON. We haven't any man assigned to do that.

Senator HENNINGS. I submit that the counsel is arguing with the witness. The witness is answering questions, Mr. Hannoch. He says there is no such man. That is his answer. He is under oath. That is his answer. He has answered the question a number of times.

I do not wish to be critical of counsel, but I think we have pursued that point far enough.

The CHAIRMAN. If the Senator from Missouri will permit, the chairman will try to resolve this matter by one simple question.

There are bottles removed, are there not?

Mr. McMAHON. Yes, I would say there were empty bottles after a dance.

The CHAIRMAN. And some of your attendants are people who remove those bottles?

Mr. McMAHON. Along with the necessary paper cups and things that we sell our soft drinks in. But we do not sell any alcoholic beverages, beer or liquor.

Mr. HANNOCH. We are not suggesting that you sell alcoholic beverages. I am talking about bottles.

Mr. McMAHON. They are swept up with the rest of the rubbish.

Mr. HANNOCH. What was it that caused you to get these officers back again? You said that the uniform was much more helpful. What was it that was helpful?

Mr. McMAHON. In preventing arguments and fights and so forth.

Mr. HANNOCH. Did you have a lot of those, or more than ordinary during that 6-week period?

Mr. McMAHON. I noticed a little increase when the men weren't assigned there, yes, sir, during those 6 weeks.

Mr. HANNOCH. In these fights were youngsters involved and adults?

Mr. McMAHON. Yes, sir.

Mr. HANNOCH. Who else is there in charge of the dance in addition to you?

Mr. McMAHON. I am in charge of the entire dance.

Mr. HANNOCH. Do you have any of your associates?

Mr. McMAHON. No, sir.

Mr. HANNOCH. Who are the other stockholders of this company?

Mr. McMAHON. Frank Proctor and Charles O'Connell and Phil Gray, just the four of us.

Mr. HANNOCH. Do those men show up at these dances, too, and help operate?

Mr. McMAHON. No, sir.

Senator HENNINGS. Mr. Chairman, I find, for the enlightenment of at least myself and possibly some members of the staff, counsel, and others, that the assessment against the arena which has been adverted to here today, is under public law 837 of the 80th Congress and that the assessment at the present time is \$202.93 per month and that the counsel representing the witness' establishment, Mr. McMahon's arena, relates in a letter under date of—

The CHAIRMAN. The letter was in our subcommittee files.

Senator HENNINGS. Yes, I understand that, but I was getting at this: This is a law that Congress passed relating to this assessment for police. I am astonished to learn that.

The CHAIRMAN. The Chair is not astonished to learn that at all. The Chair would like to observe that we are inquiring into juvenile delinquency in the District, a place which is controlled by Congress, so that the Congress is the agency of Government responsible for all of the laws of the District.

Senator HENNINGS. That is right.

The CHAIRMAN. In other words, we are inquiring into the propriety of our own action.

Senator HENNINGS. We certainly are and it is rather shocking to know that this is not a regulation by the commissioners or by the police. This is something that we do here in the Nation's Capital.

The CHAIRMAN. The Chair sees no wrong in inquiring into your own action if your action is improper.

Senator HENNINGS. That is the point I made and that is why I mentioned the letter. This comes right back up here to Congress.

The CHAIRMAN. You probably have more delinquency in the District than any other big city because the city does not have home rule.

Now, I think the subcommittee had better stop its argument, and we will proceed with the witness.

Senator HENNINGS. I did not construe it as an argument. I thought we ought to know about that, Mr. Chairman.

The CHAIRMAN. I do not think there is any doubt about the fact. I do not think the press has had any doubt about the fact all along that we were inquiring into the action in certain instances of the Congress.

For example, the testimony of Mr. Payne this morning indicates clearly that the laws are not adequate, and the laws are made by the Congress.

Senator HENNINGS. I think the court can take judicial notice of that fact.

The CHAIRMAN. I think the subcommittee could have taken judicial notice of that without a question.

Senator HENNINGS. I respectfully disagree with the chairman, because there are matters of regulation aside from acts and enactments of the Congress which might regulate such matters as this.

The CHAIRMAN. The Chair has not seen any legislation that is not worthy of review.

Mr. HANNOCH. Are there any observations that you would care to make, Mr. McMahon, that would assist us in adopting statutes or regulations, or suggesting the adoption of statutes or regulations which would facilitate and make easier the operation of a place of business such as yours?

Mr. McMAHON. I couldn't offer any suggestions offhand.

Mr. HANNOCH. But you are satisfied from your inspection that juveniles do not consume liquor on your place to any great extent?

Mr. McMAHON. Yes, sir; to any extent, to my knowledge, sir.

Mr. HANNOCH. To any extent to your knowledge?

Mr. McMAHON. Yes.

Mr. HANNOCH. You stay there when these dances are on?

Mr. McMAHON. Yes, sir; I am there from an hour before the dance starts until a half hour after.

The CHAIRMAN. Thank you very much, Mr. McMahon, for your appearance here.

The subcommittee will now recess until 2:15.

(Thereupon, at 12:25 p. m., the subcommittee recessed, to reconvene at 2:15 p. m., same day.)

AFTERNOON SESSION

The hearing was resumed at 2:15 p. m., upon the expiration of the recess.

The CHAIRMAN. The subcommittee will come to order.

Before we begin this afternoon, let me say that we regret that Senator Hennings will not be able to be present because he must attend a meeting of the Privileges and Elections Subcommittee.

And before we proceed with the witnesses, the Chair would like to clarify a situation which developed this morning. I think in the colloquies between the junior Senator from New Jersey and Mr. Payne, we were discussing pro and con the matter of telephone deliveries of alcoholic beverages from the package stores. And I am informed that some of the newspaper people, some of our fine reporters, got the impression that this subcommittee, or at least the chairman of the subcommittee, was advocating the complete suppression of deliveries resulting from telephone orders. That was not the purpose of the Chair, nor will it be the purpose of this subcommittee. We were merely seeking, through those questions and through those colloquies, to see if we could not develop some thinking which would produce a sound formula which would protect juveniles against possible abuses of telephone order deliveries.

Is that not the impression of counsel?

Mr. HANNOCH. That is right.

The CHAIRMAN. And I am quite sure, if the Chair created the wrong impression, it will be corrected by our distinguished members of the press. I want to apologize to the press if I led them astray in their thinking.

Counsel may proceed.

MR. HANNOCH. Mr. Shaw?

The CHAIRMAN. You may sit down, Mr. Shaw. The Chair understands that your statements today will be more in the nature of opinion statements, or if I may put it another way, your statement will be counsel and advice to the subcommittee.

**STATEMENT OF G. HOWLAND SHAW, PRESIDENT, BUREAU OF REHABILITATION, AND MEMBER OF FACT-FINDING COMMITTEE, DISTRICT OF COLUMBIA**

MR. SHAW. Mr. Chairman, I shall try to mention a few facts.

The CHAIRMAN. Yes. But they won't be facts so specific that we ought to have them under oath, will they?

MR. SHAW. No, sir.

The CHAIRMAN. Then the Chair will not swear you, Mr. Shaw. You may proceed.

MR. HANNOCH. Mr. Shaw, would you mind telling us just who you are?

MR. SHAW. Mr. Chairman, I am at the present in the District—I suppose I can describe myself as a volunteer worker in the welfare field with special reference to the prevention and control of juvenile delinquency. I am, in the District, president of the Bureau of Rehabilitation, and president of the District of Columbia Mental Health Association, and president of the Junior Police and Citizens Corps. I am also on the board of three training schools for juvenile delinquents, one, the National Training School for Boys in the District, and two in New York.

MR. HANNOCH. You are also a member of our fact-finding committee for the District?

MR. SHAW. Yes, sir, I am.

MR. Chairman, I would like to present for the consideration of the subcommittee what seem to me two outstanding needs in the prevention of juvenile delinquency in the District, and then I would like to go on to describe briefly two activities in the District which seem to me to have a very wide significance in the prevention and control of juvenile delinquency.

Now, the first need which I would like to bring to your attention, sir, is the problem of the employment of the upper teen-ager. That is not a problem which is confined to the District; but, because of the lack of industry in the District of Columbia, it is perhaps here a particularly acute problem. It is extraordinarily difficult to find jobs for the upper teen-age group; and by that I mean the 16-, 17-, and 18-year-olds. When you can find a job for them, Mr. Chairman, the kind of job that you find is a job, a menial job, in Hot Shops or in drugstores.

What does that mean? That means that the old-fashioned idea of telling a youngster "Now look—you be ambitious. You get your foot on the first rung of the ladder, and then if you work hard enough you will go places." That means that that line of approach, if you use that with a juvenile at the present time, leads him to just laugh at you. Because he knows that it is hard enough to get his foot on the first rung, and the probability is that he will never get his foot off it.

I think, Mr. Chairman, that one of the most constructive suggestions that your subcommittee might make with respect to the District, and

it applies also to other cities that you may look into would be to get together representatives from the employers, from the schools, from the vocational guidance people, and from the labor unions, and seriously investigate the possibility of improving employment facilities for the upper teen-age group.

One of the reasons why you see so many of those upper teen-agers standing around street corners in front of delicatessen shops and less desirable places is that they haven't got any employment open to them. And I submit to you, sir, that that is a problem of the very greatest importance.

Now, the second need that I would like to emphasize is one which I think will be presented to you by other witnesses, and that is the need for child-guidance clinics here in the District. The school system, I think, will present to you the fact, which came out in our mental hygiene survey of a year ago, of which I was chairman, that there are today in the District schools 2,000 youngsters who are crucially in need of psychiatric services.

Now, Mr. Chairman, those 2,000 youngsters are the future juvenile delinquents of the District of Columbia and the future patients in the mental hospitals of this area. We have got four clinics struggling to handle this problem now.

If you want to get psychiatric facilities for a youngster at the present time in the District, you have got to wait, according to our survey, 8 months. Dr. Seckinger, the head of the Public Health Service, recently publicly said that the wait was 1 year. Now, there is no use of my trying to expand on what may happen during those 8 months or during that 1 year.

Those are two, to my mind, crucial needs in the District if we are going to do any kind of a job in the prevention of juvenile delinquency.

Now, Mr. Chairman, let me turn to a more agreeable side of the picture, two significant things that we are doing. One of them is the sponsor movement. I know that you and your colleagues of the subcommittee visited a few days ago some of the institutions under the Board of Public Welfare. I presume that you will also visit the National Training School for Boys, which, as you know, is a Federal institution.

Now, in all of those institutions, sir, we have developed what we call the sponsor movement. The sponsor is an individual who undertakes to assist, to befriend, a boy or girl, or, to a less important numerical degree, an adult, in one of the correctional institutions of the District of Columbia. It is nothing more nor less than disinterested friendship applied to the inmates of correctional institutions.

Your colleague from Missouri, who has been prominent in the big-brother movement, I think would understand precisely the technique which we try to apply.

However, we are different from the big-brother movement in these facts. We are dealing with an older group, and we are dealing only with those who are in institutions.

The selection of these sponsors is very carefully worked out, under the Bureau of Rehabilitation, which is a professional organization here in the District. They are supervised with the utmost care.

Since 1948, when we really got underway, we have sponsored 1,130 individuals, about 95 percent of them juveniles, in correctional insti-

tutions. There are 200 men and women at the present time in the District of Columbia who are carrying on this work.

Now, Mr. Chairman, that has significance under a twofold aspect. First of all, we accomplish something, we hope, and we believe, and we have reason to believe, with the individuals.

Secondly, we do something for the community. We build up slowly a group of persons who know what a juvenile delinquent is and who know what an institution for juvenile delinquents looks like.

I don't know whether you will agree with me, but I think that the greatest failure of all of us who are involved in the correctional field, and who are trying to improve facilities for dealing with juvenile delinquents and other groups in that field, is our inability to get across to the public. Now, Mr. Chairman, I am convinced, as a result of 16 years' experience, that the average person in the District of Columbia or elsewhere has no conception what a juvenile delinquent is. He reads in the papers, as we are reading every day now in the District, about so-and-so, a juvenile, doing a stick-up job, or so-and-so doing this, that, or the other. The reader of that newspaper has no conception of what that individual human being is, what has gone into that act.

That act hasn't fallen from the blue sky. That act has a complicated background. And we can't get that across to the public.

The CHAIRMAN. Mr. Shaw, the Chair must say that he agrees with you fully. I cannot speak for my colleagues on the subcommittee, but I can speak as one member. I remember when I introduced the resolution which created this subcommittee. I remember the struggle I had in the Judiciary Committee, of which I am a member, to get the resolution out of that committee. But I am happy to say that those Senators who at that time did not comprehend, as you say, the average individual does not comprehend, the meaning of juvenile delinquency—those Senators, many of them, have come to me since, and said, "I didn't favor this originally, but I certainly am for it now."

Mr. SHAW. That is a big step, Senator.

The CHAIRMAN. Not all of them, but some of them.

Mr. SHAW. That is a big step. If we can get across to the public and to the persons in authority what a juvenile delinquent is, what he is up against, we will have accomplished a lot. So much, Senator, for the sponsor movement. Then there is another movement which I would like to speak of briefly. A certain member of the Metropolitan Police Force, Pvt. Oliver Cowan, in 1942, then a very young and inexperienced officer, ran entirely into the problem of breaking windows and street lamps and all the rest of it. And he had—and I think this reflects great credit on the Metropolitan Police Force—the gumption and the initiative and the imagination to try and get next to those boys, to try and find out who they were, who their leaders were. And then he proceeded to take them into camp, and "into camp" in the sense of desirable sort of behavior. In other words, he gave them a feeling that, yes, they could do things that were wrong, but they also could do things that were right. And he was successful in giving them the feeling that they belonged in a certain community and that they could do something for that community.

I remember very well, sir, when I first heard about this organization I was at that time assistant secretary to the State, and Officer Cowan and a friend of his came around to see me, and I was very

reluctant to see them, because I was busy. And he induced me to come over and talk with some of these boys. And to the first boy that I talked with, I said, "Well, what do you do?" He said, "We do a lot of things. One of the things we do is to clean up alleys." I said, "Why in the name of goodness do you clean up alleys?" "Well," he said, "This place belongs to us. We live here. And we feel that we have some responsibility for it."

I then and there decided that that was not an organization that I could overlook. And I have not been sorry at my connection with it ever since.

I am perfectly convinced, sir, that until our social statesmanship is equal to finding ways and means by which these youngsters that we are thinking about here in terms of their destructive ability—unless we can find ways and means by which they can be brought into participating for the welfare of the community, until we can find ways and means of enlisting the support of their parents and their friends, Senator, I don't think we are going to get very far in preventing juvenile delinquency.

Now, I have a fundamental principle in my philosophy, and I don't know whether you will agree with it. You can't impose anything on anybody.

The CHAIRMAN. That certainly is a profound statement.

Mr. SHAW. I think that is one of the most fundamental statements that can be made in this whole juvenile delinquency picture. If we are going to do anything to prevent juvenile delinquency, we have got to get ways and means of bringing the potential juvenile delinquents with us.

And, sir, that is the last thought I would like to leave with you, for what it may be worth.

The CHAIRMAN. You leave us with a very fine thought.

Mr. SHAW, I want to express my very deep appreciation for your appearance here. You have made a very great contribution all along to this cause, and we appreciate your statement here today.

Mr. SHAW. Thank you, sir. I appreciate the privilege of appearing before you.

Mr. HANNOCH. Mr. Interdonato?

The CHAIRMAN. Mr. Interdonato, will you be sworn?

Do you swear that the evidence you give before this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Mr. INTERDONATO. I do, sir.

Mr. HANNOCH. Did I pronounce your name correctly?

#### TESTIMONY OF PAUL F. INTERDONATO, MANAGER, THE ROUND-UP AND GUY'S ENTERPRISES, WASHINGTON, D. C.

Mr. INTERDONATO. Interdonato.

Mr. HANNOCH. You operate a place of business known as The Round-Up and Guy's Enterprises?

Mr. INTERDONATO. I do, sir.

Mr. HANNOCH. You operate that yourself, or you have associates?

Mr. INTERDONATO. If I may explain, sir, the Round-Up is a corporation, of which I am a 49-percent stockholder. The owner of the remaining stock was my brother, who died very suddenly on the 9th

of April of this year. And the estate is in the process of probate at the present time. Guy's place is solely owned by my brother's estate at the present time.

Mr. HANNOCH. Will you talk up a little louder? We can't hear you, and I don't suppose anyone else can.

Mr. INTERDONATO. Yes, sir. Guy's place is also under the sole ownership of the estate of my brother, Guy Interdonato.

Mr. HANNOCH. And what are those two places?

Mr. INTERDONATO. They are places of—well, located in the 500 block of Eighth Street SE, immediately adjoining one another. We have dancing there in the evening. In Guy's place, we feature a modern band, and in the Round-Up we feature a hillbilly band.

Mr. HANNOCH. These are licensed to sell liquor for consumption on the premises?

Mr. INTERDONATO. Yes, sir, a class C license for on-premises consumption of beer and liquor.

Mr. HANNOCH. I still can't hear you.

Mr. INTERDONATO. We have a class C license, which licenses us to sell beer and liquor on premises.

Mr. HANNOCH. Have you had any charges presented against you before the ABC Board for the sale of liquor to juveniles?

Mr. INTERDONATO. No, sir.

Mr. HANNOCH. At no time?

Mr. INTERDONATO. No, sir; to the best of my knowledge. And there again I would also like to clarify my position with the subcommittee. I am a practicing attorney, and up until the death of my brother, the majority of my time was devoted to the practice of law. I worked with my brother for 7 years in both establishments, worked through law school in the same manner, closely associated with the business for a minimum of 5 hours a night while my brother was living. Subsequent to his sudden death, I was forced to give up the law in order to assume the management of both businesses. Now, to the best of my knowledge and recollection, neither the Round-Up nor Guy's place has been cited by the ABC Board for serving any juveniles.

The CHAIRMAN. How long have you been operating?

Mr. INTERDONATO. Guy's place has been in operation since 1946, January of 1946, and the Round-Up has been in operation since, I believe, March of 1949.

Mr. HANNOCH. And do you own the property in which it is located?

Mr. INTERDONATO. No, sir. The property where the Round-Up is located is not ours. The property in which Guy's place is located belonged to my brother.

Mr. HANNOCH. Do you have children under the age of 18 frequent your places?

Mr. INTERDONATO. Well, sir, in that respect, in the Round-Up we have taken a precaution, and it has been in existence for 2 years. We have a lady at the door who checks; checks minors; checks any violations. On week ends—and this policy has been in effect for about 6 or 8 months—I have a woman on the floor. The name of the woman, who stays right at the door, is Mrs. Ruth Ford, a woman who is a grandmother. The woman who walks the floor is named Frances Ehrlich. She is experienced in handling crowds and in detecting any possible violations. She worked as a waitress for 16 years as I under-

stand it. The sole duty of Frances Ehrlich is to observe any violation, regardless of what it may be, whether it is the serving of minors or whether it is the serving of a drunken person, or any possible trouble. It is her job to find out.

Now, besides those precautions, each and every Monday night, which is our pay night, all of our waitresses are called together, and we stress certain things to them. Now, I have stressed with the girls any number of times—

**THE CHAIRMAN.** How many waitresses do you have, Mr. Interdonato?

**MR. INTERDONATO.** The Round-Up has 4 waitresses and Guy's place has 5 waitresses, 4 during the week and 5 on week ends.

I stress with these waitresses that the presence of Mrs. Ehrlich and Mrs. Ford is not to relieve them of responsibility, but to strengthen that responsibility. They are the last persons to see what the customer is drinking. I have stressed with them time and again that we don't want any juveniles, any minors, anybody that the law doesn't want there.

I don't believe that I can emphasize too strongly to you gentlemen that my whole life has been dedicated toward a legal tendency, shall I say. And I am not interested in violating either the letter or the spirit of the law under any circumstances. I am doing my best, my level best, to run those places as well as I possibly can.

Now, I have read a lot in the newspapers these last 2 days, and I have taken even greater pains since this started than we had taken before. For example, before, Mrs. Ford would question the age of a person only if that person looked young. Her present policy is to question everybody. I think she has gotten to the point where she would question her own grandmother if she were to come in there. And that policy shall continue. In Guy's place, I have my own sister on the floor to observe for any violations, and that is her sole job. And I wish to say that I am doing my very best to comply with any of the laws that are in effect in the District of Columbia.

**MR. HANNOCH.** This examination of the children who come in—is that for the purpose of keeping any children under 18 out of the establishment entirely, or merely to be certain that when those people come in they do not buy alcoholic beverages?

**MR. INTERDONATO.** We don't permit anyone who is under 18 years of age to enter that portion of either restaurant which has the entertainment. Both restaurants are divided into two portions, the front of which has no entertainment at all, and in the rear there is dancing. If a person comes in who is under age and is accompanied by a parent, that person will be served up until 7 or 8 o'clock at night. But she or he is not allowed to remain on the premises after 7 or 8 o'clock at night if they are under 18 years of age.

**MR. HANNOCH.** So that after 7 or 8 o'clock at night, it is your testimony that all children under the age of 18, if they are already in the premises, are sent out, and they are never allowed to come in there-after?

**MR. INTERDONATO.** That is correct, sir.

**MR. HANNOCH.** Well, do you have any occasion or have there been any occurrences as a result of which the police and the military police have been called into either of those establishments of yours?

Mr. INTERDONATO. I read of the incident that was referred to, I believe, in yesterday's testimony, an incident in which both the civilian and the military police—

Mr. HANNOCH. January 20th and 21st?

Mr. INTERDONATO. I believe it was October the 20th, sir.

Mr. HANNOCH. Or October, rather.

Mr. INTERDONATO. On that particular night, if you gentlemen wish to hear exactly what happened according to the best of my knowledge—

Mr. HANNOCH. You were there?

Mr. INTERDONATO. Yes, sir. I have been there every night since 1951, and prior to that time every night for 7 years.

On that particular night, there were two men who were dressed in civilian clothes who were seated at either the second or third table closest to the door in the rear portion, in the dancing-room portion—two boys, who I subsequently found out were in service, stationed together. And they carried into the place an argument which had evidently been brewing during the afternoon. I observed both boys getting ready to stand up to create a disturbance. I went over to the table and I told both boys that they would either have to sit down, or they would have to leave. As I was talking to them, they became loud and boisterous. There were two policemen who had come in. They were in plain clothes. I asked them to put these boys out. I said, "I think they are looking for trouble." They went over, and one of them, as I recall it, identified himself as a policeman, showed them his badge. The boy's retort was that he was in the service and that badge didn't mean anything to him. Whereupon this plainclothes man said, "You will have to leave anyway." And he grabbed hold of him, and this boy broke himself loose. At about that point, a policeman in uniform came in and witnessed the trouble.

I said, "I don't want these boys on the premises." He looked at the boys, and he said, "All right. Let's go, fellows," and neither one of them answered him and neither one resisted him. They left.

After they left, I stayed right on the premises, and I asked everyone who was seated at that table to leave. Those boys have since tried to come back. I have barred them out. It is my policy that if they give me trouble at any time, no matter how slight, I don't want them back in the place again.

Mr. HANNOCH. That is all, to your knowledge, that happened?

Mr. INTERDONATO. That, sir, to my knowledge, is what happened. There was pushing and shoving back and forth, but there was not one punch thrown, there was not one person hurt, and to the best of my knowledge that was the whole and entire incident.

Mr. HANNOCH. Police patrols didn't come up?

Mr. INTERDONATO. If they did, sir, I didn't see them. I stayed right inside.

Mr. HANNOCH. The military police didn't come in?

Mr. INTERDONATO. Two military police came in, saw the boys were in civilian clothes, and didn't touch them.

Mr. HANNOCH. No table overturned, girls fainting, or anything like that?

Mr. INTERDONATO. No, sir.

Mr. HANNOCH. Was anybody locked up?

Mr. INTERDONATO. I don't know, sir. If anyone was arrested, they were arrested on the outside.

Mr. HANNOCH. You have no knowledge of whether anyone was arrested?

Mr. INTERDONATO. I stayed right inside.

Mr. HANNOCH. No complaint was registered against anybody?

Mr. INTERDONATO. No, sir.

Mr. HANNOCH. You didn't testify any place with respect to that incident?

Mr. INTERDONATO. No, sir.

Mr. HANNOCH. Have you had any arrests in either of those two establishments?

Mr. INTERDONATO. I have requested that the police put people out of there on occasion.

Mr. HANNOCH. Do you have police stationed there permanently?

Mr. INTERDONATO. No, sir.

Mr. HANNOCH. Any private police?

Mr. INTERDONATO. No, sir. No bouncers, no private policemen, no one other than myself.

The CHAIRMAN. On the occasion when you had the police put someone out of there, how did you reach the police? Did you call them on the phone?

Mr. INTERDONATO. No, sir. Most of the occasions when I had occasion to put people out, there wasn't an immediate emergency where there was a disturbance. I have gone up to the tables and asked people to leave. If they tell me they are not going to leave, I say, "All right. We will get the police." Then on some occasions, I will wait until the police make a routine check and tell them that that man has been told but refused to leave the premises.

Mr. HANNOCH. Did you hear Mr. Bales from the military police testify this morning?

Mr. INTERDONATO. Yes, sir, I did.

Mr. HANNOCH. I don't recall his testimony in great detail, but didn't he refer to the fact that he has been in your place and had seen liquor being served to juveniles?

Mr. INTERDONATO. If he did, sir, I can only say that I know Mr. Bales, and I don't believe he has been in either Guy's place or the Round-Up for at least 6 or 8 months. If he has been, I would say it was in the early part of the evening, when he would be on a tour of inspection for sanitary conditions. But Mr. Bales has never at any time approached me and told me that he thought anyone was young or a minor, and Mr. Bales has never personally questioned me on any disturbances or disorders.

Mr. HANNOCH. You have no knowledge whether anybody was arrested there or not, then?

Mr. INTERDONATO. On that evening, October 20? No, sir, Mr. Hano-  
noch, I have no first-hand knowledge of whether anyone was arrested.

Mr. HANNOCH. You don't know about the radio car being dispatched to the place?

Mr. INTERDONATO. No, sir.

Mr. HANNOCH. The police never came into the shop outside of the time when you told them to have these two people ejected? I mean,

as far as you recall, the only time that the police were inside was when you asked them to eject these two boys?

Mr. INTERDONATO. Well, 1 policeman came in during the altercation and he ejected the 2 boys to whom I have reference. Now, I don't recall exactly whether or not a scout-car policeman came in.

Mr. HANNOCH. Have you read the police docket on this?

Mr. INTERDONATO. No, sir; I have not.

Mr. HANNOCH. You haven't seen the police docket?

Mr. INTERDONATO. No, sir.

Mr. HANNOCH. Well, we must be talking about a couple of different fellows, I guess.

Mr. INTERDONATO. Well, I read about the incident that you referred to on the 20th.

Mr. HANNOCH. Do you know that Officer Bales this morning said that your restaurants were included on the out-of-bounds list of the military police?

Mr. INTERDONATO. No, sir; not since 1951.

Mr. HANNOCH. It was in 1951?

Mr. INTERDONATO. Yes, sir.

Mr. HANNOCH. Do you know why?

Mr. INTERDONATO. I think that at that time they stressed venereal disease contact.

Mr. HANNOCH. When was it put in bounds again? Do you know?

Mr. INTERDONATO. In November of 1951.

The CHAIRMAN. The Chair has no questions. Thank you very much, Mr. Interdonato.

Mr. HANNOCH. I would like to put into the record the details of the police docket for the District for the nights of October 20 and 21. This is the report taken from the police docket on October 20 and 21 by two of the witnesses who testified yesterday.

The CHAIRMAN. Without objections, the document from which the counsel reads will be made part of the record.

(The document referred to was marked "Exhibit No. 8," and reads as follows:)

We examined the arrest book for the dates October 20 and 21, 1953, to determine the identity of a young man and two young girls allegedly taken into custody at the Round-Up, 531 Eighth Street SE., at approximately 11:50 p. m., on October 20, 1953. The only significant entry indicated that on October 21, 1953, at 12:12 a. m., Wilda Gaile Ruddle, 915 Maryland Avenue NE., was charged with disorderly conduct by Pvt. E. D. Nerward of No. 5 Precinct. On the same day, at the same time, Zona Laura Bray, 915 Maryland Avenue NE., was charged with disorderly conduct by Pvt. W. C. Ecklund of No. 5 Precinct. Both furnished \$5 collateral and "elected to forfeit." No male was booked at or near that time. The arrest book indicates that Wilda Gaile Ruddle is white, was born in Centerville, W. Va., March 10, 1930. She is a clerk—married. Her father's name is Ken and her mother's name is Verna. Zona Laura Bray is white, was born December 5, 1932, at Suckerville, W. Va. She is a clerk—married. Her father's name is Ken and her mother's name is Verna. It is noted that both women live at the same address and the names of their parents are identical. These arrests, according to the arrest books, were made at 529 Eighth Street SE. We were informed that the arresting officers made no other reports. The radio log for October 21, 1953, indicated the dispatch of a police car to the Round-Up at 11:57 p. m.—12:02 a. m. We are informed that if a male was arrested with the two women, he might have been turned over to the Armed Services Police. It was explained to us that an arrested person may just forfeit his collateral and, therefore, there would be no court appearance in such a case.

That is the extent of the police docket.

Mr. Hamnoch?

Chief Covell?

Chief COVELL. May I have my assistant with me, with these papers?

The CHAIRMAN. Surely.

Chief, do you solemnly swear that the evidence you give before this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Chief COVELL. I do.

Mr. HANNOCH. Do you want to state, for the record, who your assistant officer is, so that that can appear?

**TESTIMONY OF HAROLD V. COVELL, DEPUTY CHIEF, METROPOLITAN POLICE DEPARTMENT, DISTRICT OF COLUMBIA, ACCOMPANIED BY LT. JOHN HUGHES**

Chief COVELL. Lt. John Hughes.

Mr. HANNOCH. Chief, you are affiliated with the Metropolitan Police Department?

Chief COVELL. I am, sir.

Mr. HANNOCH. And what phase of the Police Department activities do you participate in or are you in charge of?

Chief COVELL. I am the deputy executive officer.

Mr. HANNOCH. And do you have anything to do with the matter of licensing enforcement practices of the Police Department?

Chief COVELL. As the executive officer, it is my duty to handle all of the official papers going through the Department, where some of them would be connected with licenses.

Mr. HANNOCH. We are talking largely, for the time being, about the liquor license part of your activities. What is the Police Department called upon to do with respect to applications for liquor licenses?

Chief COVELL. At the time the application is made, it is made to the ABC Board, which then forwards the application to the Police Department, for a personal and character investigation of all members of the firm and their designated manager, including an FBI report. The police officer, what we call the license officer—one is at each precinct—checks upon the certificate of occupancy. That is mainly concerned with the zoning regulations, whether the particular premises are within the proper zone. Then there are restrictions that he must also check on. That is, they cannot be within 400 feet of a church or a school.

There is a notice posted by the Police Department on the outside of the premises, telling the public that these particular premises are seeking an ABC license. At that time, any complaint that is made would be in a hearing to object to their license, which is held by the ABC Board.

Complaints received by the ABC Board, of the more serious nature, are forwarded to the Police Department.

Mr. HANNOCH. First, just stay with the application for license, and we will talk about the complaints. You then check those?

Chief COVELL. Yes, sir.

Mr. HANNOCH. And when you say you check them, who in the Department does the checking?

Chief COVELL. The license officer in each precinct makes the check for his commanding officer, who, then, after reviewing the particular application, forwards it to my office, where it then is returned to the ABC Board.

MR. HANNOCH. So that the real checking for most of the checking or a substantial amount of checking on these licenses is done in the local precinct by the police captain or the license officer?

CHIEF COVELL. I would say 95 percent by the police officer assigned to license.

MR. HANNOCH. And is there one person in each precinct assigned exclusively to licensing?

CHIEF COVELL. That is true.

MR. HANNOCH. And if his report is negative, the chances are that the person would not get his license, would he?

CHIEF COVELL. Well, the report is not put up as a positive or negative. We furnish the information to the ABC Board, who make the final determination whether or not. Naturally, we present all the man's good points as well as all of his bad points. If the captain wishes to make a recommendation on it he may do so. But the determination is made by the ABC Board.

MR. HANNOCH. But there is a recommendation generally from the local police precinct?

CHIEF COVELL. To that point where they say they have no objection. But most cases it goes along through that way. But when you get one where for some reason the man should not have a license, the captain makes a recommendation that it not be issued. But that is not final. It goes to the ABC Board for their final determination as a Board.

MR. HANNOCH. What other duties does this license officer have in the precinct?

CHIEF COVELL. With few exceptions, in the case of special details, we will say at times handling a school closing, a traffic closing, where there is a necessity, the majority of his time is spent on licenses.

THE CHAIRMAN. In other words, he does have other duties if the situation requires?

CHIEF COVELL. That is correct. We take him off of licenses when necessary, but the majority of his job is licenses. It is a large job, as you will see from the records I can produce.

MR. HANNOCH. Now we will pass over to the question of enforcement and supervision of the operation of these licensed establishments. Who has charge of that in the precinct?

CHIEF COVELL. The commanding officer is responsible for all of the licensed business places in his precinct. The officer on the beat, the supervising officials, are supposed to supervise those particular locations. And when an arrest is made, the report is made to the commanding officer. If the arrest is such that it should be reported to the ABC Board, then a report is forwarded to the ABC Board for appropriate action. It is not made in the form of requesting charges. All the facts are presented to the ABC Board for their determination.

MR. HANNOCH. What are the classes of cases which require or result in your bringing matters to the attention of the ABC, and the other classes in which you do nothing?

CHIEF COVELL. May I read from the official orders of the Department?

Members of the force who observe violations of the alcoholic-beverage control regulations in or about any licensed premises, such as sales after hours or at other prohibited times, sales to minors under 18 years of age, sales to persons of known intemperate habit, sales to intoxicated persons, disorderly conduct

which the management makes no effort to suppress or control, and open solicitation of prostitution with the knowledge of the management.

Mr. HANNOCH. How many cases would your records which you appear to have here indicate that you reported to ABC for action during the last year or whatever period of time your statistics cover?

Chief COVELL. January the 1st, 1953, to date, 117.

Mr. HANNOCH. And how many of those related to instances in which liquor was sold to juveniles?

Chief COVELL. In 1951 there were 4. In 1952, 25. In 1953, 27.

Mr. HANNOCH. Those are all the reports that you have of the entire District of sales of liquor to juveniles that have been brought to the attention of the police?

Chief COVELL. That is correct.

Mr. HANNOCH. Now, do you know what happened to those cases?

Chief COVELL. Not individually; I would not.

Mr. HANNOCH. They were sent over to the ABC board for action?

Chief COVELL. Correct.

Mr. HANNOCH. Do you also prosecute these offenders criminally, as distinguished from having action taken with respect to their licenses?

Chief COVELL. On charges where they have violated either the law or the regulations of the District of Columbia.

Mr. HANNOCH. For example, it would be against the law, with respect to these 24 cases, for sales to have been made to juveniles, would it not?

Chief COVELL. I would say yes.

Mr. HANNOCH. How many of those 24 cases do your records show were prosecuted by the police?

Chief COVELL. I am sorry. I don't have those figures, but I would be willing to get them for the subcommittee. I know there have been cases where they were charged, for instance, with contributing to the delinquency of a minor. How many in this particular sense, I don't know, because we are speaking here of licensed places or premises, and there may be in my mind a case where someone gave an intoxicating beverage to a child that was not a licensee.

Mr. HANNOCH. Maybe my inquiry wasn't very clear. In these 24 cases, you thought them sufficiently serious to present them to ABC for investigation and action with respect to the licenses?

Chief COVELL. Yes, sir.

Mr. HANNOCH. Was there any reason why those cases should not also have been prosecuted criminally?

Chief COVELL. I couldn't say, unless I knew what the offenses were. I mean by that, just what constituted the offense, how serious it was. I have 25 cases. I don't know the facts in the case, and I wouldn't be in a position to say what should have been done until at least I reviewed those facts. Speaking of that, I would say that they should have had what we call a criminal action.

Mr. HANNOCH. That is what I wanted to find out. I would assume so.

May I just interrupt my trend of thought to ask you a question which I should have asked before: Do you recall any cases in which the police have reported that a license should not be granted and one was nevertheless granted?

Chief COVELL. Offhand, I don't know of such a case. I don't say that it didn't happen. But I don't know of such a case from my own recollection.

Mr. HANNOCH. All right. To what extent do your licensed officers go out into the highways and byways to investigate whether the liquor laws are being violated, as distinguished from the ordinary patrolman?

Chief COVELL. I would say as far as the actual observation for the enforcement, it would be minor from the license officer's standpoint and major from the beat officer's standpoint. Because the license officer—as I say, the majority of his work is confined to the investigation, which is primarily in the daytime. And because of that, he does not come in contact with, I think, what is the question before the subcommittee, mostly at night time. The license officer works all daytime, and, as I say, most of his work is collecting data for a character investigation and interviewing people in the neighborhood when that is necessary, and making measurements to see whether the church or school was within 400 feet, and so forth.

Mr. HANNOCH. Well, in those we are not particularly interested at this time.

Do those license officers in the District have discretion as to whether or not to report to your office violations which in turn have been reported to them?

In other words, if a police officer in a precinct calls attention to some state of facts to the license officer in the District, has the license officer any jurisdiction to determine whether or not to transmit it to headquarters?

Chief COVELL. No, sir. I evidently haven't made myself clear. The license officer is not set up in any manner just for the control of, we will say, an ABC license. He is just a private, just the same as any other private; just like we would assign a private as being a schoolboy coordinator or to handle parking. The officer who finds a violation in that particular establishment would not bring it to the attention of the license office. He would bring it to the attention of his superior officer, in most cases to the lieutenant or the captain. When the action is taken there would be a copy of the report put in the license officer's file, so that that would be there for his future information. But the license officer's duties are strictly investigative from the standpoint of license. There is no instance where the uniform or plainclothes officer would report to a license officer.

Mr. HANNOCH. I see. This FBI report that you referred to is strictly limited to a thumbprint, isn't it?

Chief COVELL. He takes the entire set of fingerprints.

Mr. HANNOCH. But that is limited to fingerprints?

Chief COVELL. Yes; I didn't mean to correct you.

Mr. HANNOCH. That is the extent of the FBI report?

Chief COVELL. That is right. And then we get from the FBI any other criminal record that the man may have in another jurisdiction. We have, naturally, our own check here.

Mr. HANNOCH. How many investigations have been made in which no complaint was made to the ABC?

Chief COVELL. That I couldn't answer, sir.

MR. HANNOCH. In other words, you do have some complaints that come to your attention involving sales to juveniles which you do not refer to the ABC?

Chief COVELL. No; I wouldn't say that, sir. I would say that we get complaints against the operator of an ABC establishment that do not come in, but I don't say that they would be juvenile complaints. I can't imagine, from my own belief and my 31½ years as a commanding officer of the downtown precinct, that any commander would withhold a report relative to a juvenile being involved.

This paper I just read, this order of the Department, says you must forward those. But the type I have in mind is where a man will come on the premises that had been drinking, or a woman, as the case may be, and after the waitress gets the order and she determines that the person is too far under the influence and doesn't want to serve them, the person refuses to leave and the management calls the police and the police take the person out. I feel, personally, that is definitely not the fault of the establishment, and even though that would be reported to me as the commanding officer of the precinct, I would not report that to the ABC Board. If there was the same type of situation, where the person was served, and one of my officers came in and caught that person in an intoxicated condition, and the manager had made no effort to get rid of him, had not called the police, that type of report would go. But I can't conceive of a commanding officer withholding a report in which a juvenile was involved.

And, incidentally, the Women's Bureau comes in on that also, and they make such reports, and they are then sent to the commanding officer and are then sent to the ABC Board.

MR. HANNOCH. So the only cases that have come to your attention for the year 1953 in which juveniles were involved in any way relating to violations of the liquor law amount to about 25?

Chief COVELL. Twenty-five 1 year; twenty-seven another.

MR. HANNOCH. Now, could you explain very briefly the system that we discussed this morning, whereby the operator of a private dancehall or arena procures the assistance of the police for patrolling or protection purposes, and how those charges are fixed, and what they represent?

Chief COVELL. Well, in the first place, the incident I believe you refer to is the first incident to my knowledge where there was any such thing as applying for police protection. It is customary, has been for years, to immediately police any area where there are large crowds, whether it is a dance or a parade or whatever it might be. And this particular incident here was the first, to my knowledge, in which the manager asked to have the men taken away, and then asked to have them put back.

Now, this came about from the public law—I don't have the number right here with me—that set up the system of charging for the services of a police officer in and about the premises.

The CHAIRMAN. When you refer to the public law, you mean an act of Congress?

Chief COVELL. An act of Congress; yes, sir.

I might say at this time that there is, I understand at present, a Member of Congress who is going to put another bill in to change

that particular act of Congress or to amend it in some way, that will even go further. It seems like there were some—I don't want to say "faults," but there were some things in that particular act that didn't cover the field far enough, so that after the public law was put into effect, we started to bill the various establishments for the number of men that were used in connection either with a boxing bout or a baseball game or football game or whatever the case may be. And there were protests that they didn't want to pay it. I did not attend the meeting. There was a meeting held to try to straighten that out, and someone agreed that there were some legal difficulties in the enforcement of it. And out of it came an agreement that these particular organizations would be willing to pay for the services of these police officers.

The reason that the objection came about was because in some cases we put a very large number of men out, and the particular owner of the premises said that they didn't think that that was necessary, although the public law left it up to the Chief of Police.

So presently we are charging at the rate of \$2.23 per hour, and the only three organizations or license places that are paying are Griffith Stadium, Turner's Arena, and Uline.

Mr. HANNOCH. What is the last one?

Chief COVELL. Uline—Uline Arena.

On a football detail, we place 20 men there for a term of approximately, I would say, 80 hours. For a college football game, we only put 10 men there. It doesn't create the congestion a professional game does. That is 40 hours. A baseball game, unless it is something out of the ordinary, where they are either playing very good or there is a chance of coming into some position up high on the chart, there would be 10 men.

At Turner's Arena, whenever there is a dance or boxing or wrestling, we put 2 men, and at Uline's we put 3 men.

Now, we detail men from other precincts to go to that particular precinct. And that does not mean that that is the only man there. The lieutenant or the sergeant or the corporal or one of the officials on duty would also be there to supervise that detail. And that does not include the man on the beat, who would also have supervision of the area in which those locations lie.

At the larger one, the football game, you will find one of the District inspectors will be around; if the detail is larger, the District inspector, or, if it is 1 or 2 men, maybe a sergeant or a lieutenant, as the case may be, according to the importance.

Mr. HANNOCH. Do these establishments also have private police officers, in addition to yours?

Chief COVELL. I understand that Turner's did. They were putting some in there. And there came a time when they said they could handle the thing without paying for the services of our men, and on a trial basis they were permitted to do so.

I might say, as to these special police officers, these men that fill in, they are all commissioned under an act of Congress that commissions them as special police officers. They have the same power as a police officer, as I would have as a police officer, except it is limited to the premises in and about the premises for which they are commissioned. They have every right to make the arrest, the same as I do, only they are paid by the corporation or the particular business.

According to my information here, after those police officers had been taken off of that detail, and Lieutenant Rector went there and found out that things were not the way they should be, he made a report, and out of that came a request by their attorneys to have our men put back. But in doing that, in placing these officers around at the various affairs, due to the limited personnel, it is necessary for us to take men from the various precincts, and it results in less police protection in those precincts.

The Chief of Police over a year ago stated publicly—and a Member of Congress is working on the bill—that the men who are off duty as police officers would be permitted to take such jobs and be paid not by the management, but the management would pay the District of Columbia, and in turn they would be paid for their services. And in that way we would not lose the services of the men who were supposed to be actually on duty at that time.

It would augment the force with men who normally would not be on duty.

MR. HANNOCH. The sale of liquor, hard liquor, to persons between 18 and 21, seems to be handled on a different sort of basis than sales to juveniles under 18 years of age, according to your notice here.

In cases where you have violations of sales to persons between 18 and 21, are those cases also referred by you to the ABC Board?

CHIEF COVELL. If we determine that that violation was not beer. In other words, a person 18 years of age can purchase beer.

MR. HANNOCH. Beer and light wine?

CHIEF COVELL. Beer and light wine. If we learned that that person had, hard liquor, then that would be sent to the ABC Board. But naturally, if the person was intoxicated off of beer, and he was 19 years of age, and was permitted on the premises, the report would still be sent in.

Naturally, on the over 18, they would go to court, and not to the juvenile people—charged with intoxication.

MR. HANNOCH. To your knowledge, how many liquor licenses have been revoked in the District?

CHIEF COVELL. I don't have those figures, sir.

MR. HANNOCH. Have you any other statistics that you want called to our attention?

CHIEF COVELL. I would like to say this: that the number of licenses that are not reported on by the police department is 28,932, and the licenses that are, 10,885, with 1,897 ABC and 441 of others, which means 41,155 licenses issued in the District of Columbia, of which I would say, with the exception of 28,000, the Police Department are involved in some manner.

MR. HANNOCH. Forty-two thousand of different kinds of licenses that are issued in the District?

CHIEF COVELL. Well, that is not different kinds. I think it is 81 different types of licenses. But the number of licenses that are issued are 41,155.

THE CHAIRMAN. That is the total number of licenses in all categories?

CHIEF COVELL. That is correct, sir.

MR. HANNOCH. And of that group, which ones are subject to police supervision?

CHIEF COVELL. May I read them?

Mr. HANNOCH. Yes.

Chief COVELL. Auctioneers, auction sale permits, billiard parlors, bowling alleys, boarding houses, carnivals and circuses, convalescent homes, deadly weapons, detective agencies, employment agencies, fire-works, public guides, public halls—and that is your dancehall: we don't have what is termed a dancehall; they use public halls for various reasons—lodging houses, massage establishments, mediums and fortune tellers, mechanical amusement machines, the motor vehicle drivers school, parking lot attendants, rooming houses, second-hand dealers, shooting galleries, solicitors, swimming pools, and tenement houses.

Mr. HANNOCH. And they total approximately 28?

Chief COVELL. No, they total 10,885. It is 28,000 that we do not act upon.

Now, I do have those if you wish.

Mr. HANNOCH. No; those are the rest of them.

Have you any suggestion that you could make to the subcommittee which would make for a better supervision of the sale of alcoholic beverages to children under the age of 18?

Chief COVELL. Maybe I shouldn't say it quite this way. I don't know of any. I think that we have a very good system. I don't say that there have not been cases where for some reason or other it didn't get through, that statement I made about the juveniles.

The CHAIRMAN. By "didn't get through," you mean—

Chief COVELL. I mean didn't get through to the ABC Board. I am not in a position to say that there has never been a case in the Police Department where an incident occurred and the report did not get to the ABC Board.

Mr. HANNOCH. That wasn't what I was intending to ask. Not for the purpose of getting reports in to ABC, but something which would give a better control over the sale of alcoholic beverages to children under 18, right in the saloons, in the taverns. I don't mean getting it into the ABC. I mean the actual police control.

Chief COVELL. I say from my viewpoint I am of the opinion that the control we have is satisfactory. I believe that with the enforcement that we are giving it, we are going a good job. Maybe that is patting yourself on the back. But I have been here 23 years, and I have never seen a police administration, from the chief of police down to all the officials and the men, that was more conscientiously trying to protect the public and give them the type of enforcement to which they were entitled. I say I don't doubt that we have made mistakes. But I don't know anything that I could offer as far as juveniles being sold liquor was concerned that would improve the present situation. I have my own theories on the subject matter in which you gentlemen are investigating, which is termed juvenile delinquency, but it has nothing to do with just delinquency. It is juvenile delinquency. And I stated that publicly in April of this year, and I think the Evening Star carried the article.

The CHAIRMAN. Chief, the subcommittee recognizes that the drinking part of juvenile delinquency is just one phase of the matter.

Chief COVELL. That is right.

The CHAIRMAN. We are not here to criticize the Police Department or any other agency. What we are trying to do is, as a fact-finding committee, ascertain those areas in which we can make corrections.

Chief COVELL. Well, may I cite one incident?

The CHAIRMAN. Surely.

Chief COVELL. Believe me when I say this. I intend no criticism of the court or the ABC Board, because I say that the courts and the ABC Boards have worked with the Police Department very closely, and I have nothing but the very highest of praise. But as the commanding officer of the first precinct, I received information that a location in my precinct was running wild. In other words, the men on the beat told me that things were going on in there that should not have gone on. I immediately sent some undercover men in there, and I made what I considered a very good investigation. After making the investigation—I didn't make it personally; my officers made it—we applied for a warrant for a disorderly house; considering the fact that with "disorderly house," we could close the premises and take it to the ABC Board and take the license.

After making the application, we received the warrant, on the information that we had gathered. After obtaining the warrant, we served the warrant. The next day, in court, on a motion—

The CHAIRMAN. Were juveniles involved in this case at all?

Chief COVELL. Well, I would say if they were not juveniles, they were very young people.

Being a police officer, I don't say that a person is a juvenile unless I have their birth certificate. I don't think just to say that a person is a juvenile is the answer. But I say they were young people.

There were young servicemen, and there were prostitutes. And it was pretty much a wild place. I couldn't say definitely that they actually were juveniles, but they were young.

The next day in court, the case was dismissed on a motion granted by the judge. Then the district attorney's office appealed the dismissal. It went to the Court of Appeals. It was in the Court of Appeals from the beginning of the case, which was in 1951, until 1952. In 1952, the Court of Appeals ruled in favor of the Government. In the meantime, Mr. Payne, I think, had been in contact with me a number of times about bringing the case before the ABC Board. The reason I couldn't bring it before the ABC Board was that my evidence would be exposed at a hearing and I would lose the value before the court, where I considered it was more important.

Then on May 14, the case was nol-prossed by the assistant district attorney on the grounds that the nuisance had been eliminated. The nuisance had been eliminated, due to the fact that we had closed the man up and he finally had to go out of business and go somewhere else.

I don't know if he ever got another license.

But I am just trying to show you there the difficulty legally, with no obstructions.

The CHAIRMAN. You say the case was nol-prossed?

Chief COVELL. Yes, sir.

The CHAIRMAN. Did it then go to the ABC Board?

Chief COVELL. Yes, sir. The case got to the ABC Board. I don't recollect that last part of it, but it got to the ABC Board, because there was some controversy over this man getting a license somewhere else. I don't think, to my knowledge, that he did get a license in any other place.

He applied for a new license, and it was denied on January 29, 1952.

So I am just trying to show you not the obstruction but the difficulty in enforcing the regulations. And none of that is the fault of any organization. They have legal redress; they exercise the legal redress, and it goes even to the court of appeals, as I have said before. All the agencies have cooperated with the police. I have nothing I could add. It is all there. The only thing we have got to do is make it stick. I felt like that should have stuck, but it didn't. We put him out of business, but we didn't put him out of business the way I think we should have put him out of business.

The CHAIRMAN. Laws made by men will always have their limitations.

Chief COVELL. I didn't mean that as criticism, sir.

The CHAIRMAN. There are one or two questions I would like to ask. How many plainclothes men do you have in your department that are policing taverns and saloons, places where alcoholic beverages are sold?

Chief COVELL. Well, the only thing I could say to that, sir, is that we do not have men set up primarily for that particular assignment. We have several hundred men assigned to plainclothes duty, and they frequent those places for the idea of suspects, and getting information.

The CHAIRMAN. All sorts of police work?

Chief COVELL. Yes. But years ago, we had what was known as an ABC squad, and our present chief of police was a member. But that was abolished years ago, and the supervision of those places is to the commanding officer.

The CHAIRMAN. So your men who are operating today have a multitude of duties?

Chief COVELL. They certainly do. No question about it.

The CHAIRMAN. Now, wouldn't it be helpful—I don't care whether this proposal I am about to make would attach itself to the Police Department or to the ABC Department—would it not be very helpful to have a reasonable number of plainclothes people policing these violations in the taverns and saloons and licensed places? Do I make myself clear?

Chief COVELL. You do; yes, sir.

The thing is this: Years ago we had that. Maybe better heads than mine decided that they should get rid of it. Up until such time as I would be able to say that our present system is not working, I would feel that we would have more service, or better service, from those men elsewhere. If we had plenty of men, I would say that would be a good idea. But as limited as we are as to the number of men we have—

The CHAIRMAN. I recognize your limitations.

Chief COVELL. Yes, sir. But I won't recommend it under the present conditions.

The CHAIRMAN. I think you will agree with the Chair that if a policeman in uniform walks into a tavern where there have been violations, the tavern keeper and all his employees are immediately on notice.

Chief COVELL. That is correct, sir.

The CHAIRMAN. Where as a plainclothes man could walk in and operate discreetly, and probably gather evidence that otherwise couldn't be gathered.

Chief COVELL. Well, contrary to, I think, the opinion of a large number of the public—

The CHAIRMAN. Now, this is not critical, Chief.

Chief COVELL. No. I understand.

The CHAIRMAN. Because I recognize the great problem of the Metropolitan Police Force here. I had the privilege of serving on the District Committee for 2 years, and I enjoyed that service. I know there are many problems you have here in your Nation's Capital. What I am trying to find, as one member of this subcommittee, is how we can strengthen the arm of the law so that these juvenile delinquents, whether they are delinquent or otherwise, can be protected against all sorts of abuses.

Chief COVELL. I would like to say, first, that the best way, in my idea, to strengthen the Police Department is the fact that 8 years ago the Metropolitan Police Department requested 2,500 men, and today we have 2,100. In other words, 8 years ago we recognized the need for 2,500 policemen. Today we have 400 less than that. We have an increased population. And we have more difficulties as far as the enforcement of the law is concerned.

Now, when you spoke about the plainclothes men: The men who made the investigation for me in Leo Marty's place there, were people who were put in plain clothes. In other words, we would take a uniformed man and put him in plain clothes and let him work for a period that was agreeable to the Chief of Police. And there was never any question as to what was being done, so that the man's service would not be lost. And those men went into those places. But most of the public think we are out to arrest people. Prevention is primarily the duty of the uniformed police officer. And if that uniformed police officer can go anywhere in his uniform and by his mere performance stop the happening of a crime or the violation of a regulation, we are satisfied. When we point out that the uniformed man's actually being on the scene is not sufficient, we then send in the plainclothes man or the uniformed man who has been placed in plain clothes temporarily.

The CHAIRMAN. Yes. But, of course, you have not enough plainclothes men or uniformed men to police over 2,000 licensed places, have you?

Chief COVELL. That is correct, sir.

Now, we have got complaints from business places that we were policing them too much. And we have investigated those places as well as the ones where we get a complaint that we are not policing them at all, or to the extent that the complainant thinks we should police them.

I did have a statement. It is not a prepared statement, except that I would like to say that with few exceptions the Washington businessman is of excellent character. To my knowledge, personal knowledge, they comply with their laws and regulations, and they are serving on most of the civic committees that we have throughout the District.

Our citizens' associations deal closely with the Department. Chief Murray has attended a great number. I think he has visited almost every civic organization in the District since he became Chief of Police, and I have done as much as I could along the same line. And

I am satisfied that those people would be the first ones to bring to our attention any laxity on the part of the police department relative to juveniles. There is a big problem on juveniles. And I believe that they would bring that to our attention.

But I must point out that our penal institutions and our juvenile institutions are crowded, and those people were put in there by police.

Mr. Klemmer has made the statement, which I think was carried in the press, that there are more people detained in penal institutions in the District of Columbia than there has ever been in the history of the District of Columbia. And I have seen in the paper just recently that the various juvenile institutions are so crowded that they are sleeping them in the halls. That all came about by police action. Maybe in some rare cases there may not be a police action, but the majority of it is police enforcement all down the line.

Maybe I shouldn't touch on this, but I do believe that the subcommittee should know it. I did read in the paper where there was a small child in a tavern. There is no law that I know of in the District of Columbia that stops the parent from taking his child into a licensed ABC place. In fact, we brought to the attention of the proper authorities three such cases in our precinct as to parents taking a child into an ABC place, and we were informed at that time that it was not a violation, even to the extent that the parent could give an alcoholic beverage to his own child. Now, that was carried widely in the press here, that it was no violation.

On the drinking by juveniles, from the standpoint of the police making such types of cases, you have first got to be able to say that it is a child. In other words, in court, you must produce a birth certificate, and you also must be able to say that the particular liquid was an alcoholic beverage.

The CHAIRMAN. The subcommittee takes judicial notice of that fact.

Chief COVELL. Yes, sir. There are many occasions when a police officer will observe a person drinking in public, and by the time you get up to them they have consumed the contents of the cup or the bottle, and then destroy it. It may be a liquor bottle that they have. It is very difficult for us to charge that person and make a case stick.

Mr. HANNOCH. Well, now, if you wanted to apply that, you would never get anybody arrested for anything, would you? A fellow would say, after he hit somebody, "I was standing here waiting for a trolley car," or "The merchandise wasn't stolen," or "I didn't know it was stolen."

Chief COVELL. I would say on the question of stealing, there would be no question, sir.

Mr. HANNOCH. But you would find it very difficult if you saw somebody serving children 12 to 18 years of age being sure that the child was under 18? Of course, if you had a birth certificate, it would be easy.

Chief COVELL. At the time we go in, we do not need a birth certificate. I agree. But when we take the child into court, we need a birth certificate.

Mr. HANNOCH. You could always find reasons for them not arresting people. Maybe what they are drinking out of a bottle is iced coffee. But you can smell.

Chief COVELL. I don't want the subcommittee to think, though, for one moment, that we acknowledge widespread drinking on the corners or in these places. I have no such information. I merely say that I have seen, myself, where a person seated in a car would put something up to his mouth and drink. And to go into that car and arrest that person, because I think they are drinking something alcoholic—it could be medicine. I wouldn't know.

Mr. HANNOCH. I am not suggesting that. This testimony is so at variance with what has been submitted to us, and not by only two witnesses. We could have put on very many more. We just didn't want to take all the time of the subcommittee. But I am just trying to sort of figure out where the dividing line lies and how the facts seem to be so different.

However, that is all I have, Chief.

The CHAIRMAN. The Chair wants to state for the record, Chief, that he recognizes, as one member of this subcommittee, that the businessmen of this District do cooperate wonderfully with their Government. They are interested in the District of Columbia. I have lived here now for 5 years, and I have really lived here all that time, too. And I have appreciated knowing many of your leading businessmen. I do now only wish we could get the Members of Congress as interested in the District of Columbia as the businessmen are interested in their home community. Because the Congress is responsible for the District. And until they realize fully their responsibility as a whole, we are going to continue to have troubles here.

Now, there is one more thing I wanted to say to you. This subcommittee is actually trying to help the police of the District. We are trying to help the police all over our Nation. Because if we can minimize juvenile delinquency, then we have reduced the police problem of the future for our country.

Chief COVELL. I agree with you a hundred percent.

The CHAIRMAN. Our aim was entirely to cooperate with and help the police, and we know that we are going to have the help of the police departments in every city in this country.

Chief COVELL. I believe, Mr. Chairman, that your investigators will tell you that they were immediately told, when they came to the Police Department, that we had no secrets; that they were entitled to receive everything we have, with our 100 percent cooperation. And that goes for any member of the subcommittee or any Member of Congress. If there is anything you can tell us to do to help in this fight against juvenile delinquency, you can rest assured that the Chief of Police and every official and man in this Department will do it.

Personally, my feeling has been, and I have stated it publicly, as I said before, that it is going to have to start in the home, and you are going to have to have religion in the home. And it is going to have to be done individually. Collectively, you are not going to reach the goal that you are seeking. And I believe in our work we have 22,000 boys in our Boys Club. We have 9 clubs in 2 camps. And we deal with those boys individually. And I feel that that is the thing that is going to have to be reached. You are going to have to get to the boy or the girl, and you are going to have to require parental responsibility. That is the trouble today, in my personal opinion. We see it. We arrest a boy or girl, as the case

may be, and we notify the parents, and they say, "I am too busy. I will come down in a couple of hours and get the child."

Naturally, we are required to turn the child over. We see that there is a breakdown in the home, a breakdown in the responsibility of the parent. I think that is the basis of it.

The CHAIRMAN. There is great merit in what you have said.

Chief, we are very grateful to you for your appearance here today.

Chief COVELL. I thank the subcommittee, sir.

Mr. HANNOCH. Mrs. Smith?

The CHAIRMAN. Mrs. Smith, do you swear that the evidence which you will give before this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Mrs. SMITH. I do.

Mr. HANNOCH. Mrs. Smith, will you tell us what your occupation is?

#### TESTIMONY OF MRS. YVONNE FRANKLIN SMITH, SOUTHEAST NEIGHBORHOOD COUNCIL, WASHINGTON, D. C.

Mrs. SMITH. Yes, sir; I have a prepared statement to make. I am a housewife.

Mr. HANNOCH. You are a housewife. Do you have a statement you want to submit to us respecting certain phases of the juvenile delinquency problem?

Mrs. SMITH. Yes, sir; and I would like to read it, if I may.

Mr. HANNOCH. You may present it to us.

Mrs. SMITH. Mr. Chairman, my name is Mrs. Yvonne Franklin Smith.

Mr. HANNOCH. Will you talk a little louder, please?

Mrs. SMITH. I represent the Southeast Neighborhood Council. It is a community organization which was established 15 years ago to seek constructive remedies for the social ills of what is called Old Southeast Washington. Our membership is made up of Negro and white professional workers in the social field: School teachers, policemen, public health and visiting nurses, settlement house workers, ministers, playground directors, lawyers, as well as laymen employed in nonrelated fields. Our president, Mrs. Beth Young, is assistant director of Friendship House, one of the city's oldest settlement houses.

In short the members of the Southeast Neighborhood Council are familiar with the problems of our young people with whom they work every day. For that reason, we feel justified in appearing before this subcommittee to testify on the need for the establishment in Washington of adequate child-guidance clinics, and specifically a clinic in Old Southeast Washington. Because all the clinics that are available are in Northwest with one at Catholic University in the Northeast.

First, let's define terms. A child-guidance clinic, as we speak of it, is a clinic devoted to the treatment of youngsters with serious emotional problems. Not children who are mentally defective, but those found to be socially maladjusted to such an extent as to mark them as the potential misfits—and possibly the troublemakers—of tomorrow's adult world.

We are talking about a clinic staffed with men and women skilled in the fine art of straightening out these troubled children while they are still malleable in personality and unhardened by the bad com-

pany into which they might otherwise be thrown. Also at such a clinic, anxious parents can gain new insight into helping their children over these emotional humps.

Let me first say a word of commendation for Police Officer Wade Baucom of the fifth precinct, a member of our council. It was his personal survey of truancy in Southeast schools that led us to recognize the need for clinics to deal constructively with increased delinquency.

Mr. Chairman, the use of child-guidance clinics is an accepted, approach to the problem which faces our city.

On the fact sheet which we have passed out to each committee member, you will see a brief statistical résumé of the clinical facilities existing today in Washington. With it, an indication of the number of children requiring clinical aid. This is based on a survey which the Southeast Neighborhood Council has made within the past few weeks. The survey was made with the wholehearted cooperation of officials of the school system, public health department, juvenile court, and the private institutions involved.

And I have with me, which I should also like to submit for the record, statements which were given to me by Mr. Shea, of Public Welfare; Mr. Palmieri, of Juvenile Court; Dr. Leopold Wexberg, of the Child Guidance Center; and one other from Dr. Foster, who is head of testing in Division 1.

The CHAIRMAN. Without objection, those statements will be received and made a part of the record.

Mrs. SMITH. Thank you.

(The statements referred to were marked "Exhibit No. 9," and read as follows:)

#### EXHIBIT No. 9

##### STATEMENT OF DR. RICHARD FOSTER, ASSISTANT SUPERINTENDENT, EDUCATION RESEARCH, PUBLIC SCHOOLS, DIVISION 1

There is unquestionably a great need of additional clinical facilities in the District of Columbia for children who are socially and emotionally maladjusted. The psychological counseling services in the public schools are doing good work but are seriously handicapped. The school system itself provides no psychiatric service at all. Even if the schools were adequately staffed and equipped for the study and diagnosis of problem cases, there would still remain an appalling shortage of clinical facilities for the treatment of behavior disorders. Many parents cannot afford to take their children to a private practicing psychiatrist and the available public or semipublic clinics in the city have long waiting lists of applicants. School efforts to have a pupil referred to the child-guidance clinic of the Health Department, for example, have often been nullified by the clinic's inability to take on the case within a reasonable period of time.

For this reason, I strongly urge that funds be sought to provide more adequate programs of clinical study and treatment as well as special educational facilities for the prevention and alleviation of behavior maladjustments in children.

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##### STATEMENT BY GERALD SHEA, HEAD OF DEPARTMENT OF PUBLIC WELFARE

All areas of public welfare are daily reporting increased need for diagnostic and treatment clinics for emotionally disturbed children and their families. The greatest need exists in the Child Welfare Division of the Department of Public Welfare in its Protective Services Unit. To get at the disturbing situations before they become a crisis it is important to note that the services are needed not only to the children but also to the parents of the children in the community as well. The stress of insecurity and frustration under which children are

living today and for the most part have lived for their entire life is becoming increasingly evident among both delinquent and dependent children. The area of preventive services for the community children as well as children who must be separated by court action from their families is one of the greatest lacks in this city.

Children in institutional care for detention purposes only, as well as children in institutions either for delinquent or dependency are in need of treatment. Our institution superintendents report that approximately 20 to 25 children in our larger institutions and at least 12 in our smaller institutions are in need of continuing treatment service.

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STATEMENT OF HENRY J. PALMIERI, HEAD OF SOCIAL WORK, JUVENILE COURT, IN SUPPORT OF SOUTHEAST NEIGHBORHOOD COUNCIL'S REQUEST FOR ADDITIONAL CHILD-GUIDANCE FACILITIES

In the cases that come to our attention at the court there is a number for whom we feel there is a need for handling and treatment on a clinical level. Presently we do not have adequate community resources of this kind that would permit us to make referrals without anticipating lengthy delays between the time of referral and the time that a clinic would be able to see a youngster. Exceptions are sometimes made, but this is of course rare. The anticipated delay, based on experience, is of such length that frequently we do not consider it wise, and in some cases we are unable to wait, and develop alternate plans, which in these instances are not always the best plans.

In looking at this recommendation from a businesslike point of view it would seem to me that it would be good business for us to provide clinical facilities which would help to keep a youngster in the community, rather than close our eyes to his need, putting him in an institution where the cost for his care is many times more than would be the cost of providing him with out-patient psychiatric treatment.

For a long time we have been talking about prevention. The time has come, late though it may be, when we had better bridge the gap between talking and doing something for the youth that will not only save tax dollars but prevent untold misery, heartache, and anguish which attends every situation when youngsters have to be taken away from their homes.

If we really believe that behavior is not born, but that it develops, it grows, it is shaped and molded by adults who from the very beginning have the responsibility of having brought the child into the world, and secondly, provide the resources by which youngsters are supposed to develop—then it is time for us to realize that perhaps the machinery we created to help them grow is now broken down.

If we need look at this in terms of dollars and cents, then let us think of this. It costs from \$50 to \$100 a year to provide out-patient care for each child; it costs a minimum of \$1,900 in an institution.

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STATEMENT BY DR. LEOPOLD E. WENBERG, CHIEF OF BUREAU OF MENTAL HYGIENE

The demand for out-patient care of emotionally disturbed children is ever increasing. In spite of the fact that facilities in the District have about doubled during the last 8 years, the waiting list of those in need of treatment has not been substantially reduced. It is proved that increase of facilities is still very inadequate to meet the demand. At the same time it is quite obvious that further development of out-patient care is the only possible way of reducing the staggering costs of hospital treatment of mental patients. Therefore, every dollar spent for increased out-patient facilities will save many more dollars for hospital care. That alone is a tremendous amount of human misery and social distress which cannot be expressed in figures.

Mrs. SMITH. Washington's only public clinic is the Child Guidance Clinic of the Bureau of Mental Hygiene located in Georgetown. As you will note, it was established only 7 years ago—yet the response has been so great that today it has a long waiting list of children requiring treatment. Dr. Leopold E. Wexberg, its director, estimates that a

child accepted for treatment today would have to wait 8 months before his turn came due.

We submit, Mr. Chairman, that to postpone treatment of emotional conditions for as long as 8 months can be as dangerous to the welfare of the child and his community as if, for example, our physical health clinics were so swamped that children with toothaches, broken arms or communicable diseases were told to come back next summer when their turn in line came around.

This fearful condition in which disturbed children are turned away without treatment until months later can only be met by increasing our guidance facilities. The current newspaper stories of the lowering of the age of children in trouble is a certain indication of the gravity of the situation and the need for something more than mere punishment of the young child.

You will note that three private clinics are now in operation in the city, all in connection with the work of certain of our hospitals and medical schools. Their purpose is not nearly so broad as the District's clinic or the Community Chest clinic. For example, one hospital clinic is principally for the purpose of training staff doctors. Another is used primarily to train psychology and sociology students. So, while they are performing a valuable function in the community, they cannot be expected to meet the city's great need.

Now what is the city's need?

First, we know that the need is far greater than the facilities at hand. The 8-month waiting list at the District clinic tells us that. A mental health survey of the District for 1952 gives us a more specific idea. Let me quote from that report:

Surveys by the schools indicate that approximately 2,000 pupils are in urgent need of psychiatric treatment for serious disturbances. An additional, larger number need some form of mental health services to prevent progressive disability. Eight thousand of the pupils are estimated to have some identifiable emotional disturbance. These figures do not include a large group of children who are not in school and are not known to social agencies, but need help.

To illustrate the value which guidance and proper treatment afford our problem—potential delinquent—children, let me cite several examples taken from the files of the District of Columbia Guidance Clinic:

Case A: A 16-year-old boy who had begun stealing cars after an earlier period of truancy. The parents came with him to the clinic last May before he was taken to juvenile court. The boy wanted to quit school. He was given treatment over the past summer and fall, and he went to work to help support the family and to buy himself a car. He is now saving to put himself through college. Just a few days ago the clinic recommended that his probation be lifted this month by the juvenile court. Treatment successful.

Case B: Girl referred from Southeast recommended by counselor at high school. She was unable to concentrate, wanted to be by herself. She drank a good deal because she said it made her feel good, but it was followed by extreme depression. She was found to be highly intelligent. Mixed-up home situation, many fears. Highly gifted, poetic, played piano. Family modest circumstances. She ran away from home to west coast and represented herself as older than she was. Many sex problems. She was returned to Washington and received psychiatric help at the clinic. As a result, she was found to be quite

creative. She became self-confident and able to talk. She went on to a private school to develop her musical ability. Made excellent recovery. Case closed.

If child-guidance clinics are such a sound, constructive way of combating delinquency, why are we lacking in sufficient facilities?

The answer is not because of any opposition to additional clinics. Indeed, Dr. Corning, Dr. Seckinger, Mr. Shea, Mr. Palmieri, and Dr. Wexberg have been pleading for additional clinic facilities. Last year a plan was afoot to create a second District clinic. But that effort became a casualty of budget reductions.

And now I am coming to what I think is the most important part of this testimony, because it illustrates how much sounder judgment it would be to bring our District guidance facilities up to the need rather than to defer action. Let us look for a moment at the cost figures.

If we were to establish a new clinic comparable to the Child Guidance Clinic or to the Washington Institute of Mental Hygiene, the annual cost of operation would be about \$60,000. And the average cost per patient for treatment would run from \$50 to \$100. This expenditure would assure us of treating 300 to 400 more youngsters each year—the troubled youngsters who today can't get into our clinics because they are inadequate. We would surely be preventing a great many of them from getting into serious trouble in the community. That is the cost and the benefit of prevention.

But suppose we just drift along, permitting the waiting lists to grow longer. We will be kidding ourselves dreadfully if we think we have saved \$60,000. Actually, lack of treatment will further crowd the already overcrowded Receiving Home and the Industrial Home Schools. In other words, we will be forced to expand greatly these detention institutions, where the annual cost per child is: Receiving Home, \$3,109; Industrial Home Schools (white), \$1,961, (colored) \$2,025.

Compare these figures with the \$50 to \$100 per case for treatment at an outpatient clinic. We find that the cost of detention for 20 to 30 delinquents is equal to the cost of treatment for 300 to 400 children at a guidance clinic.

This cost comparison takes into account only the direct institutional costs which must be met each year by our District budget. I think it shows that adequate clinics would be a cost-cutting investment for the city. This argument is strengthened when we add the great indirect costs which the community bears when delinquency flourishes.

To sum up, the Southeast Neighborhood Council has found that the city's clinics are doing an effective job of combating delinquency by preventing it.

But we have found that Washington needs more clinics to cut down the long waiting list of children needing treatment, to reduce the number of juveniles who go untreated and end up in trouble that is costly to themselves and to the community.

We conclude that the District must act today to expand existing clinical facilities in order to check tomorrow's waves of juvenile delinquency and adult disorder.

Mr. HANNOCH. Have you made any attempts to have any of these items included in any of the District budgets?

Mrs. SMITH. No; we haven't. Because we just decided to work on this problem a month and a half ago. And we are going to. I mean, this is just the first step.

Mr. HANNOCH. Because I think your story here, which is very well told, is cumulative in the sense that the other agencies are trying to express the same idea. And it should all be channeled through one group, rather than to have everybody make the same suggestion. First thing you know, it becomes confusing.

Mrs. SMITH. Do you think we should go to the Health Department?

Mr. HANNOCH. No; I haven't made any suggestions to that extent. I just mentioned a channeling procedure. Because we are going to have this same suggestion coming to us, I think, from the Health Department and from the Bureau of Social Service, or the Welfare Department.

The CHAIRMAN. Mrs. Smith, I would like to suggest, not officially, but as a friend of the citizens of the district, that you do take this story to the appropriate agencies. Because with your support, they will be encouraged.

Mrs. SMITH. Well, I have talked with Dr. Heath, and went over the testimony with him, so that our testimony would be complementary. But outside of that, we haven't talked with anyone else.

The CHAIRMAN. I might say that the figures of the other agencies will substantially support the figures you have presented here today.

Thank you very much.

The subcommittee will now recess until tomorrow morning at 10 o'clock.

(Whereupon, at 4:05 p. m., the hearing was recessed until 10 a. m., Thursday, December 17, 1953.)



## JUVENILE DELINQUENCY

THURSDAY, DECEMBER 17, 1953

UNITED STATES SENATE,  
SUBCOMMITTEE OF THE COMMITTEE ON THE JUDICIARY,  
TO INVESTIGATE JUVENILE DELINQUENCY,  
*Washington, D. C.*

The subcommittee met at 10 a. m., pursuant to recess, in the Old Supreme Court Room, the Capitol, Senator Robert C. Hendrickson (chairman of the subcommittee) presiding.

Present: Senators Hendrickson and Hennings.

Also present: Herbert J. Hannoeh, counsel; Herbert Wilson Beaser, assistant counsel, and James Bobo, assistant counsel.

The CHAIRMAN. The subcommittee will be in order.

I should like to read in the record a telegram which came from Mr. James F. O'Donnell, executive secretary of the Restaurant Beverage Association of Washington, D. C. The telegram reads as follows:

DEAR SENATOR HENDRICKSON: I have been shocked by some of the statements in the press as to testimony at hearings conducted by your committee concerning drinking conditions in Washington because over the period of my association with the beverage industry I do not believe there is a group of men in this industry that have more respect for laws and official regulations than do our retailers in this city. Of course, there may be a violation here or there. There are human weaknesses in every walk of life because of which there will be an occasional violation of any law ever written, but generally speaking you will find that we have in the District of Columbia one of the most, if not the most, law-abiding group of retailers in America.

Very respectfully,

JAMES F. O'DONNELL,

*Executive Secretary, Restaurant Beverage Association of Washington, D. C.*

Counsel will proceed with the first witness this morning.

### TESTIMONY OF ALAN PAYNE, CHAIRMAN, ABC BOARD, DISTRICT OF COLUMBIA—Recalled

Mr. HANNOCH. Mr. Payne, would you just come back a minute. I wanted to ask you 1 or 2 questions about the case that you referred to yesterday, a recent case involving the sale to a 12-year-old youngster. I have forgotten what the name and address of the place was, but you told us that you had suspended its license for 31 days.

Mr. PAYNE. Yes, sir.

Mr. HANNOCH. You were satisfied that the nature of the offense was such as to warrant a suspension of that kind?

Mr. PAYNE. Yes, sir.

Mr. HANNOCH. What was the aggravated reason for it? Do you recall?

Mr. PAYNE. If I recall correctly, that was a restaurant at 409 Tenth Street NW. It was established that sales had been made to 2 juveniles, 1 a girl about 17; the other of about 12.

The latter was infantile in appearance. If I remember, her weight was 113 pounds, or something like that.

We considered it an aggravated case because of the extreme juvenile appearance of the two girls.

I might add that whenever the Board considers that a suspension of approximately 4 weeks or a month is the proper suspension, we always make it a practice out of justice to the licensee to give him or her the opportunity to appeal to the Commissioners and, therefore, will make it 31 days.

Mr. HANNOCH. So if you had made this sentence 30 days this suspension would have gone into effect?

Mr. PAYNE. Yes, sir; only with one exception, and that would have been if the licensee had taken us to court to enter into litigation.

Mr. HANNOCH. By giving him the one extra day sentence, you gave him the right of appeal?

Mr. PAYNE. Yes, sir.

Mr. HANNOCH. And that appeal resulted in that suspension being set aside?

Mr. PAYNE. It was modified to 10 days.

Mr. HANNOCH. The facts were not in dispute on the appeal; were they?

Mr. PAYNE. As I was informed later by the corporation counsel, the attorney for the appellant did not dispute the facts.

Mr. HANNAH. It was just a question as to whether he should be given a 31-day suspension, or a lesser suspension?

Mr. PAYNE. I was informed after that action that the attorney for the licensee pleaded modification mostly on the grounds that the licensee herself had not been present on the occasion.

Mr. HANNOCH. Was this the first offense in this place of business?

Mr. PAYNE. I believe so.

May I add, Mr. Hannoch, that in answering the questions as to those two cases yesterday, there seemed to have been some inference arrived at by some of your auditors that the Board in answering those questions was critical of the Board of Commissioners.

I wish to make it perfectly plain the Board was not critical of the Commissioners. The lower court does not challenge the finding of the appeal at court in a reversal or modification. The Board thinks as it saw it, the Commissioners as they saw it, and I have full confidence they did what they thought was right.

Mr. HANNOCH. All right, sir. Thank you for coming back.

Mr. PAYNE. Thank you very much.

May I make one correction on the record, Mr. Chairman?

In answer to a question of Mr. Hannoch yesterday as to the number of police reports received by the Board, I misinterpreted the memorandum that had been handed me by our clerk and said that from 70 to 80 reports were received every month. I find that by actual count that in the present calendar year up to this week, we have received 115 reports in all. For the calendar year of 1952, 129 reports.

I did not have time to get the figures for 1951 and 1950, but in 1949 it was 70 reports.

Mr. HANNOCH. So instead of being 80 a month, it is one-hundred-and-some-odd a year?

Mr. PAYNE. Yes, sir.

Mr. HANNOCH. About 10 a month?

Mr. PAYNE. Yes, sir. I might say that they are coming in in larger numbers in the last several months than previously.

Mr. HANNOCH. Any large number the last several days?

Mr. PAYNE. We had, I would guess now, at least a dozen in the last 10 days; yes, sir.

I might say further that the Board has not been critical of the police department. We lean very heavily on that department. We have a very high respect for that department. The cooperation between the department and the Board is excellent and nothing that was said yesterday should have been interpreted as being critical of the department.

I feel personally—I believe the Board joins with me in the feeling—that we have too few police officers in the District to handle the multiplicity of tasks that they do have.

The CHAIRMAN. The Chair would like to observe that it has read the record of yesterday and the record confirms exactly what you have said here this morning in respect to the police department.

Mr. PAYNE. Yes, sir; I am glad to have the opportunity to correct those figures. It was my misinterpretation of those figures.

May I say that the Board is also at the command of the subcommittee or its investigators for any information we may be able to afford.

The CHAIRMAN. Well, the subcommittee, as you understand, Mr. Payne, is trying to help all administrative agencies because the less juvenile delinquency we have the less crime we will have and the easier it will be for all of us to administer our several jobs.

Mr. PAYNE. I believe, sir, that is the attitude indicated by the subcommittee.

May I say this, that I was very glad to read last night that President Eisenhower confirmed me in my statement that it is not so much juvenile delinquency as adult delinquency. I think he said adult failure.

Mr. HANNOCH. Mrs. Fitzhugh.

The CHAIRMAN. Mrs. Fitzhugh, will you be sworn, please? Will you raise your right hand and swear that the evidence you are about to give before this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Mrs. FITZHUGH. I do.

**TESTIMONY OF MRS. LILLIAN NAYLOR FITZHUGH, BOARD MEMBER, SOUTHWEST COMMUNITY HOUSE, DISTRICT OF COLUMBER, SOUTHWEST COMMUNITY HOUSE, DISTRICT OF COLUMBIA**

Mr. HANNOCH. Your full name is Mrs. Lillian Naylor Fitzhugh?

Mrs. FITZHUGH. That is right.

Mr. HANNOCH. Where do you reside, Mrs. Fitzhugh?

Mrs. FITZHUGH. 1522 Jackson Street NE.

Mr. HANNOCH. Your previous occupation was that of counselor in the District of Columbia schools?

Mrs. FITZHUGH. Schoolteacher and counselor and an adjustment teacher.

Mr. HANNOCH. What is a school counselor and adjustment teacher?

Mrs. FITZHUGH. As an adjustment teacher I was appointed in 1931 to care for the boys and girls in the junior high school who were presenting problems that the average teacher could not meet.

I initiated what we call now, and what the Board of Education adopted as an adjustment class where we dealt with the individuals on an individual basis and did everything that the schools could do and the agencies and the community could do to help the child and the family to adjust.

Mr. HANNOCH. What schools were you assigned to?

Mrs. FITZHUGH. Randall Junior High School in southwest.

Mr. HANNOCH. How long were you in that position, up until what time?

Mrs. FITZHUGH. From 1931 to 1939, about 8 years, I did adjustment work.

Then I was later detailed as a counselor when the counselor was promoted to another position. That position I held until about a year ago when I retired.

Mr. HANNOCH. You retired?

Mrs. FITZHUGH. Yes.

Mr. HANNOCH. You still have not lost your interest in children?

Mrs. FITZHUGH. No, indeed.

Mr. HANNOCH. What have you been doing in this field since you retired?

Mrs. FITZHUGH. Well, for 30 years I have worked in the Southwest, first as a cofounder, as a volunteer worker, and as a member of the board of the Southwest Community House, which was formerly known as the Mother-Child Center.

I was, I have told you, 21 years at Randall Junior High School as an adjustment teacher and counselor and 15 years with the Southwest Neighborhood Counselors as one of the charter members.

For 6 years I have been working with the national project of my sorority, Zeta Phi Beta Sorority, which has the project of prevention and control of juvenile delinquency, and 4 years ago director of the Randall Community Center.

Mr. HANNOCH. We are devoting a good part of today to a discussion of housing facilities as they affect juvenile delinquency. We have just selected one particular section of the community and it is over in the community that you are talking about.

So I would like to have you tell us what you know about the housing conditions in the southwest section.

Mrs. FITZHUGH. Well, I would say that the housing conditions for the children with whom I have come in contact has been miserable as a result of the fact that there have never been any modern houses built for those people which has forced all of their leaders to move out of Southwest Washington.

There isn't a minister of any of the churches in Southwest Washington, or teacher, or professional person, who lives there because of the bad housing conditions. Those people are left there alone.

Now, housing was bad when I first went there, but when the Government wrecked about 500 of those houses to make way for the Government projects there, long before there was a first Government-housing project built, those people were in a desperate condition. They were crowded before, but then the real-estate men forced people out of

the houses in which 1 or 2 families lived and made apartments out of every room in the house, so that we find 5 and 6 families living in 1 of those little houses.

That condition obtains to a large extent today.

Mr. HANNOCH. It still continues today?

Mrs. FITZHUGH. Yes.

Mr. HANNOCH. Do these houses have any plumbing facilities?

Mrs. FITZHUGH. No plumbing, no inside toilets, no plumbing at all.

The CHAIRMAN. Are not the house connected with the sewers at all?

Mrs. FITZHUGH. No; the toilet is on the outside.

Mr. HANNOCH. Where do they get the water?

Mrs. FITZHUGH. They have hydrants on the outside.

Mr. HANNOCH. Of course, there are no baths.

Mrs. FITZHUGH. No baths.

Mr. HANNOCH. Or anything of that kind.

Now, what kind of rent are people required to pay for property of that kind?

Mrs. FITZHUGH. Before I have known cases where they paid something like \$18 for a single-room house.

Mr. HANNOCH. \$18 for what period?

Mrs. FITZHUGH. A month. That was when I first went there. But when those houses were converted into apartments, each one renting a room, you see, they made nearly as much for a room as the person had paid formerly for the entire house.

Mr. HANNOCH. Now, do you know anything about a section of the southwest known as Dixon Court?

Mrs. FITZHUGH. I certainly do. I have had many contacts in that court.

Mr. HANNOCH. Is that a typical street or alley?

Mrs. FITZHUGH. We have others similar, but I believe that is considered the worst.

Mr. HANNOCH. What was your association with Dixon Court?

The CHAIRMAN. First, may I ask what is the approximate population of Dixon Court?

Mrs. FITZHUGH. I don't know the population, but I do know there are about maybe 12 or 15 little houses in that area, in that alley, that are in terrible condition. I think hardly any of them are fit for human habitation.

I recall very vividly two cases. One was the case of a boy who had given no problem in school at all, but because of his extreme poverty we gave him, at Christmas time, one of our 30 or more baskets that the children had filled for the poorer children, but this boy was so badly in need of clothes that the school, out of its funds, sent me to buy shoes for him, an overcoat, gloves, and overshoes.

When I took the boy to his house there was no one at home. The house was in miserable condition. The windows were broken and filled in with cloth. No fire. The plaster was off almost the entire wall and it was smoked jet black.

Fortunately for that little fellow, not long after that his grandmother moved to the northwest and he was in one of the northwest schools doing very nicely.

Mr. HANNOCH. How recently have you been in Dixon Court?

Mrs. FITZHUGH. I was in there, I guess—I have been out of school now not quite 2 years. I am sure at least 2 years prior to that was the time.

Mr. HANNOCH. You have not been in there recently?

Mrs. FITZHUGH. No; I haven't, but I don't think conditions are any better. If anything, they are worse.

Mr. HANNOCH. From your experience in Dixon Court—and I am just picking that out as one place—were there juvenile delinquents living in that court?

Mrs. FITZHUGH. Many of our children who were truants from school, my contact with juvenile delinquency has been on a casework basis when I am working with the children who have truanted from school, and many of them lived in Dixon Court.

When you go in Dixon Court, a thing that is very bad for the children is that there is always a gang of idle men hanging around, half sober and using all types of profanity.

The CHAIRMAN. Did you say half sober?

Mrs. FITZHUGH. Yes, and using all types of profanity. That is a very unwholesome environment, I feel, for young children, but that is the environment you get into when you go into Dixon Court.

Mr. HANNOCH. In addition to juvenile problems are there adult problems in the court?

Mrs. FITZHUGH. Yes.

Mr. HANNOCH. Are there any notorious things that have happened in that court, to your knowledge?

Mrs. FITZHUGH. I imagine so. I have knowledge of one case of a little girl, a 14-year-old girl in our school who was no problem at school. She was fairly cooperative and neatly dressed, but she was brought to my attention because she seemed to have such a lot of money at lunch times.

So I thought I would go to her house to talk to the mother and find out the source of this money she had. But the mother was not at all cooperative. I got as far as the door and wasn't even invited in.

When I told her why I came she told me very frankly it was none of my business how much money she gave her child. I don't believe she gave it to the child. It was not long before the child had to leave school because of her physical condition, and it came to my knowledge the same thing had happened to her even after that.

Mr. HANNOCH. She was pregnant?

Mrs. FITZHUGH. Yes.

Mr. HANNOCH. Now, you talked about the court. Let us step from the physical conditions of the court to the school. Tell us something about the school conditions in that neighborhood.

Mrs. FITZHUGH. As I said, I went to Randall about 21 years ago, just after the 2 Randalls started with 2 buildings. There was the elementary school and the vocational school, which had been connected by a corridor and an addition of eight rooms. That is when I went there.

Then the capacity of that school was about 800. The enrollment at Randall has steadily increased from that time to today. It is sixteen-hundred-something now, but the peak was 1,800 children.

Mr. HANNOCH. Its capacity is what?

Mrs. FITZHUGH. No it is 1,600.

Mr. HANNOCH. What is the capacity of the school?

Mrs. FITZHUGH. The capacity of the school is 1,456, I think, but they had an enrollment of 1,800 and now sixteen-hundred-and-something.

Mr. HANNOCH. Do they have any facilities there for counselors?

Mrs. FITZHUGH. They have two counselors for all of those children.

Mr. HANNOCH. Have you checked to see how much time the counselors are able to give the children at the school?

Mrs. FITZHUGH. The work they can do with the children is very meager. A counselor is supposed to handle 250 children, so between 2 counselors they can't do but a very superficial job.

Mr. HANNOCH. I think you worked it out for me that with the amount of time that a counselor could give to these children, the best these counselors could do was to see 1 child about 5 minutes once a year. Were those your figures?

Mrs. FITZHUGH. I don't think I worked those out, but they can't do much more than that because there is so much record work that a counselor must do in connection with her children before she can do much counseling. She must go all the way back to the elementary school, search the child's record, find out what he has been, what he is today, and what his needs are. It is intensive work.

Mr. HANNOCH. Do you know anything about the situation as to the extent to which there are pregnancies of the girls in this school?

Mrs. FITZHUGH. I don't know. I have no figures. They are obtainable from the health center.

Mr. HANNOCH. You personally do not have the figures?

Mrs. FITZHUGH. I don't have the figures, but I know it is greater than it should be; I know that.

Mr. HANNOCH. What is the situation with respect to truancy in that neighborhood?

Mrs. FITZHUGH. I was about to tell you something about the physical conditions there. They have been so overcrowded, and this overcrowding and teacher shortage at Randall has persisted over so long a period that it has made the teachers and pupils all work under a terrible strain. At one time, at the time when the enrollment reached the figure of 1,800, they had to go on double shift.

Now, some of the children went from 8 in the morning until 12:30. The lower grades went in the afternoon from 12:30 to 5. That worked a hardship not only on the teachers but on the homes.

One child in the home was coming in the morning and the other child was coming in the evening. It was a tremendous problem.

In order to help that problem they gave them an elementary school that was three blocks away from this original school and the children at the end of each period had to march from one school to the other for their instructions. That lasted for over a year until they got—I have lived through five additions they have put on that building at Randall.

Mr. HANNOCH. When I was down at Dixon Court I noticed there is a school right on the corner that is all broken down and windows broken. What is the name of that school?

Mrs. FITZHUGH. That is Smallwood School.

Mr. HANNOCH. How long has that been in that condition?

Mrs. FITZHUGH. It has been vacant for about 3 years. At first they boarded it up and it stayed in pretty fair condition, but it is only

recently, I haven't seen the broken windows, but somebody has told me it is in an awful condition now.

The CHAIRMAN. It was condemned by the Board of Education was it not?

Mrs. FITZHUGH. It was condemned by the Board of Education. And there was a time when, if we could have gotten neighborhood cooperation and other cooperation, we might have been able to convert that school into some sort of a center for those people, but it didn't go through. Some influences came to bear that made it impossible.

Mr. HANNOCH. You say you have not been there recently?

Mrs. FITZHUGH. I haven't been.

Mr. HANNOCH. You do not know what kind of center it is right now with the broken windows?

Mrs. FITZHUGH. No; I haven't seen it in this condition.

Mr. HANNOCH. What is the situation for truancy in that neighborhood?

Mrs. FITZHUGH. Because of this overcrowded condition at Randall and teacher shortage, naturally the needs of the children are not met.

Each year there are teachers promised for certain subjects and until they come children just have to sit downstairs in the cafeteria under supervision for that period, and that goes on for each period, for each class that needs those teachers that have not been appointed, all through the day.

You can see how a condition like that would make for truancy. The rate of truancy and absences from Randall is very high, due to those conditions.

There is another very bad condition at Randall. I don't think there is another junior high school or senior high school in the city that doesn't have a separate gym for the boys and girls. One of the additions included a combination auditorium and gymnasium. Of course, naturally that was built for a gymnasium and not for an auditorium, so they don't have the acoustics and they don't have the stage facilities for the auditorium. It was just the one gym to accommodate boys and girls.

Now, they have four gym teachers; and it means when one teacher is using the gym, three teachers in inclement weather and winter days have to hold their classes in the auditorium.

You see, it is situations like that that exist there.

Mr. HANNOCH. Are there any recreational facilities around the school?

Mrs. FITZHUGH. They have a very large playground, but it is not supervised during school hours, of course.

Mr. HANNOCH. How long is that playground open to the children?

Mrs. FITZHUGH. I don't know the hours, but I think it is open each day up until dark.

Mr. HANNOCH. Open after school hours?

Mrs. FITZHUGH. At Randall they go inside the building after school hours.

Mr. HANNOCH. Are there any other recreational facilities in the neighborhood?

Mrs. FITZHUGH. Yes. We have in Southwest Washington the Barney Neighborhood House for white children, one Juanita K. Nye House for white children, Southwest Community House for colored children, and Southwest Teen-Age Center for community children.

But Southwest at the present time is forced all the way down southwest to the river because there isn't a single place suitable for the work in Southwest Washington at this time.

They were forced out of the building because of its inadequacy. Of course, that has interfered with the program there. They do have a decentralized program at Randall.

Then there are two Boys' Clubs, a new club for the white boys and the old club has been converted for the colored boys.

You know about the two playgrounds.

Mr. HANNOCH. Have you any suggestions you want to make to the subcommittee as to what it can recommend or try to do for you in that section.

Mrs. FITZHUGH. Before I leave this matter of the recreational facilities, I don't know what happens, but so many of our children don't use what they have there. I think it is because the programs don't appeal to them. We find so many children who don't use those agencies. It seems like they have a lot, but you find some of them play on the streets, the lots, and alleys.

Mr. HANNOCH. They do not want to use the recreational facilities?

Mrs. FITZHUGH. No; they don't.

Mr. HANNOCH. Why do you say that is?

Mrs. FITZHUGH. I don't know what is the trouble. I think the program does not appeal to them. We feel in planning programs for young people today they must have a say in what you are planning for them. If they do, why, I think you get better results. I think of a little project that the Zeta Phi Beta Sorority started in what we call tinker shops. It grew out of the fact that we have been working since 1949 on these broken windows. We thought it was a shame that the Government has to spend as much as it does, as high as \$43,000 a year, to replace broken windows.

At the back of one of the schools that we were interested in we gathered a group of children and we said to them, "Why is it that you children demolish your own school like this?"

One little girl said to me, "Mrs. Fitzhugh, we don't have nothing else to do."

As I looked at the playground there was on that playground two swings and a seesaw, nothing else.

So we said, "We are going to give you something else to do."

With that we started what we call tinker shops where the children in the neighborhood are invited to come in and to learn how to bring in waste materials and they have done some marvelous jobs.

We have been doing that for about 2 years. We did some of that in southwest Washington, also.

Mr. HANNOCH. What is the program that is in effect at these playgrounds that the children do not find interesting?

Mrs. FITZHUGH. On that playground I told you the situation there. I just don't know why they don't go.

Another thing, they won't go distances to playgrounds. If the playground is 4 or 5 blocks away they prefer to come outside and play around the house. That is characteristic all over the city.

Mr. HANNOCH. You have some suggestions?

Mrs. FITZHUGH. Yes, I have. I think I am going to read them. I think they are important.

As a result of my experience I have these suggestions: My first recommendation relates to the situation at Randall Junior High School, which receives at the beginning of each semester, all of the sixth grade students from seven neighboring elementary schools. Consequently, it has suffered from overcrowding and teacher shortage for years.

A relief from this situation would certainly make for more effective teaching and fewer truants, fewer repeaters and behavior problems.

The gymnasium situation and auditorium situation at Randall should certainly be remedied.

But I do believe that no more additions should be made to Randall. They should have another school to accommodate some children.

I do think they should have more adjustment teachers and counselors; adjustment teachers in your junior high school and more counselors in the elementary school to detect these problems early enough to do something about them before they become so complicated and become serious problems in the junior high school.

I would recommend that some satisfactory provision be made for those mentally retarded children who are sent every term to the junior high school. They are promoted on what they call social maturity. Because they haven't the mental ability to meet the requirement of their grades, they have repeated again and again.

Consequently, when they get to the 6th grade, they are around 15 or 16 years of age and they just send them to the junior high schools. Many of them can't read; they don't have command of the fundamentals and consequently they become serious problems in the junior high school.

I feel that some more adequate provision should be made for those children and they are not sent to the junior high school, but to some special school.

The CHAIRMAN. Mrs. Fitzhugh, you are familiar with the Blue Plains institution, are you not?

Mrs. FITZHUGH. Yes.

The CHAIRMAN. You know there that they follow the system of taking care of these retarded children just as you are suggesting.

Mrs. FITZHUGH. But many of these children are not delinquents.

The CHAIRMAN. I realize that. I am just stating for the record that they do follow the system down there of taking care of these retarded children.

Mrs. FITZHUGH. Yes, but for these children I feel, Senator, that they need a special type of school that will teach those children the things that will develop them into useful citizens able to come out and make a contribution to the community. I think it could be done if the children were given a program they could adjust to.

The CHAIRMAN. The subcommittee agrees with you.

Mrs. FITZHUGH. Yes, sir. Then I think in order to safeguard the morals of our youngsters I would recommend some determined effort be made by the authorities to apprehend and handle these adults who contribute to delinquency by encouraging thievery, adults who operate houses which are gathering places for boys and girls during school hours.

We have a great deal of that throughout this city.

Mr. HANNOCH. They have a house?

Mrs. FITZHUGH. They permit boys and girls to come in their houses to play games, dance, and I don't know what else they do, but anyhow, there is a great deal of that.

Mr. HANNOCH. That is during school hours?

Mrs. FITZHUGH. Yes.

Mr. HANNOCH. These are truants?

Mrs. FITZHUGH. Yes, and people permit them to come to their house, knowing they should be in school. I have, at the time I have worked, run across many cases which I have reported to the Women's Bureau. They have taken charge of it.

Mr. HANNOCH. Do they charge for the use of these homes, or are these just people who allow the children to come there?

Mrs. FITZHUGH. I don't know whether there is any monetary consideration or not, but I suspect there is.

Then there should be more prompt and efficient handling of many of the cases that are referred to the agencies.

Now, I, like the gentleman this morning, don't want to criticize any agency. It is possibly, because of overloading, but cases that are in urgent need of help are referred to welfare agencies and other agencies in the city and they don't get any further than the referral stage.

The child gets worse and worse and nothing is done about that. We have so much of that.

Also, with our attendance department. We refer cases to the attendance department for the months the children are out of school and not returned. After we keep after them and after them, perhaps they will come in school maybe for a day or two and perhaps they are out the rest of the semester. There is a great deal of that.

Mr. HANNOCH. You mean the department that has charge of truancy?

Mrs. FITZHUGH. Truancy and attendance, yes. It seems they just can't reach all the cases.

And cases that go to the courts, nothing much seems to be done. When a child sees that another child can be absent from school, day after day, and nothing is done about it, you see what that does with the attendance problem.

Then I would recommend that in this proposed redevelopment, there be included some Government housing to meet the needs of those people, houses at rents which those people can pay, because the rent that those people are paying for those houses is exorbitant.

I checked last week on a house near that school that was renting for \$17.90, and without any apparent improvement that rent has gone up to \$34.

Those are the conditions. Those people are terribly exploited by the real-estate men in that area.

Then I think there should be a law that would make parents responsible for the delinquency of their children. We have an awful lot of parental indifference and neglect of children which is responsible for the child delinquency.

I think there should be some law making parents responsible for the delinquency of their children when it is proven that they have neglected that child and haven't given him the training that he needs.

Also, there is a lot of illegitimacy in the area. I go into homes and I find a gentleman there and instead of father, he is the mother's boy

friend. When he gets ready he walks out and leaves all of these children for the mother. You know what that does.

I think there ought to be some law that would force these fathers who desert—well, there is a law that will force the fathers who desert their children to support them—but these fathers of these illegitimate children ought to be made to support those children. I think those things are very, very necessary.

Then, another thing, I think that this problem, this whole problem of juvenile delinquency is so big that everybody has to take a hand in it. That was our idea when we started these neighborhood tinker shops. We were able to interest a few neighbors. I think if the people would develop an interest in their own children in the neighborhood and with those children set up activities within the neighborhood—it has been done, and it can be done—I think that we would do a lot toward helping to reduce the delinquency.

Mr. HANNOCH. Thank you very much.

The CHAIRMAN. I assume you agree with the statement that was made here this morning, Mrs. Fitzhugh, that a great deal of this is adult failure.

Mrs. FITZHUGH. I think most of it is. In my work, as an adjustment teacher with children on individual cases, getting in and finding out the causes, I have found that when those children get the things they need they usually adjust. I have marvelous examples through the years of children who would have been terribly delinquent had it not been for the work of the school and the community agencies that helped to improve the conditions for that child and for his home.

I do think that much of it is adult delinquency.

Mr. HANNOCH. How many places are there in the southwest similar to size and character of Dixon Court?

Mrs. FITZHUGH. There are quite a number. I can't say the number, but we have a number of courts and alleys in the southwest and the condition might not be quite as bad, but it is deplorable.

Mr. HANNOCH. I mean all areas in the southwest.

Mrs. FITZHUGH. We have quite a number of alleys in the southwest that are in a deplorable condition.

The CHAIRMAN. Thank you very much, Mrs. Fitzhugh.

Mr. HANNOCH. Mr. Tansey.

The CHAIRMAN. Will you be sworn?

Do you swear that the evidence you will give before this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Mr. TANSEY. Yes, sir; I do.

#### TESTIMONY OF JOSEPH TANSEY, SUBCOMMITTEE STAFF INVESTIGATOR

Mr. HANNOCH. Mr. Tansey, you are a member of the bar of the State of Maine?

Mr. TANSEY. Yes, sir; I am.

Mr. HANNOCH. And were formerly an assistant United States attorney in Maine?

Mr. TANSEY. That is right.

Mr. HANNOCH. And for 10½ years were associated with the FBI in Washington and throughout the country?

Mr. TANSEY. Yes, sir.

Mr. HANNOCH. You are now affiliated with the subcommittee staff?

Mr. TANSEY. Yes, sir.

Mr. HANNOCH. At our request, did you make an intensive investigation of Dixon Court?

Mr. TANSEY. Yes; I did.

Mr. HANNOCH. What, in general, did that investigation consist of?

Mr. TANSEY. It consisted of determining the crime that involved juveniles and adults who were residents of Dixon Court.

Also, to determine the living conditions—

Mr. HANNOCH. Just a minute. As a result of your work with the FBI and your practice as a lawyer and a member of the district attorney's staff, you have in the past made investigations of that character?

Mr. TANSEY. Yes; I have, sir.

Mr. HANNOCH. You have examined titles to real estate?

Mr. TANSEY. Yes, sir; I have.

Mr. HANNOCH. You are also a photographer?

Mr. TANSEY. Amateur, sir.

Mr. HANNOCH. Now, go ahead. Tell us generally what did you do? You checked, I think you started to say—

Mr. TANSEY. The criminal records of those who live in Dixon Court, or records of those who were arrested in Dixon Court, both adult and juvenile.

I conducted an investigation of the living conditions in general in Dixon Court during which time I obtained photographs of both the exterior and interior of the houses in that area.

Mr. HANNOCH. Did you also examine the titles of the property?

Mr. TANSEY. I did, and determined the owners of the property in question.

Mr. HANNOCH. And from the records on the deeds you undertook to determine how much was paid for the property?

Mr. TANSEY. Yes, sir; I did.

Mr. HANNOCH. Did you also check the extent to which there had been violations of Board of Health regulations and what was done about it?

Mr. TANSEY. Yes, sir; I did.

Mr. HANNOCH. Suppose we start out by having you just describe Dixon Court generally. Where is it? How large is it?

Mr. TANSEY. Dixon Court is located between Third and Fourth Streets and H and I Streets in Southwest Washington. The court is intersected by another court known as Dwyer Court, although the more popular name in the area for both courts is Dixon Court. It does form sort of a "T" formation running perpendicularly to I Street, I mean running along the same line with I Street while Dwyer Court would run perpendicularly to it.

I do not have the exact number of families who live there. We have a witness who has that information.

Mr. HANNOCH. You took pictures?

Mr. TANSEY. Yes, sir; I did.

Mr. HANNOCH. Let us start off by telling us what did you find from the physical examination, yourself, before you show us the pictures.

Mr. TANSEY. From the physical examination I found, to my way of thinking, and in my experience, the most deplorable housing conditions I have ever witnessed. In one particular instance a woman

with 10 children lives in 4 rooms, 6 of whom are required, and sometimes more, to sleep in 1 bedroom. The 4 rooms consist of a living room, kitchen, and 2 bedrooms.

This same woman is required to use a privy, an outhouse, in the back, which has been blocked up for months and of which I have taken a photograph.

The women with the 10 children is required to use neighbors' privies and outhouses for sanitation purposes.

None of the housing facilities in Dixon Court have any gas or electricity. Most have outside water taps.

Mr. HANNOCH. When you say an outside water tap, what do you mean by that?

Mr. TANSEY. Within a proximity of a few feet of the outhouse in the back of these places, a pipe which is their water supply comes up out of the ground for probably 4 or 5 feet. The tenant is required to go out and obtain the water from there and then to bring the water back in for washing purposes and drinking and the like.

The interior conditions of the property were equally as much in an extremely poor condition.

Mr. HANNOCH. I take it, it goes without saying, there is no bathroom or no bathtubs there.

Mr. TANSEY. That is correct.

Mr. HANNOCH. Is there any heat?

Mr. TANSEY. No central heating system in most instances; there is a wood stove in the living room, depending on a number of rooms. Not every tenant there would have 4 rooms, but that is about the way it is broken up.

There are 2 rooms to each unit, 2 downstairs and 2 upstairs.

It is possible, and as we witnessed in the investigation, that 1 person may occupy 1 of the 4 rooms while another will occupy 2 of the 4 with another tenant being in the other rooms.

Mr. HANNOCH. What is the average number of persons who occupy these various rooms?

Mr. TANSEY. Those statistics we have completely with Mr. Veney, who is going to testify right after me.

Mr. HANNOCH. What are these houses built of?

Mr. TANSEY. They are brick construction. From the information I have been able to obtain from the Department of Health, they were built prior to 1899.

Mr. HANNOCH. What is the condition of the exterior of these buildings?

Mr. TANSEY. In many cases a very extreme state of deterioration.

Mr. HANNOCH. What about garbage? What happens to garbage?

Mr. TANSEY. Garbage, as the picture illustrates, is strewn all over the backyard where the water comes out in certain parts of the property which also is adjacent to the privy or outhouse.

Mr. HANNOCH. Suppose you just offer for us these photographs and take them in turn and describe what they are, if you will.

We will mark them into the record.

Mr. TANSEY. I have 1 picture, due to the loss of the negative in developing, 1 picture I consider very good that I would like to pass around so that we can save that one for the record.

The CHAIRMAN. Without objection, these photographs as they are presented one by one, will be marked as exhibits.

Mr. TANSEY. They are all numbered, Senator, and explained on the back, the residence and so forth.

Mr. HANNOCH. Refer to picture No. 8. You say that appears to be the only picture.

Mr. TANSEY. The only print we have of it. The negative was lost in developing. That is why I wanted to make sure it was in the record and you all would have an opportunity to see it. It is a little more descriptive than some of the others are.

Mr. HANNOCH. Suppose we just offer these and mark them in the record with the same numbers and the same designation as appear on the back of each of the pictures. You have a set in front of you?

Mr. TANSEY. Yes; I do have.

Mr. HANNOCH. Picture No. 2, which you call the inside view of privy showing what is left of toilet base in rear of 820 Dixon Court SW. This facility is supposed to be used by Albert Williams, his wife, and 10 children.

Mr. TANSEY. Twelve children. That is the one I was referring to.

The CHAIRMAN. The typewritten memorandum on the back shows 10 children. That had better be corrected.

Mr. HANNOCH. Referring to picture No. 9, it states that it is—

Looking east from the rear yard between 362 Dixon Court SW., and showing back yards and outside toilets and water outlets for six houses.

Mr. TANSEY. Yes, sir.

Mr. HANNOCH. The water outlet, is that the pipe that is just in the front of the picture?

Mr. TANSEY. That is correct. That is the purpose that it was taken for. That is the water tap, so-called, where the main water supply for the tenants comes from.

Mr. HANNOCH. These little sheds, corrugated doors and locks, and whatnot, what are they? Are they the outside of privies?

Mr. TANSEY. Yes, sir; they are.

Mr. HANNOCH. Is this debris and collection of waste materials that appears on this picture something that is quite common with all these houses?

Mr. TANSEY. It is in Dixon Court; yes, sir. Over a period of about a 2-week investigation I did not see conditions change at all.

Mr. HANNOCH. Does that same situation seem to exist with respect to picture No. 10?

Mr. TANSEY. Yes, sir.

Mr. HANNOCH. On picture 16, 820 Dixon Court, it appears to be the inside of what I assume to be a kitchen.

Mr. TANSEY. If you can hold that up for me, sir, I can tell in just a moment, I think. Is that described in the back?

Mr. HANNOCH. "820 Dixon Court, Mrs. Williams."

Mr. TANSEY. That is the same woman who has the outdoor privy that was identified as photograph 2.

Mr. HANNOCH. Is this picture of the kitchen a typical kitchen?

Mr. TANSEY. I would say that it is typical.

The CHAIRMAN. This group of 25 photographs will be received for the record as a committee exhibit.

(The photographs referred to above were marked "Exhibit No. 10," and are a part of the subcommittee's files.)

Mr. HANNOCH. What research did you make of the various complaints against the property which you took care of in your part of the investigation?

Mr. TANSEY. The Board of Health in the Southwest, the Health Bureau in the Southwest section of Washington, received a total of 320 complaints concerning just Dixon Court from the period of January 1, 1948, to the present time. The 320 complaints have supposedly been cleared by notification to the owner, and, of course, a recheck by one of their inspectors to see that it has been done.

Mr. HANNOCH. Do these pictures appear to be pictures of the conditions after they have been supposed to have been remedied?

Mr. TANSEY. There are at least four families that I visited who have no water and haven't had water for a period of several months.

The CHAIRMAN. Where do they get their water?

Mr. TANSEY. Borrow it from neighbors, Senator, who do have water.

Mr. HANNOCH. I interrupted you with respect to your explanation of the Board of Health. Go ahead.

Mr. TANSEY. Three hundred and twenty complaints, all of which they claim have been cleared by the fact that they have notified the owner as to what the situation was and that it should be remedied, and then go back and check and see that it has been done.

However, you can see from the photographs that those were the conditions. Some of the photographs were taken December 3, and 4; the others on December 9.

The report I have from the Health Department in the Southwest is supposedly inclusive up to December 4, at least, from January 1948.

I have a breakdown, if you would be interested, Mr. Hannoch, as to the types of complaints. The majority of all of these complaints involve plumbing difficulties, blocked-up privies, such as the one you have just seen in picture 2.

Lack of water whereby the piping would freeze up, seepage from the privies along the ground, and seepage into the area around which the water tap is located.

From the Health Inspection Department itself, 36 percent of the total of complaints were received.

The tenants who live in the court, their percentage was 13.5 percent complaining to the Health Department.

The Police Department was 4.8 percent.

Mr. HANNOCH. When you say complaints and these percentages, percentages of what?

Mr. TANSEY. On the total percentage which would be computed to 229 based on the 320 complaints.

Mr. HANNOCH. All relating to Dixon Court?

Mr. TANSEY. Yes, sir. All of my testimony is on Dixon Court.

The Water Department, 4.3 percent, and the medical services, Director of Southwest Health Center, 4.8 percent.

The Southwest Nursing Bureau, 3.9 percent, and owner or agent of the property, 0.16 percent.

And what is described in the health field as pickups, in other words, an inspector going by the area and observing for himself a condition that he notes, 1.6 percent.

Mr. HANNOCH. Those are the source of complaints?

Mr. TANSEY. Yes, sir. 67.1 percent of all complaints involved defective plumbing, which would include defective downspouts, obstruc-

ted water closets, the outdoor privies, and improperly graded sewers or obstructed or defective sewers, and inadequate water for flushing.

Most of the persons I talked to are required to pour down a pail of water into this outdoor privy in order to flush it, if there is—and in some they do have—an inside pipe or spigot, so-called, that can be used for flushing purposes, but some of them were not working.

Mr. HANNOCH. Did your investigation disclose where these people take baths, if any?

Mr. TANSEY. Yes, sir; they take baths right in their kitchen in the old fashion tub.

Mr. HANNOCH. With water that they have to get in from the outside?

Mr. TANSEY. With water that they have to get in from the outside.

Mr. HANNOCH. Did you make any investigation of complaints in the building department or have you finished talking about the board of health?

Mr. TANSEY. No, I have not.

I might mention some other figures in connection with the board of health. I talked personally with one of the nurses from the District Nursing Service who was in the area at the time. She had been working in Dixon Court as a part of the general area in which she works. She stated to me that there was a large percentage of tuberculosis in Dixon Court. She didn't have the exact breakdown, but from the visits she made to different houses and the treatment she was supposed to give it involved tuberculosis as well as high venereal rate.

Mr. HANNOCH. Are you finished with the board of health?

Mr. TANSEY. Yes, sir.

Mr. HANNOCH. What other inspection did you make of any of the municipal agencies?

Mr. TANSEY. One was the Fire Department. From what I observed, and it seemed this material, this waste material spread out around the backyards of these tenements that they certainly created a fire hazard. The Fire Department records show that they have no complaints for the period from 1948 to 1953, and that they do not make periodic inspections.

They have had eight fires in Dixon Court for the same period, which involved igniting a mattress by a carelessly thrown cigarette, or a kerosene stove fire.

They told me they did not make periodic inspections because it was not provided for in the District of Columbia Code and Fire Regulations, that the authority they had was to act only on the complaint of the actual tenant or an adjacent tenant concerning a fire hazard. So that they act only on complaint.

Mr. HANNOCH. Did you check with the police or did Mr. Veney do that?

Mr. TANSEY. No, I checked with the police insofar as statistics go for an arrest. This is a combined police report for the Park Police and Metropolitan Police, their breakdown that they could obtain on Dixon Court.

Mr. HANNOCH. This represents arrests in Dixon Court, arrests of people who live in Dixon Court?

Mr. TANSEY. It involves persons who live in Dixon Court or crimes committed in Dixon Court on a total. This is from the period of January 1948 to the present time, in 1953. There were 219 adults ar-

rested, 18 of these adults were females and handled by the Women's Bureau of the Metropolitan Police Department.

There were 38 juveniles during that period, for a total of 357 arrests.

Mr. HANNOCH. Do your records show what the arrests were for?

Mr. TANSEY. They do. They are quite voluminous. I have criminal records, some of which run 2 or 3 pages, on everyone who lives in Dixon Court.

The CHAIRMAN. We would like that report for our record, Mr. Tansey. Let that be exhibit No. 11.

(The report referred to was marked "Exhibit No. 11," and is on file with the subcommittee.)

Mr. HANNOCH. Do they run the gamut of all sorts of crimes?

Mr. TANSEY. Insofar as the juveniles go, it runs from truancy all the way to murder.

Mr. HANNOCH. You have had one murder in Dixon Court?

Mr. TANSEY. Not in the court, but someone who lived in the court and committed a murder elsewhere.

I think I can find that right here, Senator.

While I am checking this, perhaps I should call to your attention that the Park Police had even more amazing figures which are included also in the statistics I just gave. That is that for a 3-year period, from 1950 to 1953, there were a total of 24 juveniles arrested who lived in Dixon Court, and 17 of these juveniles were for sex offenses.

The actual date, Senator, that it occurred is not available on this list that has been compiled. It is more as to the type of crime, age group, and the number involved.

But I can obtain that. Perhaps Mr. Veney will have it.

The CHAIRMAN. Will you obtain that for the record?

Mr. TANSEY. Yes, I certainly will, sir.

Mr. HANNOCH. How many houses are there in this court?

Mr. TANSEY. That is also Mr. Veney's testimony. He has a sketch there.

Mr. HANNOCH. What other investigations of municipal agencies did you make?

Mr. TANSEY. Those are the only agencies, I should say, that I contacted or obtained information from in connection with the court, since it generally seemed to be a very poor condition down there from the standpoint of health and fires and hazard and so forth.

Mr. HANNOCH. Now, did you have an examination made of the title to the property in Dixon Court?

Mr. TANSEY. Yes, sir; I did.

Mr. HANNOCH. You made that examination?

Mr. TANSEY. In the Recorder of Deeds Office here in the District of Columbia.

Mr. HANNOCH. Will you tell us who the recorded owners are of the property at the present time?

Mr. TANSEY. Yes, sir. I would like to explain this, if you will, that the court itself is divided, on one side the owner owns all of one side and the other side the owner owns all one side.

Mr. HANNOCH. In other words, these owners that you are going to talk about own all of one side or the other?

Mr. TANSEY. That is correct, sir.

The owner on one side is a Capt. Jeremiah A. Sullivan.

Mr. HANNOCH. What is he captain of?

Mr. TANSEY. Retired captain of the Metropolitan Police.

The other side is owned by a man who is, I think, as they call it, in the District of Columbia, a subagent who handles a great deal of property, and his name is Arthur J. Quick.

The third owner, who has only a few of these houses at the rear of the court, is a George Basiliko.

Mr. HANNOCH. Now, will you just take the first of those names, Sullivan: When did he acquire title to this property? When did Sullivan acquire title?

Mr. TANSEY. From the records of the Recorder of Deeds, on March 31, 1947, and he purchased the property from Morris I. Schlein. The tax stamps on this deed amounted to \$2.20.

Mr. HANNOCH. Which indicates that the purchase price was what?

Mr. TANSEY. It is \$1.10 a thousand.

Mr. HANNOCH. That is \$2,000?

Mr. TANSEY. Yes, sir. Although from my own experience, you can't always be bound by those tax figures as to the exact price.

Mr. HANNOCH. Is that the only purchase?

Mr. TANSEY. No, sir. In Dixon Court he has another purchase, in June of 1947, at which time he purchased more property in Dixon Court from a William L. Evans. The tax stamps on this deed amounted to \$4.90.

Mr. HANNOCH. Could you give me the date in June when he bought from Evans?

Mr. TANSEY. June 5.

Mr. HANNOCH. I notice you are using the two sheets. Does that relate to Sullivan's purchases?

Mr. TANSEY. This is everything he owns in the District of Columbia as recorded with the Recorder of Deeds. It is two sheets.

Mr. HANNOCH. You are just giving him the ones he owns in Dixon Court?

Mr. TANSEY. In Dixon Court.

Mr. HANNOCH. As to the two purchases made in the early part of 1947, was he a captain of the police force at that time?

Mr. TANSEY. He retired on July 1 of 1947.

Mr. HANNOCH. Do you know what precincts he was captain of?

Mr. TANSEY. At the time of his retirement, he was captain of the second precinct, but has served until 1938 as captain of the fourth precinct, in which Dixon Court is located, but I do not know how long he was there prior to 1938.

Mr. HANNOCH. All right. Now, what about Quick? When did he acquire title?

Mr. TANSEY. Quick acquired title on January 31, 1949. He has the other side of Dixon Court, which would be the side facing H Street, while Captain Sullivan's are facing I.

Mr. HANNOCH. What were the stamps on his deed?

Mr. TANSEY. \$4.80.

Mr. HANNOCH. Did he have just one deed to cover all that?

Mr. TANSEY. Yes, he did.

Mr. HANNOCH. What about Basiliko?

Mr. TANSEY. Basiliko has not been checked, because at the time we were concerned only about this particular phase on both sides of the street. However, he will be here this afternoon himself to testify.

Mr. HANNOCH. All right. Now, did you do any checking as to how much rent they collect?

Mr. TANSEY. I did, and Mr. Veney has that information.

Mr. HANNOCH. All right. Thank you, Mr. Tansey.

Have you any other records you want to call to our attention before we excuse you?

I think we have covered all the things you told us about.

Mr. TANSEY. I think that covers the substantial part of these I called your attention to earlier. These are the criminal records of the people who live in Dixon Court, but you probably won't want to burden the record with this volume.

Mr. HANNOCH. These are the criminal records of the present occupants?

Mr. TANSEY. No, sir, of everyone who has lived in Dixon Court from 1948 to 1953.

Mr. HANNOCH. You gave us the totals. We don't have to put the specific details in the record.

The CHAIRMAN. Then you are going to furnish us the information as to the murder.

Mr. TANSEY. Yes, I will, as to the exact date, the age of the boy, and so forth.

(The information was furnished at a later date. It was marked "Exhibit No. 12," and is a part of the subcommittee's files.)

Mr. HANNOCH. All right. Mr. Veney?

The CHAIRMAN. Mr. Veney, do you swear that the evidence that you will give before this committee will be the truth, the whole truth, and nothing but the truth, so help you God?

Mr. VENEY. I do.

Mr. HANNOCH. Mr. Veney, you are also a member of the committee staff, loaned to us by the State of Maryland?

#### TESTIMONY OF LAWRENCE VENEY, SUBCOMMITTEE STAFF CONSULTANT

Mr. VENEY. Yes; I am.

Mr. HANNOCH. Will you just speak up, so that we can hear you? What is your present position?

Mr. VENEY. I am superintendent of the Boys Village, Cheltenham, Md.

Mr. HANNOCH. That is the Maryland State Training School for Delinquent Boys?

Mr. VENEY. Yes; it is.

Mr. HANNOCH. And how long have you been there?

Mr. VENEY. Since February 1949.

Mr. HANNOCH. Prior to that time, were you affiliated with the authorities in the District of Columbia?

Mr. VENEY. I was Parole Supervisor for the District of Columbia, stationed at the National Training School from 1944 until 1949.

Mr. HANNOCH. And were you also connected with the Juvenile court as probation officer?

Mr. VENEY. Yes, sir; for almost 8 years, from 1937 to 1944.

Mr. HANNOCH. And you have been a member of the board of directors of the Southwest Community House?

Mr. VENey. I was for 10 years, up until 1949.

Mr. HANNOCH. Are you married?

Mr. VENey. Yes; I am.

Mr. HANNOCH. How many children?

Mr. VENey. Seven.

Mr. HANNOCH. So you know something about children.

Mr. VENey. A little bit.

Mr. HANNOCH. Do you know anything about this neighborhood known as Dixon Court?

Mr. VENey. Yes, Mr. Hannoch

Mr. HANNOCH. Will you talk just a little louder?

Mr. VENey. I was assigned to the Southwest Community by the juvenile court as a probation officer, and from 1937 to 1944, I was in and out of Dixon Court many, many times.

Mr. HANNOCH. Have you been in Dixon Court recently?

Mr. VENey. I hadn't been there for 5 years, up until 2 weeks ago. And during the past 2 weeks, I have been in there 6 times.

Mr. HANNOCH. Is it much different now than what it was when you saw it last?

Mr. VENey. Physical deterioration is greater. There is more cement out between the bricks of the houses, and the wood has deteriorated more.

Mr. HANNOCH. The houses are nearer to falling down completely?

Mr. VENey. A little nearer, yes. They have always been pretty bad ever since I have known them.

Mr. HANNOCH. What was the occasion of your having any experience in Dixon Court during your work?

Mr. VENey. On many occasions, I have been in Dixon Court to investigate youngsters who have had complaints entered against them at the juvenile court, and as a member of the Southwest Children's Council years ago, I have worked with different groups in southwest, with certain theaters—there is one that has its back right on Dixon Court—in an attempt to get the people to keep children out of the theaters during school hours, to attempt to curb delinquency. We always got a great deal of cooperation from the theaters down there in that respect, and from some of the residents of the court.

Mr. HANNOCH. During your experience with Dixon Court, in your official capacity in connection with the District, did you find that there were living in Dixon Court, persons who are juvenile delinquents?

Mr. VENey. Yes, sir.

Mr. HANNOCH. And did you find instances where acts of juvenile delinquency were committed in the court, as well as actions committed outside the court by children who lived in the court?

Mr. VENey. That is very true.

Mr. HANNOCH. And how about adults?

Mr. VENey. I never had much connection with adults except as they were related to the children that I was working with.

Mr. HANNOCH. You have been down there recently. How many families live in there now?

Mr. VENEY. We made a 50 percent sampling. In other words, there are 164 rooms in 41 houses in Dixon Court and 4 of those rooms in 1 house are boarded up. So there are actually 160 usable rooms, or 160 rooms which are used.

Mr. HANNOCH. There is a distinction?

Mr. VENEY. Yes, sir. That is right. A very important distinction. We actually talked with people who occupy 80 of the rooms, so that is our index for giving you estimates of the number of people there. I would say that there are 222 people living in Dixon Court today, based upon the fact that there are 59 adults and 52 children living in 80 of the 160 rooms. If you just double that, you will get 222. Almost half and half.

Mr. HANNOCH. Now, how many of these people live in a room? What does it run to?

The CHAIRMAN. Counsel means average.

Mr. HANNOCH. Yes. What is the highest number, and the lowest number.

Mr. VENEY. We found as many as 14 people in 1 house, all of 1 family. The average is 3 adults and about 3 children in each house. I might say that Dixon Court is one of the 3 big inhabited alleys in Washington, D. C. The largest is, I believe, Fenton Court, or Fenton Place, in northwest, which has 52 houses, according to the Assessor's Office. The second is Dixon Court, and the third is Snow's Court, which is in or near Georgetown and has thirty-some houses.

Now, there are no other courts in Washington with as many as 30 houses, other than these 3.

Mr. HANNOCH. How many of the families that are living in Dixon Court receive public assistance? Let me put it this way, Mr. Veney. You have a number of statistics that you have given me. Suppose instead of your jumping from page to page with my inquiries, you just go through there and give us the information.

Mr. VENEY. All of our figures, as I said, are based on a 50 percent sampling. We found, for instance, of the 52 children, they were evenly divided as to sex, 22 boys and 22 girls. However, there were no girls, and only 3 boys, over 15 years. Incidentally, 2 of those boys are attending 1 of the local high schools and are excellent athletes. They are making a good record. One has not worked or been in school for about a year.

I thought it was significant that over half of the children, over half of the 52 children, in this 50 percent sampling, were 6 years of age or younger—over half of them. Only 8 of the 52 children are actually living with both their father and mother. In other words, 50 percent or approximately 50 percent are living in homes where there is no male figure. There are 20 children living with their mothers only and 4 living with grandmothers.

Mr. HANNOCH. Just a little louder.

Mr. VENEY. Twenty-nine of the fifty-two children were attending public schools, but almost without exception they were 1 or more years retarded academically.

In talking with the mothers and grandmothers, 16 of the 52 children were readily described as having been born out of wedlock. There were a number of others about whom we had some question, and would probably have found the same facts if we had sought the information.

And I am estimating that a 50-percent illegitimacy factor would be a conservative estimate as to the children now living in this one court.

One of the things we found, which I think you will find interesting, was the manner in which children and youngsters, teen-agers, can drift into courts and remain there, just be accepted and stay on. I can give you five instances that we found in this study.

Mr. HANNOCH. You don't mean just walk in and walk out?

Mr. VENNEY. They sometimes walk in, sometimes are carried in.

Mr. HANNOCH. And stay there to live?

Mr. VENNEY. Yes, sir. They are there now.

Mr. HANNOCH. With people who are not their parents?

Mr. VENNEY. Yes, sir.

The CHAIRMAN. And this happened in Dixon Court?

Mr. VENNEY. This is true of Dixon Court today.

For instance, several years ago, an unmarried southern college freshman, who was around 19 or 20 years of age, and her child, moved into the house of a White House laborer. This man is around 50 years old. She married this man a few months ago, after having a child by him.

In another house, a woman who received financial aid from the Public Assistance Division, and who has 10 children, ranging in age from 8 months to 9 years, and who has been a widow for 4 years, permitted a 15-year-old girl to move into her house—a 15-year-old Washington, D. C., girl—in 1949.

This girl continued to remain there, and had a child by this woman's oldest son a year ago. This girl is now 19. This woman's son and the father of this girl's child are now in either jail or prison in Virginia for unlawful entries.

Another instance: We found a home where a couple, middle aged, had four children. Two of the children happened to belong to the resident's daughter and son. They were born out of wedlock. But they are twin boys, aged 5 years. The mother was a young girl and apparently just gave these children to this woman, who very kindly took them in and is taking care of them. She is not receiving any financial aid from any agency at this time. And she has advised me that the reputed father of these children is a former southwest policeman. But here are two 5-year-old children, with maybe a very good background, living in this alley with the couple, the man of whom has a very long police record.

In one very cold, dark house, we found a 13-year-old girl huddled in a corner. Now, we felt she was mentally retarded. It may have been that she was frightened and cold. She also stuttered a great deal. At any rate, there was no question that the girl was pregnant, probably 5 or 6 months. She lived there, she said, with her grandmother and grandfather, both of whom were out of the home, working. She told us that her father and stepmother and two sisters or brothers, I am not sure which, lived in a northeast section, which, from my general knowledge of Northeast, is one of the average middle-class neighborhoods. She said she had moved into Dixon Court because she liked it better there. She is a 13-year-old girl living in a home unsupervised, and just two doors down was a very loud party, a bunch of drunks raising Cain, and in another house we went into, there was a fight going on. Here is this child there, with no super-

vision, 5 or 6 months pregnant, who had been dropped from the school records because of pregnancy.

In the last of the houses, we found a 17-year-old married mother and her year-old child. When we walked into this place, there was a rather wild party going on. And I am putting it mildly. The girl told us she was from Warrenton, Va. She had not been in Washington very long. She was living in this house with a 30-year-old man. And the landlord, who was 26, told us that his girl friend was 47 and lived in the same house. And there was another man in there who was obviously mentally ill, who showed us a letter indicating he had been in St. Elizabeth's for a period of 4 days, I believe. Most of these men were unemployed.

Now, these were the conditions under which these youngsters, young women, and children, have been taken into Dixon Court to live.

Mr. HANNOCH. What is your next item? I don't like to interrupt the sequence of your story.

Mr. VENEY. I was going to discuss the pattern of rentals. There is actually no pattern that you can actually describe to say this is what is charged. Apparently, you pay just as much as you appear to be able to pay.

Mr. HANNOCH. Who fixes that?

Mr. VENEY. Mr. Tansey has told you that there are actually two alleys in this one project.

And I just learned yesterday that the Assessor's Office recognizes only Dixon Court there.

So while the Post Office recognizes Dwyer's Court, apparently in Dwyer's Court, which is the only section with electricity, there being 9 houses in there with electricity, and 32 in Dixon Court, which has none—

Mr. HANNOCH. Just stick to Dixon Court.

Mr. VENEY. The whole thing is Dixon Court as far as the Assessor's Office is concerned.

The pattern in these 9 houses which have electricity appears to be that there is a rental of \$20 per month, but you get deviations even there.

Mr. HANNOCH. Per house?

Mr. VENEY. Per house. Now, if you take the whole 41 houses in the court, we found that 78 of the inhabitants of 80 rooms were paying \$561.80 per month.

I think it would be a safe estimate to say that the rental for all of the rooms in the alley runs around \$1,200 per month.

The families which are fortunate enough to have 4 rooms, we found, were paying a rental which ranged from the lowest, \$28 a month, to the highest, \$31.50.

The average rental, however, for this group was \$18.55 a month. And if you broke it down into rental per room—because many of these houses are rented out just by the room—when a family rents a 4-room house the rental per room was just \$4.64 a month. Now, that is a big difference from what you find when a family rents 2 rooms. The average rental for 2 rooms is \$11.60 per month per room, whereas for 4 rooms they are paying only \$18.55.

Now, the unfortunates who are able to rent only 1 room are paying an average rental of \$13.46 a month.

Mr. HANNOCH. For one room?

Mr. VENEY. For one room.

The CHAIRMAN. What was that figure?

Mr. VENEY. Thirteen dollars forty-six cents a month.

Actually, some are paying as low as \$9 a month for 1 room, and others are paying as high as \$27 per month for 1 room.

Mr. HANNOCH. Could you tell us, from your records, what the income is from the property that is owned by Sullivan and Quick, or would you have to do a little calculating to tell us that?

Mr. VENEY. I am not sure I could do it from calculation. I will say this: that from what I could find out as to the houses owned by Sullivan, there is a subagent who rents part of these houses, a Mrs. Laura Bell. Now, how much she pays Mr. Sullivan, I don't know.

The CHAIRMAN. A real estate agent?

Mr. VENEY. No, sir. She lives in the area, and she apparently collects the rents and gives Mr. Sullivan so much per month and keeps the rest.

Mr. HANNOCH. She pays him so much per month and subrents to the other tenants?

Mr. VENEY. That is the impression I received.

Mr. HANNOCH. What do they do when somebody doesn't pay rent down there?

Mr. VENEY. Apparently throw them out. They apparently put a lock on the door; if the lock is strong enough, they don't go in. They are not going in any of Mr. Sullivan's houses when the doors are locked. The locks are staying on.

Mr. HANNOCH. What would you think the income down there, from your experience, is, on the Sullivan group, forgetting who gets the income? How much do the tenants pay?

Mr. VENEY. I couldn't break it down for you, Mr. Hannoch, on the basis of just one area.

Mr. HANNOCH. Do you know how many rooms there are in Sullivan's group of houses?

Mr. VENEY. Well, now, if you will look at this map, here, Mr. Sullivan owns, I believe, from 315 through 319, and 319 is boarded up. And then I believe he owns from 308 through 322. Now, there are two 322's. It is the one on the side nearest I Street. It would be difficult to say just what the rentals are from those rooms individually, because we were able to find them in some rooms on this side and some rooms over here and some rooms back in this side.

Mr. HANNOCH. I see that this subagent you referred to is in the room, so maybe we can find out from her.

Did you find out the extent of violations of the law that have been committed by the persons who are now residing in Dixon Court?

Mr. VENEY. Yes. It is a rather voluminous record. However, I don't think that the police records themselves are a good index of the violations of the law.

Mr. HANNOCH. Forget about the board of health and the building restrictions. I am talking about violations of criminal law.

Mr. VENEY. I am talking about that. Actually, the police only go into Dixon Court, I am sure, in emergencies.

We have 1 man, for instance, who has had 47 arrests—the man who has 4 children, or is contributing toward their care. That is not an indication of law violations on his part. The indications are that someone had to be called in to keep him from assaulting someone.

Mr. HANNOCH. Let's assume that was the only time the law was violated, when the police actually were called in. What do your records show?

Mr. VENNEY. We broke it down for only a few people. For instance, for the husband of Sullivan's subagent, he has a terrific number of offenses listed on the police docket, which runs close to a hundred.

Mr. HANNOCH. A hundred? One fellow?

Mr. VENNEY. Yes, sir. I would say between 80 and 100 different offenses. This is the husband of the subagent for Sullivan. He is 31, and his wife is around 60.

Mr. HANNOCH. Has she any record?

Mr. VENNEY. Yes, sir.

Mr. HANNOCH. She has a record, too.

Mr. VENNEY. Yes, sir; 7 or 8 arrests. In the other house, where these 4 children are living, the man has been charged with 47 different offenses. Many of them were dropped later because of no prosecution. And there is a chronic pattern in these offenses.

Mr. HANNOCH. What is the pattern?

Mr. VENNEY. Most of them involve attempted assaults against another resident after a drunken brawl.

This is the arrest record for one person.

Mr. HANNOCH. Let's not have the name. I am not anxious to have names; just the content.

What about the children who are living in there?

Mr. VENNEY. For the man who has 47 arrests, there are 4 children, all boys, aged 9 years, 2 years, and twins aged 5 years. They are not known to the courts, as far as we know, or to the police.

Mr. HANNOCH. Are the children that are now living in the neighborhood known to the courts?

Mr. VENNEY. I couldn't tell you how many are actually known to the courts. I know of one youngster who is in the National Training School for a number of unlawful entries, and who also was charged with secondary murder after hitting a boy in the head with a cue stick.

Mr. HANNOCH. All right.

The CHAIRMAN. And this boy charged with secondary murder was from Dixon Court?

Mr. VENNEY. Yes, sir. He was a runaway from the Industrial Home School. He had also run away from home before he ran away from the Industrial Home School. He had been a runaway from home quite a number of times. And during this period he struck a boy in the head in one of the Metropolitan Police boys' clubs. He was committed to the training school, I understand, for several housebreakings, and after he was in the training school this boy he had struck in the head died, and then a secondary murder charge, I believe, was placed against him.

You are asking about the number of families receiving financial aid. In our 50 percent sampling, we found seven family groups receiving financial aid.

Mr. HANNOCH. That would be 14 in the group?

Mr. VENNEY. We would have estimated 14. But the public-assistance man, Mr. Donald Gray, has submitted information to us showing that they have a total of 12 families in Dixon Court. Now, again, I don't know whether he is leaving Dwyer Court out of this, or

whether public assistance doesn't include Dwyer Court as the Assessor's Office does.

But for Dixon Court, as far as the Public Assistance Division is concerned, there are 12 families, a total of 43 persons, receiving approximately \$1,005.22. That was in December.

Mr. HANNOCH. A thousand dollars per month?

Mr. VENEX. For that month. That is a monthly grant. It runs \$1,005.22, and this was dated for December.

Now, in those same homes where those people were receiving financial aid, while this covers 43 people, there are 17 people, 4 adults and 13 children, who are living in these homes apparently, but who are not receiving financial aid from the agency. Part of the family group apparently have other income. Some of these people have been receiving financial aid for as long as 6 years and 5 years.

The CHAIRMAN. Without interruption?

Mr. VENEX. This is a continuous time. Some have just been receiving financial aid for 1 month.

We also found, in this 50-percent sampling, 8 adults, or 14 percent of the population, who were neither on relief nor working. None of these people were as old as 50 years. Most of them were in their forties. There were 3 single men, 1 single woman, single or unattached, and 2 couples. This was 8 out of 49 adults. One of these persons had been in St. Elizabeths Hospital for a few days. One was blind, another was almost blind. Two men had pushcarts outside their doors and said that they "junked" occasionally. And 7 of the 8 people had obviously been drinking. Four were so intoxicated they didn't even know that we were present, and if it hadn't been for someone else in the room, we couldn't have secured any information at all.

Mr. HANNOCH. How did they get along?

Mr. VENEX. That was the question Mr. Tansey asked me. I could only hazard a guess. Where we found 2 couples in a second-floor room, only 1 couple lived there. There were 2 women and 1 man on a bed obviously drunk, and a man staggering around the room, blind, didn't know what was going on.

In another house, the 17-year-old girl who drifted in there from Virginia was present. There were four men and this young woman, with liquor bottles around. I am sure prostitution is pretty prevalent in some of these places.

Mr. HANNOCH. All right.

Mr. VENEX. We went to one house, where there were 3 individuals, each receiving financial aid from the Public Assistance Division, living in 4 rooms. One had the first-floor front room, one had the second-floor back room, and the third one had a room on the first floor and a room on the second floor.

There were a bunch of little children playing in front of this house paying no attention to the noise emanating from the house. We knocked on the door, someone cursed, and we were told to come in. We got in just a few minutes before a man, who was blind, and, as I said, was on relief, had been struck across the nose and across the cheek with a whisky bottle. He was bleeding profusely from around the bridge of his nose, and from the side of his face. He apparently thought we were police officers, because he started explaining right

away that "That guy in the bed is the fellow who is at fault." This man was 59 years old. There was a woman on the bed 40 years old. She never even knew we were around, she was so intoxicated. And the man of 31 was in bed with her. He told us quite frankly, "This woman doesn't want this man. I was invited to move in, so I moved in." These are things seen very often. This was no special time we came in. We made morning visits unannounced. These were some of the things we saw which children see and live under in these alleys every day.

Mr. HANNOCH. You didn't undertake to visit Captain Sullivan?

Mr. VENAY. No, sir; I did not.

Mr. HANNOCH. Or Mr. Quick?

Mr. VENAY. Mr. Quick apparently heard we were in the alley, or at least he showed up during one of the visits Mr. Tansey and I made there, and we talked to him for a few minutes in the alley.

Mr. HANNOCH. All right. Now, have you anything else?

Mr. VENAY. No, Mr. Hannoch, except to tell you that this court is typical of probably 800 dwellings, substandard dwellings, in Washington, D. C. It is not unusual. By the Assessors report in 1952, there are 800 of these houses in various alleys in Washington. And they are graded.

Mr. HANNOCH. Graded?

Mr. VENAY. Graded, yes, sir. They are marked either extremely poor, very poor, and all Dixon Courts are marked "very poor," or there is a category—

The CHAIRMAN. Mr. Venay, you are speaking about the Assessor's records, now, are you not?

Mr. VENAY. The Assessor's records. And I think the grading is a pretty accurate picture.

Mr. HANNOCH. What is that grading now? Poor? Very poor?

Mr. VENAY. They have different standards. You have your extremely poor alley dwellings. I don't know where they are, because Dixon Court is just marked "very poor." Then you have the poor ones. Then you have a group marked "condemned." And there is a group marked "guttled," apparently because of fires. And then you have fair, good, and excellent.

In talking to the head of the District Land Redevelopment Agency, I said to him, "How can I tell from this report who lives in these houses? Are these occupied by Negroes or by whites?"

And his statement to me over the phone was, "In every case practically where they are marked 'poor,' 'extremely poor,' 'guttled,' et cetera, they are occupied by Negroes."

So we have a total here in the District, then, of 800 of the 940 houses, which have these impossible ratings, condemned, et cetera. That leaves 140 which are marked "fair" to "excellent." But even as to this 140, which are marked "fair" to "excellent," there is some question about them, because in the same alleys where some are marked "fair" that we have included in the 140, there are others which are marked "condemned."

Mr. HANNOCH. You didn't investigate to find out how you get classified "poor" and awfully poor, did you?

Mr. VENAY. I tried to find out, but I couldn't get any information about it. This is someone's estimate, put out in 1952, and there are copies for your subcommittee. But if Dixon Court is a sample of

what is happening in the other alleys in Washington, and we have said that there are 6 people, 3 adults and 3 children, assuming there are 800 houses altogether in the District of Columbia, there must be at least—

The CHAIRMAN. And you think that is a pretty safe assumption?

Mr. VENEY. A very safe assumption. I think you will find more of these people living in those houses marked "poor." These will only carry so many, those marked "extremely poor," because the walls would fall out probably if you put too many in a room. So I think there are five to six thousand people living in these alleys under extremely deplorable conditions, and the majority of them are little children 6 years or younger.

The CHAIRMAN. The moral conditions you have described here are shocking to the chairman of this subcommittee. I wonder if the conditions were as bad as they are today at the time you were doing probation work in the area. I mean the moral conditions.

Mr. VENEY. I am afraid I couldn't answer that, Senator. When I was doing probation work I was visiting a particular house, or maybe 2 or 3 houses. This is the first time I ever made a survey of an entire alley. I was pretty hardened to it. Mr. Tansey was not quite as hardened to it as I was. But even I was surprised at many of the conditions I saw, despite 15 years' experience.

The CHAIRMAN. Mr. Veney, you have rendered very valuable services to this subcommittee, and speaking for the subcommittee, I want to thank you.

Mr. VENEY. Thank you, Senator.

Mr. HANNOCH. Mrs. Scroggins?

Just a minute, Mrs. Scroggins. I want to get the lady who collects the rents.

Mr. VENEY. That is Mrs. Bell.

Mr. HANNOCH. Mrs. Bell.

The CHAIRMAN. Mrs. Bell, will you come forward, please? Will you raise your right hand?

Do you swear that the evidence you will give before this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Mrs. BELL. Yes, sir.

Mr. HANNOCH. Your name is Laura Bell?

#### TESTIMONY OF MRS. LAURA BELL, RESIDENT, DIXON COURT, DISTRICT OF COLUMBIA

Mrs. BELL. Yes, sir.

Mr. HANNOCH. And you live at 316 Dixon Court?

Mrs. BELL. Yes, sir.

Mr. HANNOCH. You have charge of collecting of rents?

Mrs. BELL. Yes, sir.

Mr. HANNOCH. Just speak up a little louder so that we can hear you.

Mrs. BELL. I don't have charge of it, but I collect the rent, \$14 a month.

Mr. HANNOCH. You collect rent for whom?

Mrs. BELL. For Capt. Jeremiah Sullivan.

Mr. HANNOCH. And how long have you been collecting rent for him?

Mrs. BELL. I don't know the date or the time I started, but I have been collecting ever since he had the houses, for him.

Mr. HANNOCH. Ever since he bought the house?

Mrs. BELL. Yes.

Mr. HANNOCH. Did you also collect rents for Mr. Schlein and Mr. Evans before Captain Sullivan bought the houses?

Mrs. BELL. When I rented the house, Mr. Jack Quick collected the rent, but Mr. Al Morganstein was the man who owned the house when I rented it.

Mr. HANNOCH. Well, do you collect the rents and then turn them over to Captain Sullivan?

Mrs. BELL. Yes, sir.

Mr. HANNOCH. Does he come down and collect the rent from you?

Mrs. BELL. Yes, sir.

Mr. HANNOCH. How do you collect it? By the month, or by the week?

Mrs. BELL. By the month.

Mr. HANNOCH. And how much do you get?

Mrs. BELL. Fourteen dollars.

Mr. HANNOCH. Fourteen dollars for what?

Mrs. BELL. For a house.

Mr. HANNOCH. Fourteen dollars a month a house?

Mrs. BELL. Yes; for a house.

Mr. HANNOCH. And how many houses do you collect for?

Mrs. BELL. I pay my own rent, \$3.16, and my husband has 2 rooms, and he pays \$7 a month for them, and I collect from Agnes Morrison \$14, and Mr. — They told me you could call and ask them. Both of them were working, and they couldn't come up here. That is the names. And you can call the people and see.

Mr. HANNOCH. What have you got there? What were you giving me?

Mrs. BELL. That is the names on the rent receipts. I ain't got but one rent receipt there, and that is 316 Dixon Court.

Mr. HANNOCH. Here you have a receipt from Agnes Morrison for \$14.

Mrs. BELL. Yes, sir.

Mr. HANNOCH. For December the 6th, 1952.

Mrs. BELL. Yes, sir.

Mr. HANNOCH. For house 312.

Mrs. BELL. That is right.

Mr. HANNOCH. And Willie Payne?

Mrs. BELL. Yes, sir. That is my daughter. But she stayed next door to me.

Mr. HANNOCH. She lives in the house next door?

Mrs. BELL. Yes, sir.

Mr. HANNOCH. She pays \$14?

Mrs. BELL. Yes, sir.

Mr. HANNOCH. And Henry Smith?

Mrs. BELL. That is right. He pays \$14.

Mr. HANNOCH. And he occupies No. 310.

Mrs. BELL. That is right.

Mr. HANNOCH. And your daughter occupies 314.

Mrs. BELL. He moved out of 310. He stays on the corner. But he didn't change his address. He stayed at 308.

Mr. HANNOCH. And No. 322 was Thomas Ford.

Mrs. BELL. Yes, sir.

Mr. HANNOCH. He pays \$14.

Mrs. BELL. Yes, sir.

Mr. HANNOCH. And Laura Bell occupies 316, and she paid \$14.

Mrs. BELL. Yes, sir.

Mr. HANNOCH. And James Bell occupies 315.

Mrs. BELL. Yes; but he ain't got but two rooms.

Mr. HANNOCH. He pays \$7.

Mrs. BELL. Yes.

Mr. HANNOCH. Who writes these receipts out?

Mrs. BELL. Capt. Jeremiah Sullivan.

Mr. HANNOCH. He writes them out himself?

Mrs. BELL. Yes, sir.

Mr. HANNOCH. Gives them to you before you collect the money?

Mrs. BELL. No; I collect and give it to him and he gives me the receipt to give the people.

Mr. HANNOCH. And you want us to understand that you only get \$14 for a whole house?

Mrs. BELL. That is right. I don't know what my husband gets for his two rooms because he got somebody staying in them.

Mr. HANNOCH. Well, don't you collect more money from these tenants?

Mrs. BELL. No, sir.

Mr. HANNOCH. And don't these tenants pay more than \$14 a month rent?

Mrs. BELL. No, sir; not to me.

Mr. HANNOCH. Well, who else would they pay it to, if not to you?

Mrs. BELL. Well, I am going to tell you. I don't know, sir. I don't go out of my house to their house. I stay where I live at and they bring the money there, Agnes and Mr. Ford and my daughter, and I give it to Captain Sullivan.

Mr. HANNOCH. Well, do any of these tenants subrent these properties themselves?

Mrs. BELL. I don't know, sir. You mean do Agnes stay there? No. Miss Ford don't stay there neither.

Mr. HANNOCH. They all occupy these houses themselves?

Mrs. BELL. Yes.

Mr. HANNOCH. Each one of these tenants I have named occupies the whole house?

Mrs. BELL. No, sir. They don't occupy the whole house.

Mr. HANNOCH. Well, now, just take one of these tenants.

Mrs. BELL. Agnes Morrison has got a blind woman staying down in the bottom of her house, and one stay up in the back. But what they pay them, I don't know.

Mr. HANNOCH. Oh, I see. In other words, you collect \$14, and what the people charge to the people, the other people, that occupy the house, you don't know?

Mrs. BELL. That is the only person who got a room there.

Mr. HANNOCH. The only person who rents a room?

Mrs. BELL. Yes. And Mr. Ford—I don't know the people down there. He work at Washington brickyard. You could call him any time you get ready.

Mr. HANNOCH. Now, where are these rent receipts? I would just like to see them for a minute, if I could.

The CHAIRMAN. One of those receipts is not signed by Captain Sullivan.

Mrs. BELL. Who is it signed by? He give them to me. I can't even write or read. He give them to me.

Mr. HANNOCH. Are these receipts ready to be given to people?

Mrs. BELL. No, sir.

Mr. HANNOCH. They haven't paid their rent yet?

Mrs. BELL. I think that was last year or year before last.

The CHAIRMAN. These are 1953.

Mr. HANNOCH. January 15, 1953. That is last year; January 1953. And then you have one here for February 1953.

Where did you get these receipts?

Mrs. BELL. They give them to me. I ask them for them this morning.

Mr. HANNAH. You collected these this morning?

Mrs. BELL. Yes, sir; so I could show them to you, or whoever I had to show them to.

Mr. HANNOCH. What are you collecting for the month of December 1953?

Mrs. BELL. There ain't nobody paying no rent now.

Mr. HANNOCH. Nobody paid yet?

Mrs. BELL. They said the Government bought the houses.

Mr. HANNOCH. They said what?

Mrs. BELL. I didn't collect anything. They said the Government had bought the houses.

Mr. HANNOCH. The Government bought the houses?

Mrs. BELL. That is what they say. And they ain't paid me nothing, and Agnes ain't paid me.

Mr. HANNOCH. When did the Government buy these houses?

Mrs. BELL. I don't know, sir.

Mr. HANNOCH. So nobody paid any rent?

Mrs. BELL. I ain't paid myself.

Mr. HANNOCH. How long has that been going on?

Mrs. BELL. I ain't paid this month.

Mr. HANNOCH. How about last month?

Mrs. BELL. Well, I paid last month. I paid my rent.

Mr. HANNOCH. You paid your rent last month, but you haven't paid it this month?

Mrs. BELL. No.

Mr. HANNOCH. Now, who was it told you the Government bought this house?

Mrs. BELL. I don't know. A man that looked kind of like that man yonder. I don't know whether it is him or not. And that man that was sitting here, that man there.

Mr. HANNOCH. He told you the Government bought the house?

Mrs. BELL. That is right; told me they was buying it. So I ain't paid no rent, and none of the rest of them have paid. I know they didn't give it to me.

The CHAIRMAN. Did all the other tenants pay rent last month?

Mrs. BELL. Yes. I paid.

Mr. HANNOCH. All the tenants?

Mrs. BELL. Yes.

Mr. HANNOCH. Do you see Captain Sullivan in the room?

Mrs. BELL. Yes, I see him.

Mr. HANNOCH. All right. You don't collect rent from the tenants, that you don't tell Captain Sullivan anything about, do you?

Mrs. BELL. No, sir.

Mr. HANNOCH. You only collect \$14?

Mrs. BELL. That is right.

Mr. HANNOCH. How many people live in your house?

Mrs. BELL. With me?

Mr. HANNOCH. Yes.

Mrs. BELL. Me and my husband and an old man named——

Mr. HANNOCH. I don't care what his name is. Just you and your husband live in one house. You heard the gentleman this morning describing these houses?

Mrs. BELL. Yes, sir, I heard what he say.

Mr. HANNOCH. Is that a substantially correct description of what it is down there?

Mrs. BELL. Not by no 15 or 16 in 1 house. I don't know what company people has, because I don't go to nobody's house but mine.

Mr. HANNOCH. But as far as the condition of the house, the plumbing, the water, the toilets?

Mrs. BELL. Well, my water and toilet are all right. I don't know about the rest of them.

Mr. HANNOCH. Your toilet is right out in the backyard, too?

Mrs. BELL. Yes.

Mr. HANNOCH. Did you ever complain to the Board of Health?

Mrs. BELL. No, sir.

Mr. HANNOCH. Has the Board of Health ever been to your house?

Mrs. BELL. Yes, sir.

Mr. HANNOCH. Who sent them there?

Mrs. BELL. I don't know.

Mr. HANNOCH. When were they there last?

Mrs. BELL. Year before last.

Mr. HANNOCH. Have they had any fires in Dixon Court?

Mrs. BELL. Yes; they had a fire there, but it didn't damage nothing.

Mr. HANNOCH. How long ago did they have a fire?

Mrs. BELL. About 2 weeks or 3.

Mr. HANNOCH. Two or three weeks ago?

Mrs. BELL. Yes.

The CHAIRMAN. The Chair would suggest that counsel show the witness the pictures and ask if they substantially represent the physical condition of the property.

Mr. HANNOCH. Would you just look through those pictures, Mrs. Bell, and pick your house out, if you can?

Mrs. BELL. I could pick them out if I could see.

Now, that is 312, and that is my daughter's home. My house ought to be right here.

Mr. HANNOCH. The witness points to house picture No. 5.

Mrs. BELL. That is 312. That is my daughter's house.

Them ain't Captain Sullivan's houses. Jack Quick's.

That is the inside of this house right here.

Mr. HANNOCH. The witness points to photograph No. 23 as the inside of the house occupied by her daughter.

The CHAIRMAN. Now, Mrs. Bell, you have looked at those pictures. Do they portray the physical condition of the area? Do you understand what I mean?

Mrs. BELL. No.

The CHAIRMAN. From those pictures, can you tell that that is Dixon's Alley, or Dixon's Court?

Mrs. BELL. This one.

Mr. HANNOCH. They are all pictures of different parts of Dixon's Court, aren't they, all the pictures?

Mrs. BELL. I don't know. I know these two is.

Mr. HANNOCH. The two you are pointing out are your house. The other ones you don't know about?

Mrs. BELL. This ain't none of my house.

Mr. HANNOCH. That is your daughter's house?

Mrs. BELL. Yes.

Mr. HANNOCH. Now, these receipts you gave us are only from a few of the houses, aren't they? They are not from all the houses?

Mrs. BELL. They are not from all of them?

Mr. HANNOCH. There are only six here. There are more than that.

Mrs. BELL. There are only six I collect rent from. He got two there I don't collect from. They pay rent themselves.

Mr. HANNOCH. You don't collect for the rest of them.

All right. That is all.

Mrs. Williams?

The CHAIRMAN. Mrs. Williams, do you swear that the evidence that you will give before this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Mrs. WILLIAMS. I do.

Mr. HANNOCH. Mrs. Williams, will you sit down there? May I say this to you? If you do not care to have us discuss in public the correspondence which you have had with our investigators, I have spoken to the Senator, and he will not compel you to testify if you don't want to do it.

#### TESTIMONY OF MRS. LOUISE WILLIAMS, RESIDENT, DIXON COURT, WASHINGTON, D. C.

Mrs. WILLIAMS. That is all right.

Mr. HANNOCH. Are you satisfied to tell us what you have told us?

Mrs. WILLIAMS. I certainly will.

Mr. HANNOCH. Where do you live?

Mrs. WILLIAMS. I live at 820 Dixon Court SW.

Mr. HANNOCH. How long have you lived there?

Mrs. WILLIAMS. Ever since January.

Mr. HANNOCH. Of this past year?

Mrs. WILLIAMS. That is right.

Mr. HANNOCH. And how many rooms do you occupy?

Mrs. WILLIAMS. Four.

Mr. HANNOCH. And how much rent do you pay?

Mrs. WILLIAMS. \$18.50 per month.

Mr. HANNOCH. And how many people live in the house with you?

Mrs. WILLIAMS. It is 11.

Mr. HANNOCH. Eleven?

Mrs. WILLIAMS. No, it is 12.

Mr. HANNOCH. You and your husband and 10 children?

Mrs. WILLIAMS. Ten children.

Mr. HANNOCH. What does the house consist of? How many rooms has it got?

Mrs. WILLIAMS. Four.

Mr. HANNOCH. And how many children sleep in one room?

Mrs. WILLIAMS. Well, there are 6 of them.

Mr. HANNOCH. And how many of them are in one bed?

Mrs. WILLIAMS. Well, they do have a daybed. It is about 4 in 1 bed, a larger bed, and 2 in a small bed.

Mr. HANNOCH. Do you have any water in your house?

Mrs. WILLIAMS. Yes, I do.

Mr. HANNOCH. Inside the house?

Mrs. WILLIAMS. Yes. I have a sink in the kitchen.

Mr. HANNOCH. And do you have an inside toilet?

Mrs. WILLIAMS. No.

Mr. HANNOCH. Do you use an outside privy for that purpose?

Mrs. WILLIAMS. Well, you can't even use that. It is not to use.

Mr. HANNOCH. What is the matter with that?

Mrs. WILLIAMS. That has been stopped up ever since we have been there. It was in that condition when we moved there.

Mr. HANNOCH. It is in the same condition as when you moved in?

Mrs. WILLIAMS. Yes.

Mr. HANNOCH. What do you do? Use the neighbors'?

Mrs. WILLIAMS. That is right.

Mr. HANNOCH. Have you made any complaints to the Board of Health?

Mrs. WILLIAMS. We have made complaints, and the inspector has been there.

Mr. HANNOCH. But has the plumbing been fixed?

Mrs. WILLIAMS. They were supposed to fix it, but the agent never came down to see if they fixed it right. So we don't know anything about plumbing. They say it was all right, and so a few days afterward it would be stuffed up again. For 1 thing, 1 plumber told me it didn't have any pipes under the ground.

Mr. HANNOCH. Had no pipes under the ground?

Mrs. WILLIAMS. That is right. Because he did pull them up and left them laying in the yard. There hasn't been anything fixed. Just some men come there with a coil and do that kind of work. There has never been anything taken out or put in.

Mr. HANNOCH. What school do your children go to?

Mrs. WILLIAMS. Leonard School, Rowell School, S. J. Bowen School.

Mr. HANNOCH. What is their age? From what to what?

Mrs. WILLIAMS. From 6 years up to 13.

Mr. HANNOCH. From 6 up to 13?

Mrs. WILLIAMS. That is right.

Mr. HANNOCH. Who is your landlord?

Mrs. WILLIAMS. Mr. George Basiliko.

Mr. HANNOCH. You are Mr. Basiliko's tenant?

Mrs. WILLIAMS. That is right.

Mr. HANNOCH. Will you look at pictures Nos. 2 and 4? Will you identify those as being the house that you are occupying?

Mrs. WILLIAMS. Yes. This is one. And the house on the end is also one of those.

Mr. HANNOCH. Do you receive any financial aid from the municipalities?

Mrs. WILLIAMS. No.

Mr. HANNOCH. Your husband works, does he not?

Mrs. WILLIAMS. That is right.

Mr. HANNOCH. And are all of your children who are of school age attending school regularly?

Mrs. WILLIAMS. Yes; as regularly as possible.

Mr. HANNOCH. Have any of them gotten into any difficulty with the authorities?

Mrs. WILLIAMS. Only one.

Mr. HANNOCH. You have accounted for six of the children. Where do the other children sleep?

Mrs. WILLIAMS. The baby and the youngest boy sleep in the baby bed, and one of the small children sleeps with me and my husband.

Mr. HANNOCH. All right.

That is all, Mrs. Williams. Thank you very much.

Mrs. Scroggins?

The CHAIRMAN. Mrs. Scroggins, will you raise your right hand? Do you swear that the evidence you give before this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Mrs. SCROGGINS. Yes, sir.

Mr. HANNOCH. Mrs. Scroggins, I want to say to you the same thing I said to the last witness: If you don't care to tell us anything about your personal affairs down in Dixon's Court, the Senator will not compel you to do it.

#### TESTIMONY OF MRS. CORA ALICE SCROGGINS, RESIDENT, DIXON COURT, WASHINGTON, D. C.

Mrs. SCROGGINS. That is all right with me.

Mr. HANNOCH. You are willing to help discuss this situation. All right.

Where do you live?

Mrs. SCROGGINS. 364 Dixon Court.

Mr. HANNOCH. And who is your landlord?

Mrs. SCROGGINS. Arthur J. Quick.

Mr. HANNOCH. And how much rent do you pay?

Mrs. SCROGGINS. \$28 a month.

Mr. HANNOCH. What do you occupy?

Mrs. SCROGGINS. Four rooms.

Mr. HANNOCH. And what facilities are there in the house? Do you have water inside the house?

Mrs. SCROGGINS. Nothing.

Mr. HANNOCH. Nothing?

Mrs. SCROGGINS. Nothing.

Mr. HANNOCH. Where do you get the water?

Mrs. SCROGGINS. Outside, next door.

Mr. HANNOCH. And where are your toilet facilities?

Mrs. SCROGGINS. Outside.

Mr. HANNOCH. Have you made any complaints to the Board of Health?

Mrs. SCROGGINS. Oh, lots of times.

Mr. HANNOCH. About what?

Mrs. SCROGGINS. About the toilet. I don't have water.

Mr. HANNOCH. You don't have any water at all?

Mrs. SCROGGINS. No.

Mr. HANNOCH. Where do you get your water?

Mrs. SCROGGINS. Next door.

Mr. HANNOCH. And what happened as a result of the complaints to the Board of Health?

Mrs. SCROGGINS. Oh, nothing. They just come up and had the toilet opened. That is all.

Mr. HANNOCH. Have you had any reasons given to you as to why the toilets don't work there?

Mr. SCROGGINS. No, not particularly; only the pipes are rotten, no good. That is all.

Mr. HANNOCH. Do you know anything about your house being sold?

Mrs. SCROGGINS. It hasn't been sold as I know of.

Mr. HANNOCH. You are still paying your rent?

Mrs. SCROGGINS. Oh, yes.

Mr. HANNOCH. Now, who lives here at the house with you?

Mrs. SCROGGINS. Well I have a pair of twins 5, and 2 grandchildren, 2 and 9, and my old man.

Mr. HANNOCH. Are you on Government relief?

Mrs. SCROGGINS. No, sir.

Mr. HANNOCH. Do you work?

Mrs. SCROGGINS. No, sir.

Mr. HANNOCH. Does your husband work?

Mrs. SCROGGINS. Yes, sir.

Mr. HANNOCH. What does he do?

Mrs. SCROGGINS. He works for the Donaldson Paving Co.

Mr. HANNOCH. Do you think that this neighborhood you are living in is a good neighborhood to bring up children?

Mrs. SCROGGINS. No.

Mr. HANNOCH. Are you familiar with any of the people in the neighborhood being arrested and taken over by the police?

Mrs. SCROGGINS. Oh, I have noticed that about a lot of people since I have lived there, in 12 years.

The CHAIRMAN. Are there many children taken in by the police down there?

Mrs. SCROGGINS. Not as I know.

The CHAIRMAN. The subcommittee will stand in recess until 2:15 this afternoon.

(Whereupon, at 12:25 p. m., a recess was taken until 2:15 p. m., this same day.)

#### AFTERNOON SESSION

The subcommittee reconvened at 2:15 p. m., upon the expiration of the recess.

The CHAIRMAN. The subcommittee will come to order.

Counsel for the committee will call the first witness for the afternoon.

Mr. HANNOCH. Captain Sullivan.

The CHAIRMAN. Captain, do you swear that the testimony you will give before this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Mr. SULLIVAN. So help me God.

**TESTIMONY OF JERAMIAH A. SULLIVAN, REALTOR, WASHINGTON,  
D. C.**

Mr. HANNOCH. Your full name is Jeremiah A. Sullivan?

Mr. SULLIVAN. Yes.

Mr. HANNOCH. Where do you reside?

Mr. SULLIVAN. 7201 Georgia Avenue NW.

Mr. HANNOCH. You were formerly a police captain of the Metropolitan Police?

Mr. SULLIVAN. That is right.

Mr. HANNOCH. And are now retired?

Mr. SULLIVAN. Retired.

Mr. HANNOCH. When did you retire?

Mr. SULLIVAN. I retired October 1, 1945.

Mr. HANNOCH. At the time of your retirement, how many years had you been on the police force?

Mr. SULLIVAN. I had been there 42 years. I went in on January 16, 1904. I retired October 1, 1945. I had 42 years less 2 or 3 months.

Mr. HANNOCH. At the time you were retired you were captain of what precinct?

Mr. SULLIVAN. No. 2.

Mr. HANNOCH. Had you been captain of No. 4?

Mr. SULLIVAN. When I was made captain in 1930 I was sent to No. 4 Precinct. I remained there until July 31, 1938. Then I was transferred from No. 4 to No. 2 on July 1, 1938, and remained until October 1, 1945.

Mr. HANNOCH. What do you believe to be the duty of a police captain?

Mr. SULLIVAN. Well, a police captain is a supervising officer in charge of a precinct. He is held responsible for crime and so forth, committed in his precinct.

Mr. HANNOCH. Does he have anything to do with the prevention of crime and violations of laws?

Mr. SULLIVAN. Yes, sir.

Mr. HANNOCH. When did you acquire title to this property known as Dixon Court?

Mr. SULLIVAN. Nineteen hundred and forty-seven, in March and in June 1947.

Mr. HANNOCH. Was that owned by you prior to that time and held in anybody else's name?

Mr. SULLIVAN. It was not; no.

Mr. HANNOCH. How much did you pay for these properties?

Mr. SULLIVAN. I paid \$550 for 8 houses, apiece.

Mr. HANNOCH. \$550 apiece?

Mr. SULLIVAN. Yes; and for 2 I paid \$750.

Mr. HANNOCH. For how many did you pay \$550?

Mr. SULLIVAN. Eight.

Mr. HANNOCH. And 2 at \$750?

Mr. SULLIVAN. Apiece.

Mr. HANNOCH. That is \$4,800 for both of them?

Mr. SULLIVAN. It is more than that, isn't it? Fifty-nine hundred, I think.

Mr. HANNOCH. Yes; I think you are right.

The CHAIRMAN. The Chair assumes, Captain, that the 2 you acquired for \$750 per house were purchased after you acquired the 8 at \$550.

Mr. SULLIVAN. I first acquired the 2 at \$750.

The CHAIRMAN. It is in reverse then.

Mr. SULLIVAN. Yes. That was in March. Then in June I bought the other eight.

Mr. HANNOCH. Who collects the rent for you?

Mr. SULLIVAN. When I first bought the property I used to collect the rent myself, but in the last couple years, with my age and my physical condition, I just couldn't go down there in the nighttime to get the money. Laura Bell was living in one of the houses when I first bought them. I talked to Laura and Laura collected the money from some of the houses for me. And I collected from 315, the people that were in the house when I bought it, and 316 where Laura was, 318 and 320, and she collected the rest.

I would give her the receipts and she would get the money. I say I collected from 315 on the second floor and 316, 318, and 320. I collected that rent, myself.

Those people were in the houses when I bought them, but they would change every now and then and I just couldn't keep up with them.

Mr. HANNOCH. Who fixes the amount of rent that is paid?

Mr. SULLIVAN. I rented the houses for \$14 a month.

Mr. HANNOCH. What does Laura get for collecting them?

Mr. SULLIVAN. Every now and then I would give her a couple dollars.

Mr. HANNOCH. Is she allowed to charge whatever she can and keep the difference between \$14 and what she can get?

Mr. SULLIVAN. I tell you, to be honest about it, I don't know whether she gets more than \$14.

Mr. HANNOCH. I do not, either. I am just asking.

Mr. SULLIVAN. She gets only \$14 as far as I know.

Mr. HANNOCH. She goes to all this trouble collecting this rent and all she gets is a couple dollars once in awhile?

Mr. SULLIVAN. That is right.

Mr. HANNOCH. Do you know of any law of the District that is being complied with with respect to those houses?

Mr. SULLIVAN. Any law that is being complied with? In what way do you mean?

Mr. HANNOCH. Any way. The Board of Health regulations are not being complied with, are they?

Mr. SULLIVAN. In a way, yes; they have been complied with. They have sewerage in it. Now and then I would get a notice from the Health Department that the sewerage was stopped up and I would have to have the sewer unstopped, the toilet.

And the roof was leaking, I would get the notice, or the tenant would tell her and she would tell me and I would have it fixed.

Mr. HANNOCH. Do you think the Board of Health regulations are being complied with? I am not talking about what the Board of

Health tells you you have to do. I want to know if you think that the Board of Health laws are being complied with in those houses.

Mr. SULLIVAN. I tell you, gentlemen, as far as I know I would have to say "Yes," because if it was not I think there would be some court action about it.

Mr. HANNOCH. It might not be if they didn't want to interfere with a former captain of the police.

Mr. SULLIVAN. That has nothing at all to do with it. I have had my summons from the Health Department the same as everybody else did.

When I bought those houses I was out of the police department for over 2 years, when I bought them houses.

Mr. HANNOCH. Do you think the building code is complied with in those houses?

Mr. SULLIVAN. I tell you the houses are not what you call real dilapidated houses. They are four-room houses. They ain't so bad.

Mr. HANNOCH. What would have to be their condition in order for you to describe them as dilapidated? What more would have to happen?

Mr. SULLIVAN. I guess if the walls were bad in them and the window sashes was bad and the frames in the windows and the roof was bad, the flooring was bad.

Mr. HANNOCH. You think the roofs and the floors and the walls are in good condition in those houses?

Mr. SULLIVAN. I tell you there is not a roof down there leaking to my knowledge. I have had the roofs fixed right along.

Mr. HANNOCH. What taxes do you have to pay on this property?

Mr. SULLIVAN. I believe it is \$16, pretty close to \$17 a quarter.

Mr. HANNOCH. Per house?

Mr. SULLIVAN. Per house.

Mr. HANNOCH. Have you any records to show how much you have spent for repairs on these houses?

Mr. SULLIVAN. Yes, sir; I have them in my books here.

Mr. HANNOCH. How much did you spend last year on repairs on this group of houses?

Mr. SULLIVAN. I have itemized it for each house.

Mr. HANNOCH. I do not want the complete detail. How much do you have down there that you spent?

Mr. SULLIVAN. The real-estate tax now—I will take 316—\$7.91 in February and again in September, \$7.91.

I had fire insurance, \$3.89.

I had repair of roof, \$13.80. And I had a water bill for \$39.29.

Mr. HANNOCH. Those are the annual repairs on the houses?

Mr. SULLIVAN. Yes.

Mr. HANNOCH. Does that represent an average for all of these houses?

Mr. SULLIVAN. Yes.

The CHAIRMAN. You said a water bill for \$39?

Mr. SULLIVAN. For \$39.29.

The CHAIRMAN. That is for the year, is it not?

Mr. SULLIVAN. Yes. It is supposed to be \$10.94 a year. This is excess water which brings it to that amount.

Mr. HANNOCH. According to my figures that makes approximately \$70 a year for all your carrying charges?

Mr. SULLIVAN. Around that neighborhood.

Mr. HANNOCH. You get \$14 a month per house?

Mr. SULLIVAN. Yes.

Mr. HANNOCH. Does this book that you have there in front of you contain the records of all your real-estate holdings?

Mr. SULLIVAN. Yes, sir.

Mr. HANNOCH. You hold other properties?

Mr. SULLIVAN. I do; yes, sir.

Mr. HANNOCH. Do you own any other slum property of this kind?

Mr. SULLIVAN. No. I have had a couple of houses on Second Street SW. The fellow says they might not be as good as the house I am living in.

Mr. HANNOCH. There was some testimony this morning that the Government bought this property?

Mr. SULLIVAN. My houses, I don't own them no more in Dixon Court. My houses are gone.

Mr. HANNOCH. When did you sell them?

Mr. SULLIVAN. The 14th of December, I settled up for them to the Southwest Development Corporation.

Mr. HANNOCH. That is a Government housing project?

Mr. SULLIVAN. Yes, sir.

Mr. HANNOCH. Could you tell us how much you got for them?

Mr. SULLIVAN. Well, I don't mind telling you gentlemen what I got for them. I want to be fair with you men. I can answer any question that you want to ask me, and I will answer it honestly to you.

I read the newspapers. A newspaper lady came to me today and she said, "Is this Captain Sullivan?"

I said yes.

"Do you still own the property down in Dixon Court?"

"No, the property has been sold."

"Who took it? Did the Southwest project?"

"Yes."

"What did they give for it?"

Now, that will be in the morning paper. Now, I don't think it is fair for everybody in Washington to know my business. I don't mind telling you men.

Mr. HANNOCH. Whatever you tell us, everybody will know.

Mr. SULLIVAN. I will tell you anything you want to know about any house.

Mr. QUICK. May I interrupt?

The CHAIRMAN. What is your name?

Mr. QUICK. Quick is my name. Mr. Belitsky of the land agency asked us not to reveal our prices that we got for these houses as it would influence the negotiations with other owners in Southwest. I think it is only fair that we honor his request that it not be made public because he said it would upset the whole project if we revealed the prices.

Mr. SULLIVAN. Nobody has put that into my mind. I didn't have no agent; nobody else. I just thought if you gentlemen want me to come—

Senator HENNINGS. Mr. Chairman, before we proceed, if the record does not show it, I would like to have the record reflect that I am a member of another committee that is meeting simultaneously with this committee and that my absence has not been due to any lack of in-

terest in these proceedings, but because of the fact that another subcommittee of the Committee on Rules and Administration, as the chairman knows, has been meeting and I have been undertaking to be at both places as much as I can.

The CHAIRMAN. Without objection, that fact will be noted at the beginning of the hearings today.

Now, Captain, you have said to us that you are perfectly willing to divulge all this information.

Mr. SULLIVAN. That is right.

The CHAIRMAN. The sale price of the houses or any other information that we may want concerning the financial transactions which you have had with respect to these to the subcommittee; is that correct?

Mr. SULLIVAN. Yes, sir.

The CHAIRMAN. But you do not want to publicize all your business and transactions?

Mr. SULLIVAN. That is right. I don't want it broadcast.

The CHAIRMAN. Would it meet with your approval to sit with this subcommittee in executive session and at that time divulge to this subcommittee the sale price of these houses and any other financial transactions relating thereto?

Mr. SULLIVAN. To the subcommittee?

The CHAIRMAN. To the subcommittee.

Mr. SULLIVAN. Yes, sir.

The CHAIRMAN. Leaving it to the subcommittee's discretion to determine from our private hearing in executive session whether these facts should be made public?

Mr. SULLIVAN. Yes, sir.

The CHAIRMAN. That would be satisfactory?

Mr. SULLIVAN. That is right.

The CHAIRMAN. Then the Chair will rule, without objection, that immediately following the hearings, the public hearings today, there will be an executive session at which the captain will appear for the purpose of divulging the financial transactions concerning these properties.

Mr. HANNOCH. Captain, are you familiar with the fact that the occupants of these properties during the time that you have been owning them are persons, a very large percentage of which are constantly in the hands of the police authorities for violations of various laws?

Mr. SULLIVAN. As I told you before, at one time I used to collect the rents from all the houses here, but I am 73 years old and my health is not too good and I would have to go down there at nighttime. I have seen the time I could go there, but I can't go there these nights, and I really don't know the people in all them houses. I know some of them. I know some of them if I see them, but I don't know them to call them by name.

Mr. HANNOCH. Do you know anything about the person who collects your rent?

Mr. SULLIVAN. When I bought those houses she was in the house she is in now. She always paid me my rent, always.

Mr. HANNOCH. I am not asking about her rent. I am asking about the type of people you are harboring down in those houses. Do you know anything about them?

Mr. SULLIVAN. No, I don't know anything about them.

Mr. HANNOCH. You do not know how many of the children down there who are involved with the courts?

Mr. SULLIVAN. How many children?

Mr. HANNOCH. You do not know how many children there are down there who are involved with the courts?

Mr. SULLIVAN. You say children?

Mr. HANNOCH. Yes.

Mr. SULLIVAN. I tell you, to the best of my knowledge, at 314 Dixon Court, there are either 3 or 4 children and I would say the oldest one is about that high. I believe that they are all little girls. I don't think there are any children in any other of the houses that I own.

I have never seen a child around any of them.

Mr. HANNOCH. You have no knowledge of the adult occupants of your houses and how many of them are involved with the courts?

Mr. SULLIVAN. No.

Mr. HANNOCH. As long as you have disposed of the property, I do not think there is anything we can talk to you about as to what you can do with them. You have gotten rid of them.

The CHAIRMAN. Without disclosing the price you received for the properties, would it embarrass you in any way to disclose to the public at this hearing the manner in which the sale was negotiated?

Mr. SULLIVAN. You mean to let the general public know that I no longer hold the houses? Is that what you mean?

The CHAIRMAN. No; I do not mean that at all. Were they sold by a real estate agent?

Mr. SULLIVAN. No, sir.

The CHAIRMAN. How was the sale negotiated?

Mr. SULLIVAN. They came to me, my house, and they found out I owned them houses down there and I signed a contract with them.

The CHAIRMAN. Whom do you mean by "they"?

Mr. SULLIVAN. And there was no commission paid to anybody for the sale of those houses.

The CHAIRMAN. I am not interested in commissions.

Mr. SULLIVAN. No real estate man was mixed in it; nobody at all but me.

The CHAIRMAN. Whom do you mean by "they"?

Mr. SULLIVAN. The redevelopment organization.

The CHAIRMAN. An official of the Government came to you?

Mr. SULLIVAN. Yes.

The CHAIRMAN. He said the Government wanted to buy them?

Mr. SULLIVAN. That is right.

The CHAIRMAN. Did he tell you the purpose for which they were to be used?

Mr. SULLIVAN. Yes, sir.

The CHAIRMAN. What did he say?

Mr. SULLIVAN. They were going to raze those houses and they were going to build houses down there.

In fact, he showed me a picture of what they intended to do with Southwest Washington, not only those houses, but lots of other places.

The CHAIRMAN. From that point forward you discussed prices and terms?

Mr. SULLIVAN. That is right.

Mr. HANNOCH. You have actually closed title?

Mr. SULLIVAN. It has all been closed.

The CHAIRMAN. You have your money?

Mr. SULLIVAN. I haven't got the money yet, but it is all closed and I have signed off for the houses.

The CHAIRMAN. You have signed off, but do you know if the Government has agreed to buy it?

Mr. SULLIVAN. Yes; it has been settled at the title company.

Mr. HANNOCH. How long have these negotiations been going on?

Mr. SULLIVAN. In regard to my houses?

Mr. HANNOCH. Yes.

Mr. SULLIVAN. I would say 6 or 7 weeks.

Senator HENNINGS. Captain, I find that 1 or 2 of the questions I had in mind have already been asked by counsel and the chairman. I was just wondering—I have often been somewhat curious to know, being somewhat acquainted with areas like this in other cities, my own included—did it ever bother you any about your tenants living in places like some of these? Has it ever caused you any concern that people live in these places and have to make their existence and their lives in such environment and circumstances such as this?

Mr. SULLIVAN. No, they were living there when I bought them.

Senator HENNINGS. I am not being critical. I just wondered whether anything went on in your mind at all.

Mr. SULLIVAN. To be honest about it, you can hardly rent a garage in Washington to keep your car in for \$14 a month. I was getting \$14 a month for my houses. They were satisfied to live there.

Senator HENNINGS. You say they were satisfied to live there. You don't know that?

Mr. SULLIVAN. It did not worry me about their living there, to be honest about it.

Senator HENNINGS. I am glad you are honest about it, Captain. Then to sum up, your interest was entirely as an investment?

Mr. SULLIVAN. That is right.

Senator HENNINGS. A commercial interest?

Mr. SULLIVAN. That is right. I couldn't buy the houses and close them up and let them stay vacant.

Senator HENNINGS. Nothing went through your mind when you went in and saw places like these, of which we have pictures, relating to the fact that human beings were living in those places?

Mr. SULLIVAN. No, sir.

Senator HENNINGS. And that maybe somehow, somewhere, somebody might try to do something about it?

Mr. SULLIVAN. No.

Senator HENNINGS. It did not bother you?

Mr. SULLIVAN. No.

Senator HENNINGS. It is not for me to say it should have. It is purely a matter of opinion. I just wanted to know what your mental process was.

Mr. HANNOCH. According to your figures you collect \$14 a month?

Mr. SULLIVAN. That is right.

Mr. HANNOCH. For a year that is \$168. And you had expenses of \$75. That is about \$93 left. You paid \$550 or \$600 for these properties which produced a gross profit of about 40 percent on your investment.

As the Senator says, you do not care whether these people live in these houses or not; if they do not want to pay the rent they should get out?

Mr. SULLIVAN. They can now because the houses don't belong to me.

Mr. HANNOCH. While you were there, you did not care whether they paid or they did not pay?

Mr. SULLIVAN. No, I didn't see any harm in the people living in those houses. They have to live some place. They were satisfied to live there.

Mr. HANNOCH. You did not have to buy the houses, either, did you?

Mr. SULLIVAN. No.

Mr. HANNOCH. Why did you buy it, a police captain?

Mr. SULLIVAN. I bought it for an investment.

Mr. HANNOCH. Do you not think as a police captain you have something of a little higher duty to perform to the public and the people who used to be in your precinct?

Mr. SULLIVAN. When I bought those I was not a police captain. I had nothing else to do. I was retired and had been retired for a couple of years or more before I bought them houses.

Mr. HANNOCH. You are in the real-estate business. You own a lot of property like this, or you own a lot of property around the District?

Mr. SULLIVAN. I own some property; yes.

Senator HENNINGS. When you owned this property your sleep was undisturbed and tranquil and you rested well at night?

Mr. SULLIVAN. Yes, sir.

The CHAIRMAN. Any further questions?

Mr. HANNOCH. No.

The CHAIRMAN. All right, Captain.

Mr. SULLIVAN. May I be excused?

The CHAIRMAN. You may be excused for the time being, but we are going to have an executive session.

Mr. SULLIVAN. It is perfectly all right. Any day at all.

The CHAIRMAN. At the conclusion of the hearing today. Will you wait here in the room?

Mr. SULLIVAN. Will I wait here?

The CHAIRMAN. Yes.

Mr. SULLIVAN. Yes, sir.

Mr. HANNOCH. Mr. Quick.

The CHAIRMAN. Mr. Quick, do you swear that the evidence you are about to give before this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Mr. QUICK. I do.

#### TESTIMONY OF ARTHUR J. QUICK, REALTOR, WASHINGTON, D. C.

Mr. HANNOCH. Mr. Quick, we have been talking this morning about a Mr. Quick who owns some property on Dixon Court. Are you that Mr. Quick?

Mr. QUICK. Yes, sir.

Mr. HANNOCH. Are you in the real-estate business?

Mr. QUICK. Not truly real estate; no.

Mr. HANNOCH. This is just an occasional investment of yours?

Mr. QUICK. No. This is my livelihood.

Mr. HANNOCH. How much property do you own like this? You cannot live on these few houses.

Mr. QUICK. I rent and subrent also a few others.

Mr. HANNOCH. Your business is in either owning other houses like these—

Mr. QUICK. Generally in the area; yes.

Mr. HANNOCH. You specialize in the owning or renting for profit of slum houses?

Mr. QUICK. I would not say specialize. Yes; I make my livelihood.

Mr. HANNOCH. I would not say specialize. There is nothing else you do except to buy and rent and subrent slum houses?

Mr. QUICK. I bought once; yes.

Mr. HANNOCH. And the others you rent?

Mr. QUICK. Yes.

Mr. HANNOCH. What do you mean by the statement that you rent and subrent?

Mr. QUICK. Well, it goes back a long time where a person couldn't afford to pay—one of the people that lives there could not afford to pay 1 month's rent at a time and it is getting back to that point again.

My uncle started this business of breaking up into rooms the whole house where a person could scrape together \$2 a week to pay the rent.

So actually they were paying the whole rent themselves, but it was broken down into quarters instead of the whole monthly sum at one time and they were relieved of any responsibility so far as repairs and excess water and the like.

Mr. HANNOCH. Maybe I do not understand that. How old are you?

Mr. QUICK. Twenty-eight.

Mr. HANNOCH. Your uncle owns some of these properties?

Mr. QUICK. No; he rented and subrented them.

Mr. HANNOCH. He was in the same sort of business you were?

Mr. QUICK. He was.

Mr. HANNOCH. You rent these houses from owners and rent the whole house and then you subrent it by rooms?

Mr. QUICK. Yes, sir.

Mr. HANNOCH. Now, I understand. And these houses in this particular area you have title to yourself?

Mr. QUICK. Yes, sir.

Mr. HANNOCH. You rent them out by the room?

Mr. QUICK. Well, originally, but by times being a little better they were able to pay a little more and they gradually acquired the whole house in lots of instances.

Mr. HANNOCH. What rent have you been getting for a whole house?

Mr. QUICK. It varies from \$20 to \$36 a month.

Mr. HANNOCH. Are these the same sort of houses that Captain Sullivan has?

Mr. QUICK. Yes, sir.

Mr. HANNOCH. Right on the other side of the street?

Mr. QUICK. Yes, sir.

Mr. HANNOCH. What do you get when you rent them by the room?

Mr. QUICK. Well, the base setup is two dollars a week. This was prewar before I had anything to do with it, at least. It was roughly \$2 a week per room.

At one time there used to be 4 or 5 families living in 1 house and I had them broken down where I have 1 or 2 only.

Mr. HANNOCH. Do you have cases where 1 or 2 families live in a room?

Mr. QUICK. Not unless they bring in in-laws which I know nothing about.

Mr. HANNOCH. Do you actually go and collect the rent yourself?

Mr. QUICK. Yes, sir.

Mr. HANNOCH. How often a week do you have to go?

Mr. QUICK. I am in that place just about every day, if not 3 or 4 times a day.

Mr. HANNOCH. Let me ask you the same question I asked the captain.

What law is there in the District relating to the occupancy of houses like this that is not violated in those houses?

Mr. QUICK. Well, I will have to revert to the captain's answer, that there is a Health Department and we were issued occupancy permits. Basically they are not a ramshackle house. The brick walls and everything is basically sound. It is a matter of the minor things, such as plaster being knocked off and people letting their iceboxes drip through the floors and rotting the floors out.

Generally it is not—it is a solid house, a four-room solid brick house.

Like I say, it is more or less a minor thing, such as flooring and sewer trouble, which is one of the biggest items we have. I have taken out everything including two litters of kittens, out of the sewers.

In specific cases in an individual family you say, "Here is the sewer, all cleaned up and let us see if it won't stay that way for a week or so. For a quarter you can get a lock."

They say, "Why get that, somebody will knock it off."

Mr. HANNOCH. Did you ever spend any money for paint on this house?

Mr. QUICK. Yes, sir; the Quakers were in there and I think Dr. Painter will testify in my behalf we went through there 3 years ago and did the better percentage of the houses; this Quaker Friendship Organization sponsored by the Quakers out of Philadelphia.

Mr. HANNOCH. This is part of the Quaker investigation?

Mr. QUICK. I don't follow you there, sir.

Mr. HANNOCH. Was this section a part of that Quaker development?

Mr. QUICK. No, what it was, they had these students during the summer and off hours and they came through and they came to me and said, "Look, we will do the painting and you furnish the materials and by our helping them we hope it will give them initiative to help keep the place clean."

Mr. HANNOCH. The Quakers came down here to get the place cleaned up?

Mr. QUICK. They were students themselves and they would have the tenants help along with them.

Mr. HANNOCH. What did you do?

Mr. QUICK. I furnished—

Mr. HANNOCH. A can of paint. I mean the cans of paint?

Mr. QUICK. I furnished quite a bit of material and I also have a man working full time and he is in there every day patching. I have a part time helper, on big jobs he helps.

Mr. HANNOCH. How many houses do you either own or rent?

Mr. QUICK. Sixteen, the ones I own there and I have 12 or 13 I rent.

Mr. HANNOCH. In other sections, or in the same section?

Mr. QUICK. Roughly the same section.

The CHAIRMAN. Would you show the witness these charts and ask him what houses he owns.

Mr. HANNOCH. Would you mark on that which are yours?

Mr. QUICK. Well, this row to here and this row.

Mr. HANNOCH. The ones that are marked with a straight line are yours?

Mr. QUICK. Yes, sir.

The CHAIRMAN. 320, 322, 324, 326, 328, 330, 332, and 334.

Then on the other side of Dwyer Court, 352, 354, 356, 358, 360, 362, 364, 366.

Mr. HANNOCH. How many of these houses have no water?

Mr. QUICK. They all have water.

Mr. HANNOCH. In how many of them is the supply of water actually working?

Mr. QUICK. They are all working, sir.

Mr. HANNOCH. Have yours been sold to the Federal agency?

Mr. QUICK. I am waiting for settlement date as of now.

Mr. HANNOCH. You have entered into an agreement to sell?

Mr. QUICK. Yes, sir.

Mr. HANNOCH. How long have your negotiations been going on?

Mr. QUICK. Four or five or six weeks, roughly. There were so many rumors around that you don't know what was or was not going on.

Mr. HANNOCH. Do you have any records showing what you paid for these houses?

Mr. QUICK. Only mentally. I wasn't asked to bring any records.

Mr. HANNOCH. What do you recall you paid?

Mr. QUICK. I gave about five hundred a house.

Mr. HANNOCH. What are your expenses?

Mr. QUICK. As I say, I am in there, myself, I have a full-time helper and part-time helper. In lots of instances when I have a job I have hired somebody from the street.

Mr. HANNOCH. You have no record how much each of these houses costs you?

Mr. QUICK. No, sir. I have devoted my time quite fully to it.

The CHAIRMAN. Mr. Quick, how did these Quakers happen to get in touch with you?

Mr. QUICK. You will have to ask Dr. Painter about that. They seem to have projects all over the world, I understand. They trade back with Europe and all over.

I was just citing that as a case of where we did get them pretty well straightened out one time, just about all of them.

Just the other day—I won't say the other day—I had a fire in one and it was last December sometime, and I just recently got it fixed up pretty decently.

Actually, I could have gone in there and lived myself. I imagine you have pictures of 354, and I have noticed the windows are broken out. I asked them to take 30 cents to go up there and replace that window. Well, that is 30 cents out of her pocket.

The CHAIRMAN. Apparently that contact was made because somebody saw a need down there; is that not right?

Mr. QUICK. Yes.

Mr. HANNOCH. Would you take a look at these pictures and tell us which of the ones owned by you you think are in pretty good shape?

Mr. QUICK. It is a matter of individual personal opinion concerning what house is in good shape and fair shape. I have worked 2 days on 1 door jamb and the next morning come back and seen it completely broken up because the woman wouldn't let the man in the house that night.

(The witness examines photographs.)

Mr. QUICK. A picture like that doesn't help us. These are mostly the other side.

Mr. HANNOCH. That is what they said about yours. They said they were mostly yours.

Mr. QUICK. I am getting to them now.

The CHAIRMAN. The record here is noting the witness' reference to the pictures, I hope.

Mr. QUICK. That is the wrong number on that house.

Mr. HANNOCH. Let us have that one.

Mr. QUICK. That is the wrong number as far as the house is concerned.

This is the wrong number also. It is 320 Dixon Court instead of 358. All of these seem to be 320.

Here is 320.

Mr. HANNOCH. You now have your own?

Mr. QUICK. Yes.

Mr. HANNOCH. Pick out what house you think is in good shape, that you said you could live in.

Mr. QUICK. Do you have the front view? I didn't know that your theme of questions was toward there. I don't have a straight shot at it or the inside of it, I am sorry to say. It is the second house from the far corner. You can't quite make it out.

Mr. HANNOCH. All right, we will let it go. That is all.

Senator HENNING. Mr. Chairman, I would like to again, if I may, without undertaking to sit in judgment, to ask the witness something that has been on my mind a long time over the years and ask you the same question in substance that I asked the captain.

Did the fact that people were living under subhuman conditions and squalor ever bother you at all?

Mr. QUICK. May I point out that I lived in the Southwest all my childhood. I lived without electricity and I lived without hot water down there, 810 Sixth Street.

It was torn down for the Metropolitan Boys Club now.

As I said, I think my tenants will testify I have done everything possible. Like I say, the District has sort of put you on the spot. They have been talking about this thing for years. When you talk about a big thing you don't know what to do.

Will I get my money back or not? Still repairs have been made and I have been operating on that principle.

Senator HENNING. I realize you did not start this business of renting quarters in so-called slum areas. It has been going on for a good many hundred years in our great city. It has been part of the eco-

conomic system by and large. Many people, I assume, with vastly greater means than you, with great wealth, own block after block after block of houses in about this condition, or worse.

Often we do not know who they are. They do so profitably and they do not make repairs. They generally put it in the hands of some trust company. They are never identified.

So I do not want you to think that we are singling you out to make an example of you, but there has been the contention made that people living in houses such as have been described here and of which we have photographs, who do not want to live in anything better, that if repairs were made they would immediately in one way or another be destroyed, that these people do not take care of the places, as the old argument used to be made 20 or so years ago when public houses first came in.

"Why build houses? They will just put coal in the bath tub." That was a classic argument.

I just wondered, and again I do not want to be unfair and say you are the fellow who started this or that you are the fellow who is fattening up and getting rich in this fashion because I am sure you are not, but has it been your observation, bearing in mind the general educational level and background of the people who occupy these places, that they are perfectly content and happy and do not seem to want anything better and if you gave them anything better they would destroy it?

Mr. QUICK. Evelyn Strotham, of 366 Dixon Court, about which I told Mr. Tansey last night, in one instance left 366 Dixon Court. Court. About 4 months later she came back and said she wanted the place back.

I said, "What is wrong? You got out of here. Why do you want to come back?"

Well, rent is too much. I have hot water and everything, but I don't have enough money left to spend the way I want to."

So I took her back and she has been there since. I think she will testify that she told me that and the visiting Congressmen down there.

"I don't have enough money left over for my pleasure."

Mr. HANNOCH. What did she mean, for her pleasure?

Mr. QUICK. I don't want to say anything detrimental about anyone. I leave that to your own conclusion.

Mr. HANNOCH. I thought maybe in general, without reference to Mrs. Strotham, or anybody else in particular, is part of the problem in drinking, they spend a lot of money on drink?

Mr. QUICK. Yes, sir.

Mr. HANNOCH. I recall that it was observed in Puerto Rico where I served almost a year before the last war in the Navy, that the slums there were characterized by John Gunther as the worst slums in the world, including Hong Kong; that the people drank so much rum it helped them to forget they lived there and helped them to forget they were living under those conditions.

So again, without getting into a philosophical discussion of it, it is a little hard to tell sometimes which is precedent to the other, whether one breeds the other, whichever case it may be.

Mr. QUICK. I have the feeling that I have done the best of my ability there. I have fixed these places up. Undoubtedly it still

holds true after 20 years, some of them will take care of it and some won't.

It is disgusting, after you have done 1 day's work, to go back and see all your day's work go in a few hours' time.

Mr. HANNOCH. I have seen people in the areas where the sharecroppers live, but I have heard the tenant farmer and landowners say, "What is the use in fixing these houses up? The people will just tear the screens out and shake the windows out, and ruin everything you do."

Now, that argument is often advanced.

Mr. QUICK. You asked me about my conscience. I really can say I have a clear conscience because I have done my best and I feel for the ones who take advantage of it, more power to them. Those that don't, it is just a little more work for me later on.

Mr. HANNOCH. I did not mean in terms of sitting in judgment on you in asking about your conscience.

Mr. QUICK. I have a clear conscience because I have done my best. It is like I said, sometimes it is done in vain and sometimes it worked out all right.

The CHAIRMAN. Mr. Quick, you did not tell the subcommittee, I am sure, how much you paid for these houses.

Mr. QUICK. I said \$500.

The CHAIRMAN. Did you?

Mr. QUICK. Yes.

The CHAIRMAN. \$500 apiece?

Mr. QUICK. Yes, sir.

The CHAIRMAN. When did you buy them?

Mr. QUICK. I believe that was February 1948. I am not quite positive.

Mr. HANNOCH. You drive around in a 1953 Cadillac?

Mr. QUICK. Not paid for, sir.

Senator HENNINGS. Everybody drives around in a Cadillac nowadays.

Mr. QUICK. The purchase of that car cost \$350 for title papers, and payments don't start here until the first of the year, which I am sorry I bought it because I probably won't sleep nights, as Senator Hennings might have me worried. I am losing my hair. As you can see, I am quite young to lose my hair.

The CHAIRMAN. Any further questions?

Thank you very much, Mr. Quick.

Mr. HANNOCH. Mr. Basiliko.

The CHAIRMAN. Mr. Basiliko, will you swear that the evidence you are about to give before this subcommittee, will be the truth, the whole truth, and nothing but the truth, so help you God?

Mr. BASILIKO. Yes, sir.

#### TESTIMONY OF GEORGE BASILIKO, REALTOR, WASHINGTON, D. C.

Mr. HANNOCH. Your address is what?

Mr. BASILIKO. My home address is 5419 Thirty-second Street NW.

Mr. HANNOCH. Do you own some of this property down in Dixon Court?

Mr. BASILIKO. Yes, sir.

Mr. HANNOCH. How long ago did you acquire it?

Mr. BASILIKO. I think it was in July 1949.

Mr. HANNOCH. What did you pay for it?

Mr. BASILIKO. At the time I bought it, I didn't buy in Dixon Court. It was four houses on Third Street, 805, 807, 809, and 811. These three houses were in the back on the same parcel.

Actually, when I bought them I didn't even look at Dixon Court; I just looked at the house.

Mr. HANNOCH. You bought in front and you got Dixon Court along with them?

Mr. BASILIKO. Yes, sir.

Mr. HANNOCH. You have owned them ever since?

Mr. BASILIKO. Yes, sir.

Mr. HANNOCH. What rent do you get a month?

Mr. BASILIKO. \$18.50.

Mr. HANNOCH. Do you have any idea as to how much you expend a year in the way of repairs?

Mr. BASILIKO. I would have if I brought my records with me, but not knowing what this was about, I didn't bring any with me. I would say I spent a couple hundred dollars last year.

Mr. HANNOCH. On all these houses?

Mr. BASILIKO. Not on all of them. In Dixon Court.

Mr. HANNOCH. That is what I mean, the ones in Dixon Court.

Mr. BASILIKO. Yes.

Mr. HANNOCH. There are four of them there?

Mr. BASILIKO. No, three.

Mr. HANNOCH. Will you just take a look at these pictures I show you. They are Nos. 16 to 20, inclusive, and No. 2.

I ask you whether you can identify those pictures as being some of your houses?

Mr. BASILIKO. Those are my houses.

Mr. HANNOCH. Did you ever spend any money on paint on those houses?

Mr. BASILIKO. I furnished paint to paint them.

Mr. HANNOCH. You furnished paint to the tenants?

Mr. BASILIKO. Yes, and also prior to that, to these people that went around and painted them.

Mr. HANNOCH. You also furnished paint to the Quakers when they went around?

Mr. BASILIKO. Yes, sir.

Mr. HANNOCH. Have you had any complaints from the Board of Health?

Mr. BASILIKO. Yes, sir.

Mr. HANNOCH. How long ago?

Mr. BASILIKO. I would say about a month or 6 weeks in reference to the sewer being stopped up, maybe longer.

Mr. HANNOCH. All relating to the toilets?

Mr. BASILIKO. Yes. I think they were dug up at one time.

Mr. HANNOCH. Do you have water in these houses, or do you have to get that from an outside spigot?

Mr. BASILIKO. There is water in the kitchen.

Mr. HANNOCH. Have your houses been sold to the redevelopment?

Mr. BASILIKO. No, sir.

Mr. HANNOCH. They have not?

Mr. BASILIKO. No, sir. I have not been contacted.

Mr. HANNOCH. Do you know of any law relating to the maintenance of houses of this kind that is not violated by your ownership?

Mr. BASILIKO. You mean what violations are?

Mr. HANNOCH. Yes.

Mr. BASILIKO. I know there are violations there, but I don't know what they are. I haven't been there at least for 6 months.

Mr. HANNOCH. Who collects your rent?

Mr. BASILIKO. At the office.

Mr. HANNOCH. People come into your office?

Mr. BASILIKO. Yes.

Mr. HANNOCH. Do you own quite a number of properties of this kind?

Mr. BASILIKO. No, sir.

Mr. HANNOCH. This is the only one?

Mr. BASILIKO. My business is not to rent. I buy property and resell it and actually—

The CHAIRMAN. I did not understand you, Mr. Basiliko.

Mr. BASILIKO. I am not what you call an investor, I guess. I don't buy property as a rule. This property here I didn't know what to do with when I bought it actually. The property in front I resold on terms and took back a second trust mortgage.

Mr. HANNOCH. You kept the rear?

Mr. BASILIKO. Actually I tried to sell the rear. In fact, I did sell the rear first to the people in the houses and just deeded it to them and they were paying me so much, but it didn't work out.

The CHAIRMAN. Mr. Basiliko, I hand down to you some six photographs and ask you if you can identify those photographs.

Mr. BASILIKO. I think these are the same ones.

The CHAIRMAN. They were the ones you identified?

Mr. BASILIKO. Yes.

The CHAIRMAN. Do they portray conditions down there?

Mr. BASILIKO. Like I said, I presume so, but I haven't been there for 6 months.

Mr. HANNOCH. Thank you.

Mr. HANNOCH. Now, Mr. Heaney.

The CHAIRMAN. Mr. Heaney, do you swear that the evidence you are about to give before this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Mr. HEANEY. I do.

**TESTIMONY OF RICHARD HEANEY, SUPERVISOR, JUVENILE BRANCH, BUREAU OF PRISONS, DEPARTMENT OF JUSTICE**

Mr. HANNOCH. You are affiliated with the Department of Justice, the Bureau of Prisons, are you not?

Mr. HEANEY. Yes, sir.

Mr. HANNOCH. With its Statistical Division.

Mr. HEANEY. With the Juvenile Branch of the Bureau of Prisons.

Mr. HANNOCH. At Mr. Bennett's suggestion, you made a study of 100 sample cases of juvenile delinquents under the jurisdiction of your Department, did you not?

Mr. HEANEY. That is right.

Mr. HANNOCH. You have sort of summarized the result of that investigation in this schedule?

Mr. HEANEY. The statistical tables which you have there and in a brief statement which I have here.

Mr. HANNOCH. Will you read us the statement and then we will understand the schedule a little bit better.

Mr. HEANEY. At the request of the Fact-Finding Committee for the District of Columbia, I have, with the assistance of the staff at the training school, studied the case histories of 100 boys who have been committed to that school by the juvenile court for the District of Columbia. For our study we selected an equal number of cases from the years 1948, 1950, and 1952. The cases were divided between white and Negro youths on the basis of 1 white youth for every 2 Negro boys.

The CHAIRMAN. Before you read any further, did I understand you to say at the beginning there, at the request of the Fact-Finding Committee?

Mr. HEANEY. The initial request came to Mr. Bennett from the Fact-Finding Committee.

The CHAIRMAN. I wanted that to be clear in the record.

Mr. HEANEY. Yes, sir.

This ratio, 1 to 2, approximates commitments for these 3 years, though there has been an increase in Negro commitments from about two-thirds in 1948 to three-fourths in 1952. The cases were selected at random. Approximately 1 in every 3 cases were chosen for study. While this sampling is small on the basis of my experience at the school, and with the Bureau, I feel they are quite representative of all commitments to the training school from the juvenile court.

The statistics which have been gathered are of greatest value in the entire group of 100 cases being considered. When taken by individual years they are of somewhat less value because the sampling is smaller. While a more detailed analysis might have revealed other facts of some significance, we have attempted in the material which is presented herewith to portray the kind of boys that are committed to this one school. I would like to highlight for you some of the things which we think are important.

Of the 100 boys who were committed to the training school during the years we studied, 15 were 15 years of age or under at the time they were received at the school. The largest group of 42 boys were 16 years of age. Thirty-six of them were 17 and 7 were 18 years old. In comparing the 3 years there seems to have been some increase in the commitment of younger boys from 1950 to 1952. As table 1 shows, only 2 boys of the 33 we studied for 1950 were 15 or under. On the other hand, 6 of the 34 boys in 1952 were 15 or under. This figure coincides with our observation that as the Industrial Home School became more crowded, the proportion of the younger boys at the training school has increased. Of the 7 youths who were 18 at the time they were received at the school, all had committed a delinquent act resulting in their commitment prior to their 18th birthday.

In analyzing the offenses committed by these 100 boys, the record shows that 46 percent of the offenses involved property and 21 percent were offenses against the person. The remaining 15 percent involved carrying concealed weapons, violations of liquor laws, driving without a license, forgery, use or sale of narcotics, and sex offenses. Of the 78 offenses against property, 38 were for housebreaking, 16 for larceny,

and 24 for the unauthorized use or theft of an automobile. Of the 23 offenses against the person, 8 involved assault, 6 were yoke robberies, 5 were robberies, and 4 were pocketbook-snatching complaints. There were 3 sex offenses, 5 forgery complaints, 3 youths were found delinquent because they had carried concealed weapons. There were 2 driving with license complaints, 1 violation of liquor laws, and 2 offenses involved the use or sale of narcotics.

The CHAIRMAN. That is for all years; is it not?

Mr. HEANEY. That is for all years; yes, sir. An analysis of the offenses of all juvenile court commitments who were present at the training school on June 30, 1953, shows that 65 percent of the juveniles had been involved in offenses against property. This figure tends to confirm the findings of the random sample. While the analysis of the 100 cases showed that 21 percent of the offenses had involved accidents to person, the proportion of juveniles committing offenses against the person had risen to 29 percent.

Going back into the delinquency record of these youths we found that the median age at which they were first known to the juvenile authorities was about 14½. Of particular interest is the fact that 17 of the boys had been known to the police before their 11th birthday, some of them even going back to the age of 6, and 47 of them had been known to the police before they became 14. Only 12 of the boys came to the attention of the police for the first time after their 17th birthday. From the available records we have listed the number of known complaints in each of the cases. The range here is from a total of 9 youngsters who had not been previously complained against, to 2 youngsters who had been reported 25 or more times. The average number of complaints for the entire group was about 5.

Of the entire group of cases, 55 boys had been on probation at least 1 time, and 45 of these had been on probation and had been committed to an institution as a delinquent. Twenty-three of the youths had been committed to an institution only, and only 22 of the 100 had not previously been tried, on probation, or committed for institutional training. Of the boys who had been institutionalized, the majority had remained in the institution somewhat less than 12 months before being returned to the community. It should be indicated here that, in addition to commitments as delinquents, several of these boys had been committed to welfare authorities as dependent or neglected children.

Going back even further into the history of these youngsters, the study shows that 66 of the boys came from socially inadequate homes. Even though the parents of several of these youngsters were still living together, the home is not considered to be an adequate one. Even more important is the fact that 77 of the 100 boys had made unsatisfactory school adjustments prior to their being committed to our care. For the purposes of our study, we considered an unsatisfactory school adjustment as one in which the boy was retarded educationally more than 2 years, or who had a record of truancy serious enough to result in complaint being filed or who had been reported by school authorities for serious misconduct while attending school. Not infrequently the case histories showed a combination of all these factors.

In summary, the typical boy who is committed to the training school was first known to the juvenile authorities about the time he was 14½ years old. He came from an inadequate home and his school record showed he was truant and educationally retarded about 2 years. He

had been tried on probation and he had been committed to an institution as a delinquent for about 9 months.

At the age of 16 he had committed an offense against property and this had resulted in his being committed to the training school.

The CHAIRMAN. Thank you very much, Mr. Heaney.

On behalf of the subcommittee, I want to commend you for that fine statement and these helpful tables.

Mr. HANNOCH. I would like to have a copy of these so that the statement, together with the tables, will be a part of the record.

(The tables referred to were marked "Exhibit No. 13," and are as follows:)

## EXHIBIT No. 13

TABLE 1.—Age when received of 100 District of Columbia juvenile court commitments to National Training School for 1948, 1950, and 1952

Age	All years	1948	1950	1952
Total.....	100	33	33	34
14.....	6	3	2	1
15.....	9	4	5	5
16.....	42	15	13	14
17.....	36	9	16	11
18.....	7	2	2	3

TABLE 2.—Nature of complaints against 100 District of Columbia juvenile court commitments to the National Training School during 1948, 1950, and 1952, by age at commitment<sup>1</sup>

Offenses	All years						1948					
	All ages	14	15	16	17	18	All ages	14	15	16	17	18
Housebreaking.....	38	3	6	19	8	2	11	1	2	5	3	-----
Larceny.....	16	-----	1	8	6	1	4	-----	1	2	1	-----
Unauthorized use of auto.....	24	1	1	7	13	2	8	1	-----	4	2	1
Assault.....	8	-----	-----	4	4	-----	3	-----	-----	1	2	-----
Yoke robbery.....	6	-----	-----	2	4	-----	3	-----	-----	1	2	-----
Robbery.....	5	1	1	-----	3	-----	4	1	1	-----	2	-----
Pocketbook snatching.....	4	-----	-----	2	2	-----	2	-----	-----	-----	-----	-----
Sex offenses.....	3	-----	-----	1	1	-----	2	-----	-----	1	-----	1
Forgery.....	5	1	-----	3	1	-----	1	-----	-----	1	-----	-----
Carrying concealed weapon.....	3	1	-----	2	-----	-----	1	-----	-----	1	-----	-----
Driving without license.....	2	-----	-----	1	1	-----	-----	-----	-----	1	-----	-----
Liquor laws.....	1	-----	-----	-----	1	-----	-----	-----	-----	-----	-----	-----
Narcotics.....	2	-----	-----	-----	-----	2	-----	-----	-----	-----	-----	-----

Offenses	1950						1952					
	All ages	14	15	16	17	18	All ages	14	15	16	17	18
Housebreaking.....	12	1	-----	5	4	2	15	1	4	9	1	-----
Larceny.....	6	-----	-----	3	3	-----	6	-----	-----	3	2	1
Unauthorized use of auto.....	6	-----	-----	1	4	1	10	-----	1	2	7	-----
Assault.....	4	-----	-----	3	1	-----	1	-----	-----	-----	1	-----
Yoke robbery.....	2	-----	-----	1	1	-----	1	-----	-----	-----	1	-----
Robbery.....	1	-----	-----	-----	1	-----	-----	-----	-----	-----	-----	-----
Pocketbook snatching.....	3	-----	-----	1	2	-----	-----	-----	-----	1	-----	-----
Sex offenses.....	2	-----	-----	-----	-----	-----	1	-----	-----	-----	1	1
Forgery.....	2	1	-----	-----	1	-----	2	-----	-----	2	-----	-----
Carrying concealed weapon.....	2	1	-----	1	-----	-----	-----	-----	-----	-----	-----	-----
Driving without license.....	2	-----	-----	1	1	-----	-----	-----	-----	-----	-----	-----
Liquor laws.....	1	-----	-----	-----	1	-----	-----	-----	-----	-----	-----	-----
Narcotics.....	1	-----	-----	-----	-----	-----	2	-----	-----	-----	-----	2

<sup>1</sup> In some instances there was more than one complaint disposed of at the time the boy was committed to the National Training School. Hence, the total complaints do not total 100.

TABLE 3.—Age first known to juvenile authorities for 100 District of Columbia Juvenile Court commitments to National Training School during years 1948, 1950, and 1952

Age	All years	1948	1950	1952
Total.....	100	33	33	34
6.....	1	0	1	0
7.....	1	1	0	0
8.....	2	2	0	0
9.....	7	1	4	2
10.....	6	2	2	2
11.....	10	3	4	3
12.....	7	4	1	2
13.....	13	5	4	4
14.....	6	1	3	2
15.....	22	10	5	7
16.....	12	2	6	4
17.....	12	2	3	7
Not known.....	1			1

TABLE 4.—Number of known previous complaints in cases of 100 District of Columbia Juvenile Court commitments to National Training School during years 1948, 1950, and 1952

Number of known complaints	All years	1948	1950	1952
Total.....	100	33	33	34
0.....	9	1	2	6
1.....	9	3	1	5
2.....	16	6	7	3
3.....	13	5	3	5
4.....	11	2	4	5
5.....	10	5	3	2
6.....	7	3	2	2
7.....	4	1	2	1
8.....				
9.....	3		2	1
10.....	4	1	2	1
11 to 14.....	6	2	3	1
15 to 19.....	3	2		1
20 to 24.....	2	1	1	
25 and over.....	2	1	1	
Not known.....	1			1

TABLE 5.—Prior dispositions of delinquency complaints against 100 District of Columbia Juvenile Court commitments to National Training School during 1948, 1950, and 1952

Type of disposition	All years	1948	1950	1952
No probation or institution commitment.....	22	4	9	9
Probation only.....	34	12	11	11
Probation and commitment.....	21	6	9	6
Commitment only.....	23	11	4	8

TABLE 6.—Number of times on probation and number of previous delinquency commitments for 100 District of Columbia juveniles received at National Training School during 1948, 1950, and 1952

	All years	1948	1950	1952
Total.....	100	33	33	34
Times on probation:				
0.....	45	15	13	17
1.....	50	17	17	16
2.....	4	1	2	1
3.....	1		1	
Times committed:				
0.....	56	16	20	20
1.....	34	12	12	10
2.....	9	5	1	3
3.....				
4.....	1			1

TABLE 7.—Duration of previous commitments for 100 boys received at National Training School during years 1948, 1950, and 1952

	All years	1948	1950	1952
Total.....	43	17	13	14
Less than 6 months.....	11	2	6	3
6-12 months.....	20	8	5	7
12-18 months.....	5	4		1
18-24 months.....	3	1		2
24-30 months.....	2	1	1	
More than 30 months.....	2	1		1
Not known.....			1	

TABLE 8.—Home situation of 100 District of Columbia Juvenile Court commitments to the National Training School during 1948, 1950, and 1952

Kind of home	All years	1948	1950	1952
Total.....	100	33	33	34
Intact:				
Socially adequate.....	13	3	8	2
Socially inadequate.....	16	4	5	7
Broken:				
Socially adequate.....	21	6	5	10
Socially inadequate.....	50	20	15	15

TABLE 9.—School adjustment of 100 District of Columbia Juvenile Court commitments to National Training School for boys during 1948, 1950, and 1952

School adjustment	All years	1948	1950	1952
Total.....	100	33	33	34
Satisfactory.....	23	3	8	12
Unsatisfactory.....	77	30	25	22

SENATOR HENNINGS. Mr. Chairman, may I make one observation?

As a member of another subcommittee of the Committee on the Judiciary, on national penitentiaries, I have been visiting a number of penitentiaries and correctional institutions, including reformatories, around the country during this period of so-called recess. I, for one, would like to say now that you and Mr. Bennett, who is associated with you, from my observation of such places as El Reno, Okla.; Terre Haute, Ind.; Atlanta and Leavenworth, the maximum custody institu-

tions are dedicated to the job you are doing and with the material that you get to work with, both the human material and the lack of plant facilities, the overcrowding, and the other conditions with which we are all familiar, I think you are doing a perfectly magnificent job.

Mr. HEANEY. Thank you very much, Senator.

Senator HENNINGS. If there is no objection, I would like to have that appear in the record of these hearings.

The CHAIRMAN. That will appear in the record.

The CHAIRMAN. Thank you, Mr. Heaney.

Mr. HANNOCH. Mr. Flynn.

The CHAIRMAN. Mr. Flynn, will you swear that the evidence you are about to give before this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Mr. FLYNN. I do, sir.

#### TESTIMONY OF EDWARD J. FLYNN, EXECUTIVE SECRETARY, WASHINGTON CRIMINAL JUSTICE ASSOCIATION, AND MEMBER OF DISTRICT OF COLUMBIA FACT-FINDING COMMITTEE

Mr. HANNOCH. Mr. Flynn, your name is Edward J. Flynn, and your residence is what?

Mr. FLYNN. Fairfax, Va., sir.

Mr. HANNOCH. You are associated with the Washington Criminal Justice Association in the capacity of executive secretary?

Mr. FLYNN. Yes, sir.

Mr. HANNOCH. That association is a member of the community chiefs of the District?

Mr. FLYNN. Yes, sir.

Mr. HANNOCH. I think the last report of your association has been offered in evidence here when Mr. Robb placed his opening statement.

Mr. FLYNN. Yes.

Mr. HANNOCH. I wish at the outset that you would, as we have promised to do, have someone explain in greater detail the map and the schedule.

Mr. Robb asked that you be permitted to supplement the map and the schedule. Will you do that now?

Mr. FLYNN. I would like that very much. I would like to invite the attention of the members of the subcommittee to the map indicating the areas of delinquency concentration in the District of Columbia, based on children known to the juvenile court during 1952.

As indicated by this map, there are 12 census tracts within the District of Columbia in which the rate of delinquency is over 65 offenses per 1,000 children, between the ages of 7 and 17, inclusive.

In 29 census tracts the rate is 35 to 64 offenses per 1,000 children.

In 19 tracts the rate is 20 to 34 per 1,000 children.

In 33 census tracts, the rate is 1 to 19 per 1,000 children.

In 3 census tracts, the rate is below 1 offense per 1,000 children.

The national average of delinquency in large cities is indicated as being 19 per 1,000 as compared with an average rate of 34 for 1,000 in the District of Columbia.

I would like to request, however, that you withhold your evaluation of this average figure until after we have had an opportunity to explore some of the implications of the other trend chart used in the

presentation. I think that this map indicating delinquency concentration by areas has two basic implications for consideration.

First, in the District of Columbia, as in most metropolitan communities, the heaviest concentration of delinquency tends to set around major commercial areas and in a lesser intensity as we progress outward toward our suburban areas.

There are two reasons for this development. The commercial areas create a greater opportunity for crime, particularly as it relates to theft and as commercial areas expand there tends to be an area of transition around the periphery where former dwellings are giving away to commercial enterprise and the remaining residences deteriorate and become less desirable.

There are, of course, many exceptions to this in the way of modern apartment development areas adjacent to commercial areas, but individual housing, as such, becomes much less desirable as it is located closer to the center of commercial districts.

As commercial areas stretch out along main arteries of access, a similar development takes place along these tangents. This is particularly true in the District of Columbia as we progress out through the southeast, up into northeast, and then again as we extend out into the northwest section.

If my school terminology doesn't get too far away from me, it is the old principle of the concentric circle, where if you placed a pin-point roughly in the center of the major commercial development, you could draw a series of circles and you would get less intense delinquency concentrations as you proceed outward.

Of course, these tangent developments do present some other considerations.

The second implication indicated by this chart, I believe to be that those areas of high delinquency concentrations are almost identical to those indicating other socially undesirable characteristics.

In that regard, I would like to invite the attention of the subcommittee to the report furnished by the Department of Public Health, to which have been appended many similar maps of the basis of census tracts, that show roughly the same type of concentration for other socially undesirable phenomena.

These maps indicate that population concentrations, the number of deaths from tuberculosis, new cases of tuberculosis, the number of cases receiving public assistance, the number of infant deaths, the children known to maternal and child health clinics, the number of cases of syphilis, the dwellings without private bath, overcrowding, narcotic addiction, and venereal disease, almost all could be superimposed over the picture indicating juvenile delinquency concentrations, and for all practical purposes would be identical. I point this out only to indicate that delinquency areas and delinquent conduct are related to many social phenomena, and that we cannot hope to adequately cope with the problem of delinquency, without also dealing with the very roots of our economic, social, and cultural life in the community.

If I can now refer to the other chart, indicating trends in juvenile delinquency, the three lines on the chart, the blue line represents the number of delinquency cases disposed of in the calendar year by a group of courts in major metropolitan communities in the United States, figures furnished by the Children's Bureau. The solid red line,

established on the basis of figures obtained from the United Community Services of the District of Columbia, shows the cases received by the juvenile court of the District of Columbia. The dotted line at the bottom indicates the school enrollment, figures for each year, and changes in child population, between the ages of 6 and 18, inclusive, which is the same range as our juvenile court deals with in terms of delinquent children.

I think that some of the early year trends are obvious, and we would get into very theoretical ground if we tried to determine why the national average exceeded the District of Columbia average during the war years, perhaps because of the type of population that tended to move into the respective areas.

Senator HENNINGS. Is it not true, too, Mr. Flynn, that there are all sorts of ways of compiling statistics?

Mr. FLYNN. Yes, sir.

Senator HENNINGS. And that they are very elusive and sometimes can be very deceptive?

Mr. FLYNN. That is certainly true, Senator.

Senator HENNINGS. So that it is virtually impossible to speak in abstract percentages in comparing one city to another?

Mr. FLYNN. Yes, sir.

Senator HENNINGS. Because of not only the legal factors involved, the age at which one ceases to be a juvenile, the nature and character of offenses, the court system, and many, many other things.

Mr. FLYNN. Yes, sir. There are so many of those factors.

Senator HENNINGS. So I am sure a man of your experience and background will be glad to tell us that when we talk about averages, there are many, many exceptions and saving clauses.

Mr. FLYNN. I would certainly be in accord, Senator.

I did particularly want to point out, in regard to the difficulty of evaluating crime statistics, that what seems to be indicated at the end of the chart, the extreme upward trend in delinquency complaints in the District of Columbia, seems to be all out of perspective in relation to the national average.

The CHAIRMAN. You were speaking about the war years.

Mr. FLYNN. Yes, sir.

The CHAIRMAN. Were you going to explain that further?

Mr. FLYNN. I wasn't going to, but I would be glad to give my theories about it if it is desired.

The CHAIRMAN. We would like to have that information.

Mr. FLYNN. I do think that between the years of 1942 and 1945, which, prior to the immediately preceding years, that is, 1951 and 1952, indicated an upward sweep, both in the District of Columbia and nationally, many of these features we know to be associated with problems of delinquency in the way of parental supervision and problems associated with both parents working and that type of thing tended to affect all major metropolitan areas and defense areas throughout the United States. I think that within the District of Columbia, since there was not any defense industry, as such, the type of person tending to be attracted to work in the Federal Government during that period tended to be the young adult person for the most part, not so many of them being married people with families; so that perhaps our child population has not increased proportionately to that of other defense areas during that period of time.

The CHAIRMAN. That seems very reasonable.

Mr. FLYNN. I would like to discuss this recent change within the past 2 years in cases known to the juvenile court in the District of Columbia.

As I indicated, statistics, particularly crime and delinquency statistics, are meaningful only as they are related to many other factors.

Mr. HANNOCH. Do you want to sit down now, or do you have to be over there at the charts?

Mr. FLYNN. No, sir. I think that does it.

Mr. HANNOCH. That will make it easier for you.

Before you go on, I want to ask you something I should have asked you before. You are also a member of the factfinding committee assisting us in the presentation of facts in Washington, are you not?

Mr. FLYNN. Yes, sir.

I think there are two significant factors that we have to consider when we attempt to evaluate the very definite trend in volume of cases known to the juvenile court of the District of Columbia within the last 2 years. Among these are problems of crime classification and standards of crime classification, and crime volumes as related to reporting procedures within any specific police department or area of jurisdiction. Thus, some of the differences between the District of Columbia and other metropolitan areas may be related to classification of offenses; for example, in many areas purse snatching and pickpocketing are classified as misdemeanors while in the District of Columbia they are felonies, also any assault where a weapon of any kind is used is classified as ADW even though no physical injury is done; in many areas the classification is much more restrictive and the offenses are misdemeanors.

Thus to some degree offense classifications increase the number of cases known to the juvenile court when related to the police of the Police Department in the reference of cases to the juvenile court for adjudication.

In regard to policy, the great majority of cases known to juvenile court are referred to the court through police channels and the degree of discrimination exercised by the police can drastically affect court statistics.

Mr. HANNOCH. Just a minute. Are you going to explain this schedule?

Mr. FLYNN. Yes, sir. I have that as the next item.

Mr. HANNOCH. I just wanted to be sure you didn't skip that.

Mr. FLYNN. In regard to policy, I would like to refer to General Order 48 of the Metropolitan Police Department, dated December 28, 1950, and General Order 18, dated September 24, 1952. Both of these orders outline police procedure and policy as related to the processing of juvenile offenders, and indicate that in only relatively minor offenses may the juvenile squad dispose of the case through consultation with parents, complainants, and others, by means of a hearing conducted by the juvenile squad or by the Women's Bureau of the Police Department. In cases of felonies, serious misdemeanors, and major traffic offenses, the officer in charge of the juvenile squad shall consult with the proper authorities of juvenile court as to the advisability of presenting such cases for court action or disposing of them by a hearing in the office of the juvenile squad.

Almost immediately after the enunciation of this policy, in December 1950, the number of cases referred to juvenile court steadily increased.

It is my impression that prior to this time many of the cases might have been disposed of by police action and not have come to the attention of the juvenile court, and that change in this policy within the Police Department tended to show a tremendous increase in the statistical volume of cases coming to the attention of the court, as indicated in the 2 years immediately following December of 1950, showing on our chart a phenomenal rise of over a hundred percent in number of cases known to the court.

The CHAIRMAN. Thus, the chart would not present a true picture, would it?

Mr. FLYNN. At least it is a qualified picture, sir. It is statistically sound.

Mr. HANNOCH. You would say that the juvenile offenses have increased in the district during the past few years?

Mr. FLYNN. Yes, sir, I would. I have added that while there has been a real increase in the volume and seriousness of cases in the District of Columbia, there has been a statistical increase which has been out of proportion to the real facts in the situation.

The next item that I would like to discuss, if it meets with the approval of the subcommittee, is the overall processing of juvenile offenders in the District of Columbia.

Mr. HANNOCH. May I ask you, before you start doing that: This chart purports to show what happens when a complaint comes to the police, or the police make an arrest, and the record of that complaint then goes through the machinery of eventually getting through the juvenile court?

Mr. FLYNN. Yes, sir.

Mr. HANNOCH. And that is what this chart undertakes to explain to us?

Mr. FLYNN. Yes. It attempts in outline form to indicate the agencies which have a legal responsibility in the processing of juvenile offenders.

When an offense is committed, and the apprehension of the offender is accomplished by the police, either on the basis of observation or complaint, it is the policy of the police department that in every instance where it is a juvenile that is concerned, the juvenile squad shall immediately be notified and shall be called into the situation, shall come to the precinct station, take over the interrogation of the youth involved, and arrange for satisfactory custody of that youth, as well as to determine what, if any, charges shall be placed against him and whether or not the offense shall be recorded on the arrest book in the precinct station.

Mr. HANNOCH. In other words, as soon as the police pick up a juvenile, the only job that the general police have to do is to turn it over to the juvenile squad, and from then on the regular police department have nothing further to do with it?

Mr. FLYNN. Yes, sir; except that I am sure that there is some investigation and interrogation done by the officer who first comes in contact with the offense.

Mr. HANNOCH. All right. Go ahead.

Mr. FLYNN. However, the responsibility, once the youngster is in the custody of the police, becomes the responsibility of the juvenile squad, or the women's bureau in the case of a female offender.

The officer of the juvenile squad has several prerogatives in this situation, insofar as either the charging of the youth is concerned or the custody of the youth is concerned. In those cases which are minor first offenses, it is the policy of the juvenile squad to in some instances release the youth with a warning and turn him over to his parents, perhaps discussing with the parents the implications and significances of the situation at that time.

In cases where it is an offense which, if committed by an adult, would be classified as a felony, if it is a serious misdemeanor or a major traffic offense, the juvenile squad sends a complaint to the social work division of the juvenile court for the District of Columbia.

Now, the members of the juvenile squad have the responsibility of determining whether or not that youngster shall be released in the custody of his parents pending court disposition of the case, or whether the youngster shall be incarcerated or held in custody at the receiving home for children during this intervening period.

The complaint goes directly to the social work division of the juvenile court. This department is empowered by law after examination to either close the case at intake, to petition the case for court hearing, or to refer it to another social agency in the community. In those cases so disposed, a petition is not presented to the court for adjudication during a juvenile court hearing.

Mr. HANNOCH. Could I interrupt you just a minute?

Mr. FLYNN. Certainly.

Mr. HANNOCH. So that the first time a youngster is picked up by the police and turned over to the juvenile squad, the juvenile squad have some discretion or do exercise some discretion as to whether or not they will at that stage discharge the child or turn it over to the juvenile court?

Mr. FLYNN. Yes, sir; they do.

Mr. HANNOCH. Then, after it is turned over to the juvenile court, there is a division of social service in the juvenile court that again exercises a discretion as to whether or not the child shall be processed for further consideration?

Mr. FLYNN. Yes, sir.

Mr. HANNOCH. Up to this time the judge of the juvenile court is not in the picture?

Mr. FLYNN. That is correct, sir. At least, that is my interpretation of the process.

If, after the completion of a social investigation, a decision is made that the case shall be presented for court adjudication, the petition is drawn up by an assistant corporation counsel assigned to the juvenile court, and a hearing is held in the court, including the judge and the parents and whatever witnesses are necessary, and at that time a report from the social service division of the court is presented orally to the judge for her evaluation, and it is her prerogative to determine the disposition of the case, those dispositions being either release of the youngster under the probation supervision of the social work department of the court, the dismissal of the case in those situations where the person is adjudged not to have been involved, commitment to the

Board of Public Welfare, or committed to the National Training School for Boys.

I might indicate also that, of course, there is the prerogative of waivers exercised by the judge of the juvenile court. In those situations where the youth alleged to be a serious offender is 16 years of age or over, or in those cases where the penalty for the offense may be death or life imprisonment, it is the prerogative of the judge of the juvenile court to waive jurisdiction and request that the case be prosecuted through adult crime channels in the United States District Court for the District of Columbia.

Mr. HANNOCH. Right at that point, in how many instances did you discover that waivers had been granted by the juvenile court during the time that you made the examination?

Mr. FLYNN. I have a tabulation that indicates, if I may find the specific dates, from August 1952 to October 1953, a period of slightly over a year, there were nine requests for waiver made by the police department to the judge of the juvenile court. Of these cases, 6 of the cases were waived and jurisdiction was transferred to the United States District Court for the District of Columbia, and in 3 of those cases, jurisdiction was not waived and the case was adjudicated within the juvenile court.

Mr. HANNOCH. Of the six that were waived, how recently were those? Or don't you know?

Mr. FLYNN. I don't know, sir. However, I know it with a qualification. Let me put it that way.

Of these requests for waiver; that is, the 9 requests received in over a year period, 6 of them were waiver requests received by the court during September and October of 1953.

Mr. HANNOCH. That is right.

Mr. FLYNN. So that very recently there had been very little request for waiver as initiated by the Police Department.

Now, it is my personal feeling that there is a responsibility existing in the court for considering the possibility of waiver in every case, regardless of whether a request for waiver is initiated by anyone else or not.

The CHAIRMAN. Senator Hennings?

Senator HENNINGS. Thank you, Mr. Chairman.

Mr. Flynn, do I understand that the requests for waiver must emanate from the Police Department?

Mr. FLYNN. No, sir. I don't mean to imply that. But requests for waiver have emanated from the Police Department. I feel that there is no need, so far as I know, for a request for a waiver from anyone; that the judge in her own discretion can exercise that.

Senator HENNINGS. Oh, I understand that the judge can do that, but after the judge has to make the determination, either to retain jurisdiction or to certify to the United States District Court for the District of Columbia, then the police, under the procedure, may in effect question the judge's judgment and ask for a waiver. Is that correct?

Mr. FLYNN. That is not my understanding of it, sir.

Senator HENNINGS. I don't know. I am asking for enlightenment.

Mr. FLYNN. That is, I don't know that the Police Department, after the judge makes a decision, takes any further steps in requesting

waiver. There are some cases which come to their attention in which they feel that there is sufficient basis for a waiver of jurisdiction.

Senator HENNINGS. In other words, they move swiftly and make the request before the judge has made a determination?

Mr. FLYNN. Yes, sir.

Senator HENNINGS. Now, does the United States attorney, under the procedure here, have any voice in the matter, or is he under any duty or obligation to make representations as to whether an offender shall be tried as a delinquent—I take it that is what occurs in the juvenile court here as in other places—or tried as an adult, subject to the felony or misdemeanor sections of the statute?

Mr. FLYNN. Yes, sir. To the best of my knowledge, sir, he does not enter into the situation at all. It is an exclusive prerogative of the juvenile court.

Senator HENNINGS. Yes. Now, when the police make these requests, as you have indicated they do, does that come from the office of the chief or the precinct station?

Mr. FLYNN. It comes from the captain of the juvenile squad, sir.

Senator HENNINGS. And that is his prerogative and his duty and his function?

Mr. FLYNN. Yes, sir.

The CHAIRMAN. And he is at central headquarters, is he not?

Mr. FLYNN. Yes, sir; the juvenile squad is with the Detective Bureau located in the municipal center, police headquarters.

Senator HENNINGS. You have made an observation as to what your opinion was with respect to the system as it is presently operating, Mr. Flynn?

Mr. FLYNN. Yes, sir.

Senator HENNINGS. Would you mind restating that again? I want to be absolutely certain I understand it.

Mr. FLYNN. I want to be certain I do myself, Senator.

I feel that there is inherent in the juvenile court process the need for evaluation in every instance of the possibility of waiver, whether or not there is any formal request made by any other agency.

Senator HENNINGS. Well, is that not inherent in the system, when the court is empowered to retain jurisdiction, or to waive?

Mr. FLYNN. Yes, sir; it is.

Senator HENNINGS. Well, counsel has just enlightened me that there is nothing in the statute relating to the powers of the judge. Is that right?

Mr. HANNOCH. No, there is no necessity for any request. The judge has power to waive.

Senator HENNINGS. Oh, I understood that, I thought, Mr. Hanoach.

What I was trying to get at, again, is it your view that there should be someone other than the judge who should make that determination? Is that what I understand to be your criticism or observation, Mr. Flynn?

Mr. FLYNN. No, sir. I wouldn't be prepared to say that at the moment. I feel that there is much justification for having the prerogative of determining waiver left with the judge of the juvenile court.

Senator HENNINGS. Entirely with the judge?

Mr. FLYNN. I just wouldn't be prepared to answer, Senator. I am sorry.

I think that there are considerations that should come into the picture, and that perhaps there should be some further investigation of the desirability of having the United States district attorney at least enter into the picture in making a decision.

The CHAIRMAN. Suppose, Mr. Flynn, that there was pending before the juvenile court a case, a very serious case, and the United States' attorney, in his good judgment, felt that by all means there should be a waiver in that case: Under the existing law, he is without authority at all to obtain a waiver?

Mr. FLYNN. That is my understanding, sir.

Senator HENNINGS. If I may try to wind this up as best I can, because this may be an element that will be of some interest on it, and I want to get some background on it: Do we understand that the United States District Attorney cannot make any representation whatever to the judge of the juvenile court; that there is no means by which or through which the United States attorney may come into court or may get into the court, by the filing of a petition or other document in that court so that the judge may have jurisdiction of the request of the United States attorney?

Mr. FLYNN. I know of no such procedure existing in this jurisdiction, sir.

Senator HENNINGS. In other words, the United States attorney is a stranger entirely to these proceedings?

Mr. FLYNN. Yes, sir; until a determination has been made.

Senator HENNINGS. I use that in a legal sense, a stranger, and having no right whatever to make any representations to the court. Is that correct?

Mr. FLYNN. Yes, sir. I believe it is.

Senator HENNINGS. But, singularly enough, it seems to me, the police department does have that right and authority to make the representations or requests?

Mr. FLYNN. Yes, sir; they do make recommendations in a limited number of cases.

Senator HENNINGS. The police department does, but the principal prosecuting official of the District does not.

Mr. FLYNN. That is correct, sir.

Senator HENNINGS. So that, as counsel has pointed out, where you have an offense committed by 3, 2 of whom may be adults, 1 of whom may be a juvenile, under the Federal practice, as we know, the right of severance, as under State practice in many courts, is not a matter of right but a matter of discretion with the court.

Mr. FLYNN. Yes, sir.

Senator HENNINGS. Circumstances might well occur where a United States attorney in the trial of an exceedingly important case involving two or more defendants has no way whereby, should the judge of the juvenile court refuse to relinquish jurisdiction—he has no way whereby he can bring all three defendants into court, or whatever number?

Mr. FLYNN. He has no way of which I am aware, sir.

Senator HENNINGS. None whatever.

Mr. FLYNN. No, sir.

Senator HENNINGS. Should the judge refuse to relinquish jurisdiction, let us say, of the juvenile offenders, the two so-called adult defendants would be tried in the United States district court either as

misdemeanants or as felons. I presume always by indictment, or by information or complaint.

Mr. FLYNN. Yes, sir.

Senator HENNINGS. And the juvenile would be dealt with as a delinquent in the juvenile court?

Mr. FLYNN. Yes, sir.

Senator HENNINGS. Thank you very much, sir.

I wanted to be sure that I had that straight.

The CHAIRMAN. Mr. Flynn, I would like to ask this question: would or would not this be an area in which there might be exploration of the need for appropriate legislation?

Mr. FLYNN. I very much feel that it is an area which is deserving of consideration and evaluation. I merely wanted to indicate that I am not in a position to make a personal evaluation as to the desirability either way at the moment.

The CHAIRMAN. I see.

Thank you very much.

Senator HENNINGS. You probably have your own opinions, Mr. Flynn, as an individual, but as the representative of your Commission—

Mr. FLYNN. Yes, sir. It is not a matter on which we have established any policy.

Senator HENNINGS. You do not believe that you should undertake to speak for the organization you represent?

Mr. FLYNN. Yes, sir.

Senator HENNINGS. But you do have an opinion, without my asking you what it is.

Mr. FLYNN. Yes, sir, I do.

Senator HENNINGS. I am sure you have.

Mr. FLYNN. There are a few observations that I would like to make on the processing within the structure of the juvenile court after a case comes to the attention of the social work division. As I indicated before, when a complaint is received by the social work division, the youth might be either in the custody of his parents or—

The CHAIRMAN. Mr. Flynn, in view of the fact that the subcommittee will have an executive session immediately after you are dismissed for the day, I wonder, since you are starting on a very important phase now of this whole judicial problem, if it would not be well for us to conclude your testimony here and take this facet of the matter up tomorrow? What do you think about it?

Mr. FLYNN. Anything that suits the convenience of the Senator.

Senator HENNINGS. Mr. Chairman, I think if Mr. Flynn would be so generous with his time as to return tomorrow, his testimony is so important and is furnishing such enlightenment to the subcommittee that it would be most helpful if he would come back tomorrow, rather than have us try to rush through and not get it in full.

Mr. FLYNN. I would be very happy to.

The CHAIRMAN. Would it inconvenience you to follow that course?

Mr. FLYNN. Not at all, sir.

The CHAIRMAN. Then that will be the order, without objection.

The subcommittee will now stand in recess until tomorrow morning at 10 o'clock.

However, we will have an executive session forthwith.

(Whereupon, at 4:05 p. m., the subcommittee proceeded to an executive session, and the hearing was recessed until 10 a. m., Friday, December 18, 1953.)

## JUVENILE DELINQUENCY

FRIDAY, DECEMBER 18, 1953

UNITED STATES SENATE,  
SUBCOMMITTEE OF THE COMMITTEE ON THE JUDICIARY  
TO INVESTIGATE JUVENILE DELINQUENCY,  
*Washington, D. C.*

The subcommittee met at 10 a. m., pursuant to recess, in the old Supreme Court room, the Capitol, Senator Robert C. Hendrickson (chairman of the subcommittee) presiding.

Present: Senators Hendrickson, Hennings, and Kefauver.

Also present: Herbert J. Hanoch, counsel; Herbert Wilson Beaser, assistant counsel; and James Bobo, assistant counsel.

The CHAIRMAN. The subcommittee will be in order.

The counsel will recall Mr. Flynn.

TESTIMONY OF EDWARD J. FLYNN, EXECUTIVE SECRETARY,  
WASHINGTON CRIMINAL JUSTICE ASSOCIATION, AND MEMBER  
OF DISTRICT OF COLUMBIA FACTFINDING COMMITTEE—Resumed

Mr. HANNOCH. Mr. Flynn, we shall try this morning, if we can, to let you complete your story and statement without trying to interrupt you, and at the end we will ask you particular questions; otherwise the sequence of your story will be broken.

The CHAIRMAN. Mr. Flynn, before you proceed I would like to read into the record a statement in fairness to people whose fair names may have been injured on yesterday. Without objection, this statement will appear: In connection with testimony received yesterday relative to Snow's Court, the present owners of that court have informed the staff that the court has been completely rehabilitated by the use of private capital, and I am happy to state that fact, at the request of the owners, for the record this morning, in fairness to those owners.

All right, Mr. Flynn.

Mr. FLYNN. What I would like to do, if it is satisfactory—

Mr. HANNOCH. There are a couple of proposed witnesses who are sitting here in the room who probably want to hear what you say and may find it difficult hearing from the location in which they are sitting. We found that the acoustics are rather bad in that end of the room.

Mr. FLYNN. I would like to discuss, first, the processing of cases within the structure of the juvenile court, make some general observations about court records as indicated by social data kept by the court, illustrate those observations with some case material, and then conclude with some general recommendations.

The processing of juvenile offenders in the District, the juvenile court in the District of Columbia, is somewhat as follows: When the complaint is received by the Social Work Division of the juvenile court, the youth may be either at his or her own home or in the receiving home.

As we indicated previously, there is a prerogative existing with the juvenile squad to determine the first disposition of the youngster after apprehension. When the complaint is filed with the social-work division, it is assigned to an intake worker who is responsible for making a social study to determine, first, whether the case should be closed; second, whether the case should be referred to another social agency in the community; or third, whether the case should be presented in court for adjudication.

If the youth is in the receiving home, the social worker must determine whether or not he can be released to parents during compilation of social data or whether he must remain in the receiving home. If kept at the receiving home for more than 5 days, specific written authorization must be received from the judge of the juvenile court; this authorization permits holding the youth in the receiving home for a total of 35 days, including the time spent prior to the first authorization.

When the social history is completed, recommendation is made by the social worker and submitted to the case-work supervisor, who either concurs or disagrees. Final authority for determining whether or not a case shall be presented for court adjudication is vested in the director of social work of the juvenile court.

When a case is to be presented in court, the petition is drawn up by the Assistant Corporation Counsel, and the case is scheduled for court hearing. At the hearing an evaluation of the individual case is placed before the judge for adjudication at which time the youth may be dismissed, placed on probation, committed to the Board of Public Welfare, or committed to the National Training School for Boys.

The social study usually includes a statement of the offense as contained in the complaint or complaints submitted by the Police Department, the child's version of the complaint, an evaluation of the child by the social worker indicating strengths and weaknesses, including any changes noted during the course of the study, a school report on attendance, achievement, test results, and general adjustment, an analysis and evaluation at the family composition including place and type of residence, and the understandings of the situation in which the child finds himself, actual or potential strengths and weaknesses in the home and family, any medical or clinical reports available, a summary of the significant factors, and finally a recommendation for disposition.

This social study is usually compiled as a result of a series of interviews with the child and with his family. In regard to the time element involved in this processing of cases within the juvenile court there was a study of 100 cases that were submitted to the court for adjudication done by Mrs. Watkins, an attorney for the Council on Law Enforcement for the District of Columbia.

She selected at random three cases per month for a period of approximately 3 years and evaluated the time that elapsed between arrest and final disposition of the case by the court. As I say, these

are all cases which were presented to the court for adjudication and would not include those cases closed at intake rather than—

Mr. HANNOCH. These are cases that actually got to the court?

Mr. FLYNN. Yes, sir. Of the 100 cases that she studied, 17 were disposed of in less than 6 weeks. Of these 17 cases, 6 were already wards of the Board of Public Welfare, 4 were already on probation to the juvenile court, 6 were under study for previous offenses, and 1 was hospitalized during the period of the study, making the person readily available for assistance in compiling the data. Fifty-three cases were completed between 6 and 12 weeks; 20 cases were completed in between 12 and 18 weeks; 9 cases were completed in between 18 and 24 weeks, and 1 case took over 24 weeks.

There are several factors that seem to contribute to this time lag between complaint and disposition, namely, factors related to the caseloads of the courtworkers, the lack of transportation facilities furnished to the courtworkers, failure of the child or the family to keep interview appointment, and general lack of cooperation with the court in the completion of the study, the need for mental or clinical examination, prolonged illnesses of the child or the absence of the child because of his running away from home during the process of the study.

In relation to caseloads, acceptable caseload standards as developed by the Children's Bureau and the National Probation and Parole Association seem to indicate that when a caseworker is assigned specifically to social investigation that about 12 to 14 such investigations a month are a desirable caseload; that when a caseworker is assigned to supervision of individuals that he is capable of supervising adequately about 75—about 40 juveniles and about 75 adults.

In either of those categories, I should say, not simultaneously. I obtained from the court a breakdown of cases assigned over a 3-month period, April, May, and June of 1953. During that time there were 10 social workers assigned to juvenile intake investigations or the compilation of social histories.

During that time in April there were 172 cases assigned to intake, during May, 194 cases, during June, 221 cases, making an average of 19 cases of intake investigation per worker per month. During the same period of time the persons under supervision by the juvenile probation staff, there were 8 workers assigned to the juvenile probation staff, and at the end of each month the number of cases under supervision were respectively 578, 610, and 640, or an average of 76 cases per worker under supervision on probation, juveniles.

There were 2 workers assigned to adult intake, and during that period of time, during April there were 235 intake investigations; during May, 220; during June, 201, or an average of 219 cases per worker assigned to those workers on adult intake. There were 11 workers assigned to the supervision of adults on probation. During April they were supervising 1,726 adults; during May, 1,810 adults; and during June, 1,826 adults.

I am sorry, but the average I have here is, I am sure, a miscalculation. However, that will give the general perspective.

When a youth has been released to the parents during the period of social investigation and commits additional offenses during that time, the social worker conducting the investigation determines whether or not the youngster, if he has previously been in the custody

of his parents during the time of social investigation, shall be sent to the receiving home.

I might say that these additional offenses, if any, are also taken into consideration, of course, by the worker in making his recommendation to the judge for the ultimate disposition of the case.

I might indicate also that with the approval of the judge of the juvenile court or the director of social work a youth under study may be kept in the District of Columbia jail pending court disposition of the case when it is indicated that he cannot adequately be kept in the receiving home for children.

Insofar as probation supervision is concerned, the amount and degree of supervision given to each individual varies with each case and at different stages of progress in a case. It is also affected by the exigencies of the situation and personnel limitations. Thus, some cases have semiweekly, weekly, or biweekly interviews and conferences at various stages of progress of the case while under supervision.

When, in the opinion of the probation officer, a youth under supervision has progressed to the point where further probation is not indicated, a recommendation for termination of probation is made to the judge, who has the authority to terminate.

In regard to general comments related to processing within the court and in the compilation of social data, the police officer submitting a complaint or operating in the home area of the alleged offender is seldom contacted in preparing information pertinent to reaching a decision concerning the recommendation or disposition of a case.

Mr. HANNOCH. Let me understand that again. The police officer who made the arrest is not contacted?

Mr. FLYNN. Very infrequently, I would say, sir.

Mr. HANNOCH. All right.

Mr. FLYNN. It is not an integral part of most social investigations.

The CHAIRMAN. What is the reason for that, Mr. Flynn, do you know? Why should that be?

Mr. FLYNN. Well, it is perhaps related to a difference in basic philosophies between the functioning of the apprehension officers and treatment personnel. I wouldn't be prepared to develop the reasoning for it, Senator.

Mr. HANNOCH. I do not understand the words that you use, "differences in philosophies." What do you mean by that?

Mr. FLYNN. Well, it is felt by many people that there is a great deal of value to be obtained in the evaluating of an individual by the officer who originally made the apprehension and the investigation of the offense. This would give a broader pattern of the situation than would be normally contained in the simple statement of facts that is presented by the treatment personnel.

It is also frequently possible that individuals living in an area have been known to police officers on the beat or police officers operating from the precinct over a considerable period of time without ever having officially come to the attention of either the police or the juvenile court.

Mr. HANNOCH. I see.

Mr. FLYNN. I think that that information would be of value in making a determination to the court, and that information is not obtained in many instances in the compilation of social data.

Mr. HANNOCH. All right.

Mr. FLYNN. It is the policy of the social work department of the juvenile court to make home visits when possible in compiling social histories. It would seem, however, that this should be done much more frequently. The same situation applies to school and neighborhood visits. The ability to do this is, of course, affected by the case-loads previously indicated as well as transportation inadequacies.

The result, however, is that much of the information must be compiled from office interviews and routine letters of inquiry. This same situation would apply to cases under supervision. There is a tendency to do much of the contract with the individual in the compilation of the data and supervision through office contacts rather than through field supervision and field compilation of data.

Mr. HANNOCH. Is it the practice to go to the home?

Mr. FLYNN. I would say that it is the policy to do it where possible, but very frequently it does not seem to be done.

Mr. HANNOCH. When you say frequently, do you mean that it is done only in extreme cases or it is done occasionally or it is not done at all?

Mr. FLYNN. I hesitate to try to break it down, sir, because the actual number of cases that I reviewed were very limited. I saw perhaps 40 to 50 cases in the process of examining these records, and I don't feel it would be fair to say from that cursory evaluation how many instances or what percentage of cases included a home visit, but I would say that among those that I did review it would not have been indicated from the social record that a home visit had been made in at least half of them.

Mr. HANNOCH. What about schools?

Mr. FLYNN. The same thing, I would say, is applicable to schools. There is a routine report on a standard form submitted by the school, and in some cases there has been personal contact with the school to discuss the youngster with the teacher and other school authorities, but in many cases it is not indicated that that is done as a portion of the compilation of data.

The CHAIRMAN. Mr. Flynn, you say in many cases. Could you speak percentagewise at all with any degree of accuracy?

Mr. FLYNN. Well, I could only say that of those cases that I did review, it would be my impression that in less than half of them was an actual visit made to the school by the worker compiling the information.

Mr. HANNOCH. If you do not go to the home and you do not talk to the police and you do not talk to the school, where do you go?

Mr. FLYNN. As I indicated, sir, it is my impression that much of the information is compiled through office interviews with the youngster and with his parents and through the acquiring of information by letter or phone from schools or other sources.

Mr. HANNOCH. Suppose they do not show up, what do you do then?

Mr. FLYNN. It is again my impression that when a youngster or his family does not cooperate a letter is sent indicating that the social worker will be available for another appointment with the individual or his family, and that there are frequent phone calls made to a family, if a phone is available, to arrange for appointments, and that if the cooperation still does not develop as a result of that a visit is made to the home to get—

Mr. HANNOCH. I do not know whether you know this; I do not.

How many appointments does a worker make a day for having these office appointments?

Mr. FLYNN. I can't answer that, sir; I don't know.

Mr. HANNOCH. How long does a conference take?

Mr. FLYNN. Well, that, too, varies considerably. Some of them would be reasonably brief. When I say reasonably brief, perhaps 15 minutes. Some of them would last an hour or an hour and a half. It varies considerably with the individual situation.

Mr. HANNOCH. This is the conference, as I understand it, at which it is determined whether or not the case is sufficiently aggravated to come to the court for attention or whether it should be dismissed as being insignificant or not important?

Mr. FLYNN. Yes, sir. I might say that it is a series of conferences rather than a single conference.

Mr. HANNOCH. Is that what you call social study that is made?

Mr. FLYNN. Yes, sir.

Mr. HANNOCH. Is that the time, for example, when recommendations are made as to what kind of treatment this child is supposed to get?

Mr. FLYNN. As a result of the social history a recommendation is made to the court as to whether or not the worker feels that the youngster would adequately adjust on probation or needs institutionalization either in the institution of the Board of Public Welfare or the National Training School.

Mr. HANNOCH. But that is what you have described as the complete social study on which action is taken?

Mr. FLYNN. That is my impression, sir.

Mr. HANNOCH. Let me ask you this: In addition to investigating these children's histories, case workers have the job of collecting money from delinquent fathers; do they not?

Mr. FLYNN. In the adult supervision field, not in the juvenile supervision field, sir.

Mr. HANNOCH. Are there separate groups of social workers, some assigned to adults and some assigned to juveniles?

Mr. FLYNN. Yes, sir.

Mr. HANNOCH. The adult group devote their time to collecting payments from father, some part of their time, I do not mean all of it.

Mr. FLYNN. It is my impression that that would be true, sir. I can comment on that only to the effect that it is obvious that the load of cases assigned to each individual worker for supervision is such that it would be virtually impossible to render treatment except in a very minor portion of those cases.

Mr. HANNOCH. Well, is there not a cashier's desk or something where people who owe money come in and bring it and only the people who do not pay must be followed up?

Mr. FLYNN. I am not sufficiently familiar with the procedures concerning the supervision of adults under supervision to comment on it. The emphasis of my work was placed on the treatment of juveniles.

Mr. HANNOCH. What I have in mind is whether there is a lot of work that is assigned to collecting money from adults which might relieve the situation by having some of those workers in the juvenile field.

Mr. FLYNN. I would think that that might be true, but it is an impression based merely on opinion.

Mr. HANNOCH. All right. We will ask someone else.

Mr. FLYNN. In a great many cases it seems indicated that there were precipitating factors contributing to the delinquent behavior of the individual which were beyond his control or capabilities to combat or resist. It is similarly indicated that if community facilities had been adequate to cope with some of these problems when they were first recognized that a more thorough job of preventive therapy might have been done.

An analysis of case records at the juvenile court for the District of Columbia indicates that while the following factors may not be typical they do occur quite frequently:

1. There is often a progression of complaints ranging from relatively minor ones to more serious, extending over a period of years.

2. Many of the juveniles known to the juvenile court have previously been known at an earlier age to the police for a lesser complaint and many of these children have exhibited strong tendencies toward poor school adjustment or absenteeism prior to becoming known to the court.

3. The lack of an adequate home environment with little or no supervision by parents and no standards of conduct that are socially acceptable appear to be precipitating factors in many cases.

4. There are many examples of children and youths who adjust satisfactorily to an institutional environment but get into additional difficulty almost immediately upon a return to the community.

5. Many of the family situations of delinquent children are complicated by problems of economic insecurity, crowded living conditions, criminality of other family members, illegitimacy, alcoholism, mental illness, or lack of mental capacity, and other socially undesirable factors.

6. It is not infrequent for a youth to commit an additional offense during the time when the social study is being compiled.

7. Children are often in a school situation where they do not have the native mental ability to either accomplish the work or to make the necessary social adjustments. That is indicated by the standard intelligence tests administered in the schools.

Mr. HANNOCH. Before you go to these general things, are you coming back to talk about some of these things that the court is faced with and these investigations?

Mr. FLYNN. I believe there is other information in here. I don't recall specifically.

8. Children frequently progress through periods of probation supervision followed by commitment to the Board of Public Welfare, abscond from one of the institutions to which they are committed, and are later committed to the National Training School and in many instances seem to have absconded from there.

The following case material is illustrative of some of the factors listed; in each case identification has been eliminated as far as is practicable and immaterial facts have been changed in order to conceal identification of either the individual, his family, or the specific offense.

Mr. HANNOCH. You have the record of some specific cases?

Mr. FLYNN. Yes. I have limited this to a discussion of 3 or 4 cases just to indicate some of those factors that seem to occur with reasonable frequency if not typically.

Roy is a boy who was first known to the police at the age of 11 for housebreaking. During the next 6 years he progressed through a series of offenses that include petty larceny, taking property without right, housebreaking, and 3 cases of robbery by force and violence in which he pretended to have a gun in his possession.

During this 6 years he had been on probation to juvenile court, later committed to the Board of Public Welfare and absconded from 1 of the children's institutions, and then committed to the National Training School for Boys. He had absconded from the National Training School and ultimately was transferred to another Federal institution.

This is a boy who was raised in an alley dwelling, reputedly 1 of the worst in Washington, there were 8 children in the family of assorted parentage, the father was an adult criminal with a record of over 35 arrests including vagrancy, assault, illegal possession and sale of whisky, petty larceny, and ultimately a violation of the Harrison Narcotic Act. The mother admittedly drinks to excess. The economic status of the family was very unstable. In spite of these many factors, Roy did rather well while in school and seemed to have had the potential of developing into an adequate adult but was unable to overcome the handicap of his home and community situation.

Pete is 1 of a family of 6 children and 2 adults living on an income of \$17 a week in a dilapidated dwelling. All of the children have been known to juvenile court. Pete at the age of 6 had been struck by an automobile on 3 different occasions while playing in the street. He received no supervision at home, his mother was partially paralyzed and his father generally stayed away from home. The father stated that he had "been arguing with my wife for 15 years"; when home he tended to drink to excess and he was physically abusive to the children.

Two of the children are wards of the Board of Public Welfare.

Pete came to the attention of the juvenile court for housebreaking, petty larceny, and purse snatching before he was 10 years old. He absconded from one of the children's institutions under the Board of Public Welfare and committed additional housebreakings and was ultimately committed to the National Training School.

Mr. HANNOCH. May I ask you this?

Mr. FLYNN. Yes, sir.

Mr. HANNOCH. These cases are illustrative of making what point?

Mr. FLYNN. They are illustrative of the social inadequacy existing in the backgrounds of many of the youngsters coming to the attention of the court which gives great problems.

Mr. HANNOCH. Do your records show that while he was waiting trial or while he was in the receiving home waiting for something else, he was committing some of these repetitious crimes, or is this just a general story of Pete and Roy?

Mr. FLYNN. That isn't specifically in the information that I have here, sir.

Mr. HANNOCH. All right.

Mr. FLYNN. Joe was known to the juvenile court at the age of 11 for taking property without right. At 11 years of age he was in the third grade, having repeated each year of school at least twice. He had an I. Q. of 68 and after being sent to an institution under the Board of Public Welfare he absconded and committed additional delinquent acts of greater severity. He was diagnosed as feebleminded and certified for admission to the District Training School; however, because

of the lack of custodial care at this institution, was committed to the National Training School for Boys. He ultimately became a serious adult offender.

Jane came to the attention of juvenile court at the age of 12 for housebreaking. She had previously committed thefts both at home and school. She was a frequent truant, being absent for 10 to 15 days a month for several months. Her mother had not cooperated with the school in a discussion of her absences. Both Jane and her mother were in need of psychiatric treatment and were receiving outpatient treatment from the hospital. Clinic reports indicate that she was a seriously disturbed child reflecting emotional problems within the home.

Jane later ran away from the District of Columbia at the age of 15 and was not again located. Some of her problems are indicated by statements of the mother to the effect that she always beat her children for what they did. As a result Jane was often afraid to go home. When she was at home her mother continually accused both Jane and her father of attempting to poison her. The mother was diagnosed at the hospital as having an "anxiety psychoneurosis with schizoid leanings."

In the matter of the case history material that I have presented, sir, I specifically attempted to avoid delineation of some of these factors that would indicate or identify a case. I have available for the committee the specific chronology of these things if they so desire.

Mr. HANNOCH. What we are trying to devote our time today to is to see what suggestions can be made with respect to the administration of the juvenile court, and that is why I asked you the question as to whether these cases had any relevance to particular problems that you were trying to point out.

Mr. FLYNN. I think they are relevant only to the effect that they indicate the problem facing the court in determining whether or not it is possible to release a child into some of these community situations.

Mr. HANNOCH. May I interrupt you right there?

Mr. FLYNN. Surely.

Mr. HANNOCH. I read in these reports of all kinds the words "social investigation," "planned treatment," but I do not find out, I am trying to find out, where and when does somebody say what somebody should do and how in these reports that you are telling us about. What does it mean when you say "we planned treatment"? What does that consist of, or do you find it in any reports?

Mr. FLYNN. Yes, sir; I feel that you do. Without becoming too academic about this—

Mr. HANNOCH. I am trying to get some language that I understand. You say the child is recommended for treatment. What does that mean? Do you give him medicine or send him to jail? What do you do with him and who says so?

Mr. FLYNN. I don't know where to begin.

Mr. HANNOCH. I do not know either.

Mr. FLYNN. My concept from a social-case perspective is that social-case treatment is based on a complete evaluation of all the factors in the environmental pattern of the individual and a measurement of all his capabilities. As a result of extensive compilation of

material the social worker attempts to evaluate how this person can most adequately make an adjustment in the community and become a sufficiently mature adult without getting into difficulty.

Mr. HANNOCH. That is right. Now, do these reports that are gotten up by the social workers and presented to the judge, which you say are not based in many instances on interviewing the schoolteacher, visiting the home or the neighborhood the child lives in, or the police officer, but do it merely by talking to the child and writing some letters, you mean that these are the only reports that contain any suggestion as to what the treatment should be?

Mr. FLYNN. Yes, sir, at least that is the only portion reflected in the case record.

Mr. HANNOCH. Where else would it be?

Mr. FLYNN. I only infer that the individual worker may have more specific planning for a treatment program with the youngster that is not reflected in the record. I feel that every social worker who has an individual under supervision has a plan of treatment and an evaluation of that person's adjustment made periodically to determine whether or not the youngster is making a successful treatment or whether some other program is necessary for him.

As I say, I only can infer that that is sound social case work planning and treatment.

Mr. HANNOCH. Where would that be if it were not in the record? The social-service worker sits in her office and the child gets, I suppose, a commitment, and he is sent to the receiving home. Who tells who what, do you know? I do not know.

Mr. FLYNN. I am not sure I understand the question.

Mr. HANNOCH. Suppose at the end of the day the court reached a conclusion that this child should be committed to the Training School, let us say, for example.

Mr. FLYNN. Yes, sir.

Mr. HANNOCH. It is done on the basis of some reports made to the court plus court's knowledge based on her experience?

Mr. FLYNN. Yes, sir.

Mr. HANNOCH. Now the child, I suppose when he or she is sent to the Training School, or to whatever place he is committed, carries with him some kind of report or instructions or recommendations as to what the child has done and what should be done for the child. I would assume that; I do not know.

Mr. FLYNN. I am not personally familiar with the report submitted by the court to any of the institutions under the jurisdiction of the Board of Public Welfare or the National Training School.

Mr. HANNOCH. But you do not find anything of that character upon which a report or recommendation could be based in these files of these example cases that you looked at?

Mr. FLYNN. No, sir, other than there is a general evaluation of what the social worker considers to be the significant factors in the social background of the individual. I have no knowledge as to how much of that is transmitted to any other agency involved in the treatment program of that individual.

Senator HENNINGS. Mr. Chairman, may I state that I was occupied with the Committee on Elections and Privileges, which met since 9 o'clock this morning, and I will have to leave these hearings before too long.

The CHAIRMAN. The Chair regrets hearing that.

Senator HENNINGS. I am very sorry that may be necessary. I thought I would put that into the record at this point.

The CHAIRMAN. The Chair is delighted that the Senator can be present for even so short a time.

Mr. HANNOCH. You referred to children escaping?

Mr. FLYNN. Yes, sir.

Mr. HANNOCH. Is there much of that according to the records?

Mr. FLYNN. Well, the records would often indicate that a youngster known to the court has absconded from an institution of the Board of Public Welfare.

Mr. HANNOCH. What happens then?

Mr. FLYNN. It is my understanding that when a youngster simply absconds from an institution and is apprehended by the police, he is returned to the institution. If the youngster is apprehended by the police for the commitment of another offense, the complaint is again referred to the juvenile court and that the social worker in the court on the basis of this further information makes another recommendation to the judge concerning the disposition of the new offense.

Mr. HANNOCH. Well, to what extent are the police kept informed of these facts? How do the police know that a child has escaped? Does somebody call the police up?

Mr. FLYNN. Yes, sir; it is my understanding that the institution from which the person has absconded informs the police that the youngster is a fugitive from that institution and that they would like him returned.

Mr. HANNOCH. Let me ask you this: Suppose a police officer picks up a child?

Mr. FLYNN. Yes, sir.

Mr. HANNOCH. He does not know whether the child has run away or not. The child has broken into a store.

Mr. FLYNN. Yes, sir.

Mr. HANNOCH. Is there any way he can find out whether that child has been committed to any place and has run away or had a prior record or anything else?

Mr. FLYNN. Not so far as I know.

Mr. HANNOCH. He cannot find that out?

Mr. FLYNN. I don't know, Mr. Hannoch. He will know if he has ever been known to the police previously to this. I don't believe that he has been informed as to the disposition of prior complaints made to the juvenile court.

Mr. HANNOCH. Go ahead.

Mr. FLYNN. Well, I have some recommendations I would like to submit.

Mr. HANNOCH. I would like to have them.

Mr. FLYNN. I do feel that there is a need for clarification of areas of responsibility of the police, the juvenile court, and the protective services of the Board of Public Welfare in order that there should be a real delineation between areas of enforcement responsibility as distinguished from treatment and probation services.

We mentioned yesterday waiver procedures, and I feel that in certain aggravated cases, perhaps restricted to offenses such as murder, rape, armed robbery, aggravated assault, or any series of cases where there seems to be a pattern of mature criminal behavior that a duplicate

statement of facts of that should be furnished to the office of the United States district attorney in order that he in his discretion could consult with the judge concerning the most proper disposition of that situation.

Third, I think there should be a development of a procedure through which a routine police arrest check is made on adult members of families of children known to the juvenile court in order to assist the social worker in determining the advisability of recommending that the child remain in the home.

In other words, it is my impression from some of these reports that the youngster has been sent back to the home where the adult has an extensive criminal background; that comes out only insofar as the youngster or the social worker informs us of it.

I believe there should be consideration of a procedure in the compilation of social history data through which the evaluation is determined, not by a series of interviews over an extended period of time, but rather, where emphasis is placed on field observations in the home, school, neighborhood, and other areas in which the youth may be known.

I realize that this implies more reasonable case loads and the furnishing of adequate transportation facilities.

Mr. HANNOCH. What do you mean by transportation facilities?

Mr. FLYNN. Facilities for the worker to actually make visits within the community. There is no provision made either for the furnishing of vehicles or paying the worker for the use of his own vehicle.

Mr. HANNOCH. They have to go around riding in buses and trolley cars?

Mr. FLYNN. Yes, sir; and it is an extremely time-consuming procedure.

Mr. HANNOCH. If they have their own car is there no procedure whereby they can be reimbursed per mile or in some other way?

Mr. FLYNN. It is my understanding that there is no such procedure.

Mr. HANNOCH. How do they get around?

Mr. FLYNN. They don't get around, and if they do, it is an extremely time-consuming proposition for the worker to get into the community without adequate transportation facilities or procedure for reimbursement for the use of their own facilities. To the degree that they do get around, that expense is borne by the worker.

Mr. HANNOCH. I see. All right.

Mr. FLYNN. I feel that this type of social investigation would serve to reduce the time lag and as a result that we would obtain whatever benefits there are available as the result of getting the youngster before the court in a shorter time after his original apprehension. I feel that there is a lot of therapeutic value involved in the youngster making a court appearance without a tremendous time lag.

Mr. HANNOCH. Is there any place in the District of Columbia where some person comes in to an agency or the police and they find that the person needs some kind of assistance or attention that you can call up and all the information about that person is listed, an exchange?

Mr. FLYNN. No, sir. There was a social service exchange which existed in the District of Columbia many years ago; that has been out of operation, I would think, for a period of 4 or 5, perhaps more, years.

Mr. HANNOCH. Is it not possible that the same family could be treated simultaneously by half a dozen different agencies and neither one of them would know anything about it?

Mr. FLYNN. It is very possible that that could be done without any exchange of information on the part of the agencies.

Mr. HANNOCH. One person is giving him relief, and the juvenile court is doing something else, and the police are doing something else?

Mr. FLYNN. It would be possible for that to happen.

Mr. HANNOCH. Are they mad at each other? Don't they talk to each other?

Mr. FLYNN. I don't know.

Senator HENNINGS. Mr. Chairman?

The CHAIRMAN. The Senator from Missouri.

Senator HENNINGS. I assume there should be a distinction made between so-called Community Chest agencies?

Mr. FLYNN. Yes, sir.

Senator HENNINGS. And the police and other law enforcement bodies. The question as put by counsel included those agencies and the law enforcement bodies together. Of course, it is the best procedure for the social agencies and the law enforcement agencies to cooperate. Do you suggest, Mr. Flynn, that the so-called social-service agencies or those under the Community Chest—you have a Chest Council, do you not?

Mr. FLYNN. We have a United Community Services, which includes some of the functions of a chest and a council.

Senator HENNINGS. The council determines, for example, the allocations. I happen to be serving on one.

Mr. FLYNN. Yes, sir.

Senator HENNINGS. The allocations for each of the several services which come within the Chest?

Mr. FLYNN. Yes, sir.

Senator HENNINGS. There is clearance, is there not?

Mr. FLYNN. A social-service exchange as such for the exchange of information among private agencies is no longer in existence to my knowledge.

Senator HENNINGS. That is important, and the people in the District should be vastly interested in that.

Mr. FLYNN. Yes, sir. As I indicated, such a thing at one time existed, and a study was made, and it resulted in the discontinuance of that service. I am not sufficiently acquainted with the results of that study to know what that decision was based on.

The CHAIRMAN. When was that study made, do you remember?

Mr. FLYNN. I don't remember other than that it was several years ago.

Mr. HANNOCH. I wanted to ask you with regard to what Senator Hennings was commenting on. If somebody comes to a family service and wants to get \$50 a month for the children or goes to the Bureau of Social Services, the one that Mr. Shea is head of, and the family is supposed to get \$100 a month, is there any way you can find out whether the juvenile court is collecting \$10 a month from the father?

Mr. FLYNN. Not that I know of, sir.

Mr. HANNOCH. He may be paying out money, and they may be collecting it through the juvenile court also? That cannot possibly be so?

Mr. FLYNN. I am not adequately informed. The further recommendation that I have is that I think there should be the development of a case committee approach through which the probation officer, school personnel, recreation people, church representatives, and other persons who can exert a constructive influence on youth can participate in treatment planning for an individual youngster and that there should be a ready exchange of information.

I recognize that the problem involves a great deal of time and planning and has its limitations in that there would be a great deal of effort involved in planning this type of thing for each individual situation.

I would like to add the following general observation, that the overt acts of delinquent behavior are usually symptomatic of many maladjustments and that to adequately treat delinquent behavior, each individual case must be thoroughly investigated, all of the contributing or precipitating factors evaluated, and a long-range treatment program devised, utilizing all of the available community resources for effective adjustment. To accomplish this there is need for a real expansion of facilities in the community, some of which have already been presented to you, and others, I am sure, will be indicated by persons more capable than I.

Among these are an expansion of child guidance services and special classes within the school structure, additional mental hygiene facilities, more extensive police supervision, expansion of court and welfare services, and cooperative endeavor on a neighborhood level as well as long-range community planning for both prevention and control.

To the degree that this analysis has appeared critical of court processes or procedures, I would like to indicate that because of the limited time available it was essential to look for areas of actual or potential weakness, and I have made no effort to evaluate the constructive accomplishments that have been done in individual cases or the accomplishments that might have resulted from more reasonable volumes of work or better community facilities with which to plan treatment.

I have the utmost respect for the professional competence and integrity of those people assigned to this work in the District of Columbia. I feel their social work staff is as highly trained and capable as any court in the United States; that the responsibilities of recommending whether or not a child should be removed from his home and the ultimate decision as to that removal are indeed grave responsibilities, and it is very unfortunate that in some communities they must be carried out under extreme pressures and with extremely limited facilities.

I would like to make one further observation.

The CHAIRMAN. What do you mean, Mr. Flynn, by "extreme pressure"?

Mr. FLYNN. The problem of a single individual supervising an extremely high number of individuals and not having available to him the resources by which to get around and accumulate the information that the individual worker might feel to be very desirable prior to making his recommendations.

The CHAIRMAN. Thank you.

Mr. FLYNN. If I may just deviate for one final observation not directly related to the material that I have been presenting, sir?

The CHAIRMAN. Yes.

Mr. FLYNN. It has been stated during these hearings that some of the problems related to delinquent behavior seem to be worse in the District of Columbia than in other similar communities. I surely agree that we have many deplorable situations existing here, particularly in the way of residential situations as disclosed through testimony yesterday and that the District of Columbia cannot be proud in any way of the existence of some of these problems.

I don't want to minimize in any way the problems nor can I speak from personal knowledge of the problems of other cities. However, I have spent limited time in many of the cities of the United States and have observed there less attractive areas and activities.

I have also had frequent discussions with personnel of citizens crime commissions in metropolitan areas in the United States. I feel that the problems in the District of Columbia the Senators will find duplicated in many metropolitan areas and varies in the degree of intensity according to particular areas which might be explored.

Neither would I want to minimize the responsibility of parents in the whole area of training children and teaching social control. There are many instances where parents do not do the best job of which they are capable and for those parents I have little tolerance or time.

The CHAIRMAN. You are referring to adult failure now?

Mr. FLYNN. Yes, sir. However, in a great many instances I think that rather than thinking in terms of parental delinquency we ought to think in terms of parental inadequacy and realize that in many of these situations the adults themselves do not have the capabilities or the resources to adequately understand the problems of child raising or to overcome their hardships in their immediate environmental surroundings. I would like to further state that any observations I have made are my personal opinions and don't reflect any considered policy of my board of directors. Our emphasis within the association has generally been in the field of serious adult crime within the community, and I have not had an opportunity to present to them some of these recommendations for their consideration.

Our major emphasis, as you know, is to place the problem of the protection of the community as a major portion of the work of the association whether the crime problem be either juvenile or adult.

Mr. HANNOCH. Before you stop, in the memorandum which I have, resulting from our discussion, there were 2 or 3 items under general comments which you did not pass upon. There were 2 or 3 items that you seemed to skip over. Will you look over page 4, items 3, 4, and 5?

Mr. FLYNN. I thought that we had covered them in our discussion, and that is the reason I did not repeat them.

Mr. HANNOCH. This truancy is one I do not understand.

Mr. FLYNN. In cases coming to the attention of the court when a social history is done it very often seems indicated that the youngster over a considerable period of time has been absent from school; that is, you find a situation where the school reports that perhaps a youngster was absent for 10 days in January, 15 days in February, and 12 days in March.

It is my impression that those truancy situations do not come to the attention of the court as a result of the truancy petition but rather a youngster is picked up for an offense in the community and then when the court makes an investigation it discovers that there has been—

Mr. HANNOCH. You mean there is a delay in the school system in reporting them as truants?

Mr. FLYNN. That would be my impression. There is no indication that the school has made any report to the police on this case prior to the court requesting information as a result of an overt act in the community by the child.

Mr. HANNOCH. When we visited the receiving home the other day, and I do not know what the experience of the Senators was, but in speaking to 2 or 3 of the children I found a large number of children had been up there for truancy and had been there for 2 or 3 weeks, a sort of legalized truancy. Do you have many of these situations?

Mr. FLYNN. Among the cases that I reviewed, I reviewed none that were specifically known to the court because of truancy but rather because of overt commission of offenses.

The CHAIRMAN. For the record, the Chair would confirm exactly what counsel has described in the detention home.

Mr. HANNOCH. Does truancy have some technical legal name in the Board of Education or in the school system?

Mr. FLYNN. I expect that there is need for a considerable clarification as to what is considered truancy by the school system and what is considered truancy under any other terminology or any other classification.

Mr. HANNOCH. What does the school system regard it or define it as being?

Mr. FLYNN. I am not adequately prepared to define it, sir.

Mr. HANNOCH. I think you have told us that there have been very few specific plans of treatment, the lack of cooperation. Did you find in any of the reports that you analyzed at the court, any cases in which there were specific plans for treatment submitted to the court by the social service department of the court?

Mr. FLYNN. Yes, sir; I did find specific ones.

Mr. HANNOCH. For example, what kind of treatment? What do you mean by a "plan of treatment"?

Mr. FLYNN. In a plan of treatment in some situations that would include material such as this that among the problems indicated in providing adjustment for this youngster there must be an interpretation to the child of his responsibilities toward his parents; that the parents must be helped, the parents must be helped to understand the needs of the child in the way of supervision or perhaps in some cases to intensify supervision; that there should be a reference made to an agency providing recreational facilities in an effort to get this youngster involved in group activities; that he should be encouraged to work with personnel in his church, and that type of specific thing.

Mr. HANNOCH. All right.

The CHAIRMAN. Have you any questions, Senator Hennings?

Senator HENNINGS. I have no questions.

The CHAIRMAN. The Chair has no questions, but the Chair does wish to say that the subcommittee is very grateful to Mr. Flynn for the information that he has furnished in his testimony; it will be very

valuable and will be particularly valuable as we enter on the larger job.

Senator HENNINGS. I would like to associate myself with the chairman.

The CHAIRMAN. The committee will stand in recess for 5 minutes. (A short recess was taken.)

The CHAIRMAN. The subcommittee will come to order. Counsel will call the next witness.

Mr. HANNOCH. Judge Cockrill.

Judge COCKRILL. Senator, I have with me Mr. Palmieri, director of our social work department, and Mr. John J. Larkin, our chief probation officer.

In some of these more detailed matters they may be a little more familiar with them than I am.

The CHAIRMAN. Judge Cockrill, will you be sworn?

Do you swear that the evidence you are about to give before this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Judge COCKRILL. I do.

**TESTIMONY OF HON. EDITH H. COCKRILL, JUDGE, JUVENILE COURT OF THE DISTRICT OF COLUMBIA; ACCOMPANIED BY HENRY J. PALMIERI, DIRECTOR OF SOCIAL WORK; AND JOHN J. LARKIN, SUPERVISOR OF PROBATION**

The CHAIRMAN. Will you state your name and address?

Judge COCKRILL. I am Edith H. Cockrill, judge of the Juvenile Court for the District of Columbia.

The CHAIRMAN. Counsel, you may proceed.

Mr. HANNOCH. Do you have a statement you want to present to us?

Judge COCKRILL. Yes; I do have a statement which I would like to read into the record, with the subcommittee's permission.

First of all, I want to thank this subcommittee for its invitation to appear here today so that I may have the opportunity of reviewing for its members and for the public, the basic principles and functions of the juvenile court.

I am glad also to have the opportunity of giving to you and to the community an evaluation of the nature and extent of the problems of delinquency as we at the court see them and of giving an accounting of the ways in which the court is attempting to meet the problems and its responsibilities to the young people who come before it and to the community at large.

I should like to point out to you some of the weaknesses and failures of the court, along with some of the handicaps to its more effective operation, and to clarify for you the court's policies in certain areas of criticism and controversy resulting in a large measure from inaccurate representations of fact and disregard for some legal and social principles and without consideration for the court's specific responsibilities in these areas.

I should like also to answer any questions that you may wish to ask on these points and to make such other contributions, as I may be able, to a sound and constructive approach to the problems and incidence

of juvenile delinquency and their alleviation in the District of Columbia.

The juvenile court of the District of Columbia has original and exclusive jurisdiction over all persons under the age of 18 years who have:

1. Violated a law within the District of Columbia;
2. Gotten beyond the control of their parents or guardians;
3. Been habitually truant from home or school;
4. Habitually deported themselves so as to endanger the health, safety, or morals of themselves or others;
5. Been neglected by parents or guardians or who are without adequate parental care.

The juvenile court may, after investigation, waive jurisdiction to the United States district court in cases of felonies committed by persons over 16 years of age and in capital cases at any age.

The CHAIRMAN. I wonder if you would explain the matter of waiver.

Judge COCKRILL. What phase of it do you want me to explain?

The CHAIRMAN. What is the usual procedure?

Judge COCKRILL. I do get to that later in the statement I have here. I will be very glad to stop and answer it now if you like.

The CHAIRMAN. If you have it in the statement, you proceed with the statement.

Judge COCKRILL. All right, fine.

In addition, the court has original and exclusive jurisdiction over adults in the following types of cases:

1. To establish paternity of children born out of wedlock;
2. Violations of the child-labor laws;
3. Persons charged with contributing to the delinquency of minors.

The juvenile court has concurrent jurisdiction with the United States district court in cases of nonsupport of wives and/or minor children.

The basic principle of the juvenile court law is rehabilitation. Specifically, the law charges the court with the responsibility of securing for each child under its jurisdiction such care and guidance, preferably in his own home, as will serve the child's welfare and the best interests of the State; to conserve and strengthen the child's family ties whenever possible, removing him from the custody of his parents only when his welfare or the safety and protection of the public cannot be adequately safeguarded without such removal, and, when a child is removed from his own family, to secure for him custody, care, and discipline as nearly as possible equivalent to that which should have been given by his parents.

To carry out its responsibilities to the child who comes within its jurisdiction and to the community, the court has authority to do certain things, namely:

1. Place the child on probation or under supervision in his own home or in the custody of a relative or other fit person;
2. Commit the child to the Department of Public Welfare or to the National Training School for Boys, or to a qualified, suitable private institution or agency willing and able to assume the education, care, and maintenance of such child without expense to the public;
3. Make such further disposition of the child as may be provided by law and as the court may deem to be for the best interests of the child.

Under the law the child coming before the court is given certain protections such as privacy of court hearings and the protection of his court records and contracts. This is to insure the opportunity for rehabilitation without fear of public criticism or the stigma of a court record.

And I want to emphasize at this point the juvenile court's legal and moral responsibility for providing this protection and likewise to say that I think the letter and spirit of the juvenile court law requires that equal protection be afforded by the police and such other institutions and agencies as may deal with these children. A moral responsibility in this respect also rests upon the public press.

The protections to which children are entitled are not for the benefit of the court or to protect its staff, its operations or its policies from public scrutiny or from intelligent and informed criticism.

That this is the court's belief is borne out by the court's cooperation in an objective study by competent persons completed in 1951 and by its cooperation in current evaluations of its operations being made by representatives of this committee and by the Law Enforcement Council.

In addition to its duty to safeguard the interests of the community, the court is charged by law with the responsibility of studying sources and causes of delinquency and assisting in developing and correlating communitywide plans for the prevention and treatment of delinquency.

To this end, the court issues monthly statistics showing the types of cases referred to the court, classified according to causes, sources, age, and census tract.

It is in a position to make other pertinent statistical information available for community planning if adequate staff is made available for its compilation and analysis.

In addition, members of the staff are regularly participating in community service organizations.

So much has been said and written on the subject of juvenile delinquency in the District of Columbia that, in my opinion, the whole picture has been distorted.

I should like to quote for the record from a letter which I wrote to you, Senator Hendrickson, on October 19, 1953:

While the number of children referred to the court as delinquent reflect a sizable increase over previous recent years, the number of juvenile arrests reported by the police do not show comparable increases. For the purpose of comparison, a brief tabulation covering the past 5 years is shown below.

I will not read all of these figures, but will make them available for the record.

I would like to point out, however, that the total arrests in 1949 of felonies were 3,149. That is felonies by juveniles.

In 1953, there were 2,789. The total arrests, both felonies and misdemeanors, in 1949, 5,904; in 1953, 6,450.

On complaints filed with the court there has been a sizable increase. In 1949 there were 3,040 complaints. I do not have the statistics available as to the number of children involved in that. We did not start keeping that breakdown until later.

But in 1953 there were 5,032 complaints involving 3,420 children. The figures for the intermediate years are included in the statement.

The CHAIRMAN. Those figures will be made a part of the record.

(The information referred to is as follows:)

Year	Juvenile arrests			Court referrals	
	Felonies	Misdemeanors	Total	Complaints	Children
1949.....	3,149	2,755	5,904	3,040	(1)
1950.....	2,518	2,364	4,882	3,374	(1)
1951.....	1,698	1,696	3,394	3,045	2,163
1952.....	2,404	2,065	4,469	4,124	2,866
1953.....	2,789	3,661	6,450	5,032	3,420

<sup>1</sup> Not available.

**Judge COCKRILL.** It is stated in the 1952 report of the Metropolitan Police Department that the figures reflect—

not necessarily an increase in juvenile offenders, but, rather, is the result of policy changes within the Department.

As a result of this change there was a decrease in the number of juvenile apprehensions officially recorded in arrest statistics for the fiscal year 1951, and the number recorded in 1952 is still below the number recorded in 1950.

A similar statement was made by Police Chief Murray at the recent meeting held by the District Commissioners to discuss the problem.

In addition to changes in the Police Department with respect to booking juveniles, there have been variations in the Department's juvenile squad as to referrals to the juvenile court. These facts render completely inaccurate the juvenile court's figures as a measure of the increase in juvenile delinquency in the District.

It appears certain, however, that the actual numerical increase is not nearly as great as has been previously reported, and in relation to the child population increase in the corresponding period is not substantial. If a true picture of the extent of juvenile delinquency is to be gained here, there must be uniformity in the policy of the Police Department as to recording juvenile arrests and as to filing complaints at the court.

I could insert at this point the fact that we are now keeping a record of all arrests, juvenile arrests, at the court. The police are referring those to us and whether or not we take official action on them we will still be able to give an unduplicated count, which will, as it develops, give us a little clearer picture of this situation.

The CHAIRMAN. That should be very helpful.

**Judge COCKRILL.** Regardless of the extent of the problems both in the preventive and corrective areas, it is certain that measures can and should be taken to improve conditions in both areas so as to bring about a substantial reduction in juvenile, and later, adult delinquency.

Quoting further from the same letter:

As to the ages of children who are being referred to the court, statistics show that a substantially greater number of younger children are being referred. Here, again, the number may be affected by police referral policies in that previously a greater number of the younger children coming to their attention may have been warned and returned to their parents without complaints being filed. It is our observation, however, that of the younger children now referred, they are involved in more serious offenses reflecting more serious behavior problems. It seems that although the court statistics may not give the exact picture with respect to younger children's involvement, for the reasons heretofore stated, there is no doubt that more of the younger children are getting into more serious trouble.

Those of us who work at the court recognize many of our own weaknesses and failures. We recognize, too, that we make errors in judgment. I think it should be understood, however, that the juvenile court is not a synonym of juvenile delinquency and that it is only a part of the total picture and has only a part of the responsibility and that its responsibility is clearly defined. I say this not by way of criticism, but by way of explanation.

Quoting again from my letter to you, I stated:

As for dealing with those who do get into trouble, the court is seriously understaffed. Each probation officer is responsible for 80 or more cases. This is twice the nationally accepted standard and obviously renders supervision less effective. Workers making social studies are equally overworked and the time of getting cases into court is more than twice as long as is desirable, both from the standpoint of the children and of the community.

Other factors frequently entering into the undesirable delay in getting cases officially before the court for disposition are the lack of cooperation by parents, prolonged illness of children or parents, failure of police officers to sign petitions promptly, sometimes because of illness or absence on leave. Also there is frequently a change in the child's or his parents' attitude at the time of hearing, necessitating further hearing and summoning witnesses, many of whom are difficult or impossible to locate.

In addition to these factors relating directly to the court, other factors which enter into the picture are the inadequacies of the agencies and institutions upon which the juvenile court is dependent for effecting its purposes. I am not stating these matters as criticisms of agencies, institutions, or persons, but simply as facts—not general, but specific.

And I quote again from my letter to you:

Likewise, the local institutions to which the court must commit children are understaffed and overcrowded. Children committed to the Department of Public Welfare for institutional placement are being kept for about 2 months and then returned to the community with little, if any supervision. It is from this group that the greater percentage of so-called repeaters are coming. Also, because of poor physical facilities, overcrowding, and inadequate staffs, many children abscond from the institutions. Although attachments are issued for them, few are apprehended until they get into further trouble.

Last week, for example, there came before me three cases which illustrate the point. One had to do with a boy who was committed to the Department of Public Welfare on April 29 of this year with an extensive court record. He was released by the Department of Welfare to his home on July 28, 1953.

On October 22 he was arrested on a new law violation and placed in the receiving home by the police. The court refused to allow bond since the boy was already under commitment to the Department of Public Welfare.

On November 3, 1953, the Department of Public Welfare again released the boy to his mother pending court hearing on the new charges. While awaiting court hearing, the boy was again arrested by the police on another and more serious law violation.

Similarly, another boy was committed to the Department of Public Welfare on April 15, and was released by the Department of Public Welfare to his home on June 3. On August 24 the boy was arrested and placed in the Receiving Home by the police. He was immediately

released by the Department of Welfare to his home and on September 23 he was again arrested on two new charges.

The CHAIRMAN. Where are those boys now, Judge?

Judge COCKRILL. The first case is being held in the Receiving Home on court order pending a trial by jury. The counsel for the boy did request trial by jury. That case has been set for the early part of January.

The second boy—I can't say whether or not that boy has subsequently been committed to the Training School or not. I can't say that.

The CHAIRMAN. Thank you.

Judge COCKRILL. And another record—boy committed to the Department of Public Welfare on March 19, 1952, placed at home by the Department on September 11, 1952, failed to adjust at home and returned to Department's custody on an attachment February 6, 1953; again returned home June 25, 1953, arrested on new law violation and placed in the Receiving Home by the police on September 21; again released by the Department on September 25; absconded from home on November 19; returned home on November 30 and was taken to the Department of Welfare office by mother on the same date and was told to go home and to return voluntarily on the following day to Blue Plains; boy absconded and is still in abscondence with an attachment issued for him on December 9.

These are not unusual situations, but are recent specific examples of some of the problems that came before me last week.

As of December 8, there were outstanding and unserved 229 juvenile attachments. Of this number, 85 have been returned by the marshal's office as "not found."

Frequently children for whom attachments are outstanding are arrested by the police on new complaints, and it appears that they have been in their own homes where they could have been apprehended sooner.

There was the specific case of a girl for whom an attachment was issued on April 1, 1953. On two different occasions a probation officer advised the marshal's office that the girl could be apprehended in her own home. To date there has been no return on the attachment.

These examples serve further to illustrate the court's dependence on other official agencies for much of its effectiveness.

The juvenile court does not feel that it should be a party to public controversy with responsible community agencies and has accordingly refrained from doing so. I feel, however, that the time has come and that this is an appropriate body before whom certain facts should be stated so that the record may be made clear and that the court's refusal to compromise or sacrifice certain principles and policies which it believes to be legally and socially sound may be seen in its proper light rather than in the distorted light of generalities unsupported by facts and accepted by some for face value.

With the subcommittee's permission, I should like to take these specific points up one at a time and respectfully request that in your further hearings you seek under oath from those who may subsequently testify, specific facts to the contrary.

It has been and is the policy of the juvenile court to cooperate with all community agencies in solving problems of mutual concern with due regard to the unique responsibilities of each agency.

As to the request of the Department of Public Welfare that social information on children likely to be committed to it be forwarded to the Department prior to the commitment, the court feels that such practice is contrary to the law and is neither legally sound nor practically feasible.

It is specifically provided by statute (sec. 11-915 (3) D. C. Code) that:

Whenever the court shall commit a child to any institution or agency, it shall transmit with the order of commitment a summary of its information concerning such child.

The language of the statute does not lend itself to any interpretation other than that given by the court.

In acting upon any case the judge of the court is required to make two distinct findings:

1. That the child did commit the act or offense charged, or that conditions exist which bring the child within the jurisdiction of the court.

2. That the welfare of the child and/or the community require that he be placed outside his own home.

In both instances, the court's findings must be based upon all the evidence presented at the court hearing. It would not be legally sound for the court to set into operation machinery for placement of a child outside of his own home prior to a determination that he was subject to the court's jurisdiction or that he should be placed outside of his own home.

The court certainly could not maintain that it had reached a decision based upon evidence presented at the hearings if it had, in fact, through its own officers, already taken steps or authorized steps to be taken for placement. Such procedure would amount to prejudging cases.

Further, the present practice of the court in this respect is fully in accord with national standards recognized and accepted by the Children's Bureau and practiced by other juvenile courts. I have been unable to find a single court that follows the practice which the Department of Public Welfare has asked our court to follow.

With respect to the interchange of information, our probation officers are responsible for planning and utilizing any resources in the community which they consider necessary to effective casework.

Therefore, if in their professional judgment it seems appropriate to discuss any phase of a given case with an individual or agency, they may do so. This would, of course, include the division of public assistance if, in a given case, the probation officer feels that discussion would benefit the probationer or his family.

Since the court functions in an authoritative role in contrast to public or private voluntary social agencies, it must take the responsibility for determining the cases and situations in which the sharing of information, or joint planning, is desirable.

Regarding referrals to social or other community agencies, the procedure may vary in accordance with the nature or purpose of the referral. In general, the court's policy is to make available to the agency to which the case is referred such information as it may have and deem necessary and helpful in accomplishing the purposes of the particular referral.

The matter of reporting all dispositions in juvenile cases to the police has now been discussed fully with Chief Murray, although at the time he stated publicly that they could not be obtained, no request for them had been made of the court. It has been and is the court's position that it will give to the police such information as may be necessary and helpful in the performance of their duties of law enforcement. Chief Murray has been assured by me that in any case in which there is a legitimate need for information the court will cooperate. Chief Murray agreed that such a plan was satisfactory. I know of no case in which the police have not received full cooperation of the court and I have invited, that if there are such, that they be brought to my attention.

The CHAIRMAN. Pardon me for interrupting your statement. When was that assurance made, or given?

Judge COCKRILL. It was shortly after the statement that Chief Murray made, or the request that he made to the law enforcement council, Commissioner Spencer for the law enforcement council.

The CHAIRMAN. Do you remember when the Chief made that statement?

Judge COCKRILL. I don't have the date of it, sir. It was probably 2 months ago.

The CHAIRMAN. Roughly 2 months ago?

Judge COCKRILL. Yes; it is a fairly recent statement and prior to that time there had been no discussion of it at all.

The CHAIRMAN. Thank you.

Judge COCKRILL. In the matter of waivers, the court, by statute, is given discretion in certain cases. This discretion is exercised after investigation and exploration of facilities available to best meet the needs of the individual and of the community. The court may initiate such investigation or it may act upon the request of the police. The latter procedure has been generally followed.

While no accurate count is available for the period prior to July 1 of this year, I believe most of the requests of the Police Department were granted. Since July 1, requests for waivers have been made by the police in 10 cases. Four have been granted, four have been denied, and two are pending.

The court, on its own initiative, waived in one instance.

It is of interest to note that of the 10 requests from the police, 9 have been made since September 15, the increase admittedly being due to the pressure of the press.

In its consideration of these cases the court has taken into account the recommendations of the police and of its own staff, and has, in certain instances, discussed the desirability of waiving jurisdiction with members of the district attorney's staff, other judges, the Director of Prisons, and with the police.

A fact that is overlooked in these situations is that often the juvenile court action permits longer and more appropriate institutionalization than would be possible in the adult court.

The juvenile court is cooperating fully with other courts in making its information available to probation officers in presentence investigations. I have not received a single complaint from another court and so far as I know there is no valid criticism.

Even though there have been general statements in the press attributed to representatives of community agencies that the court has

refused to cooperate, such criticisms have not come to me directly or through members of the staff. I think it is uncumbent upon persons who have legitimate criticisms to first make them directly to the court rather than to the press.

One further point which I should like to mention has to do with the so-called secrecy of the court. It has long been my personal opinion supported by experience of other courts, that constructive reporting of the court's operations could be of great value to the court and to the public.

To this end, I invited the editors of the four daily papers to meet and discuss with me this matter in January of this year. After our initial meeting I invited them to attend sessions of court for the purpose of getting a better understanding of the problems involved so that we could further discuss the matter. I invited suggestions as to how it could be done within the spirit and purposes of the law. To date one editor has visited the court, and I have received no suggestions.

There are doubtless many improvements yet to be made in the court's operations, but most of the recommendations made by the juvenile court survey committee have been carried out, and the court is following the principles recognized and accepted in the proposed national standards for specialized courts.

With adequate personnel and facilities to implement the law, I feel confident that a much greater percentage of the so-called juvenile delinquents can be kept in the community or returned to it as law-abiding citizens. With more emphasis on prevention, I am equally confident that the number of children coming into conflict with the law can be substantially reduced.

I sincerely hope that this subcommittee will be able to make findings and contributions which will be helpful. You may be assured of the court's cooperation in meeting its full responsibility to the community.

The CHAIRMAN. Judge, the subcommittee shares that hope.

Counsel?

Mr. HANNOCH. How long have you been on the bench?

Judge COCKRILL. Since 1949.

Mr. HANNOCH. What was your experience in juvenile matters prior to that time?

Judge COCKRILL. I had done volunteer social work. I had done youth counseling. I had worked with the Red Cross in family matters and during my entire practice had interested myself in domestic and family problems.

Mr. HANNOCH. How long have you been admitted to the bar?

Judge COCKRILL. I was admitted to the bar in 1937, I think it was. I think you are trying to get me to tell you how old I am.

Mr. HANNOCH. This statement that you have read to me, gives the impression that there exists in the field of juvenile problems in the community a rather constant argument back and forth between various agencies and the court. Your statement seems to indicate that.

What is the cause of that?

Judge COCKRILL. Actually, sir, I would like to say that there have not been constant arguments. A great many of these things come to my attention for the first time through the medium of the press. I

think there has been much more made of controversies than of actual controversies.

Senator HENNINGS. May I respectfully supplement counsel's question?

I believe counsel asked Judge Cockrill what the cause of this seeming controversy is. May we, too, ask you, Judge, to state briefly the nature of the controversy. I know in the statement you have read you alluded to it. I read the daily papers and occasionally have seen headlines and have read several articles.

I must confess with the delinquency which obtains among most of us up here, we do not have an opportunity to pay as much attention to affairs of the District of Columbia as we should. I recall seeing a number of headlines.

The CHAIRMAN. You do not mean those of us up here on the bench; you mean all of us on the Hill.

Senator HENNINGS. I mean all of us, those elsewhere and those here. There may be some of them more aware of the specific problems in the District than others, but at any rate, I would appreciate in your answer to counsel's question if you would also state the nature of the controversy, the issues involved.

Judge COCKRILL. The controversy in general has had to do with alleged statements of inability to get all the information they want from the court.

Frankly, I don't know of the specific instance in which any person who has had a legitimate need for the information has not gotten it.

The difficulty that the court is placed in or the difficult situation that the court is placed in is that most of this is in generalities and not specific.

Senator HENNINGS. May I ask you also who are the people who complain that they cannot get legislative matter information from your court?

Judge COCKRILL. I have read from the papers—my reading has to be as limited as yours—but I have read from the papers that the Department of Welfare claims they can't get the necessary information. I pointed out that there was a great deal said about the inability of the police to get dispositions in cases, again when no request for it had been made.

So I think that is as specific as I can be in answer to your question.

Senator HENNINGS. You indicated in your prepared statement that Chief Murray at one time said he could not get the information he required, did you not?

But that thereafter he had been given the opportunity to make another statement. Has he so done?

Judge COCKRILL. No; there has been no further statement on it.

Senator HENNINGS. Is he still claiming, so far as you know, that he cannot get the information?

Judge COCKRILL. I stated here that I have invited, that if there were any complaints, that they be brought to me, and I can say that I have had none.

Senator HENNINGS. Has the chief come to you about any specific complaint?

Judge COCKRILL. No.

Senator HENNINGS. Has Mr. Shea ever come to you and complained that he has not received the information to which he is entitled?

**Judge COCKRILL.** I have had discussions with Mr. Shea on these points that I mention here as to this information prior to commitment and have given the same explanation that I have given here as to why the court cannot make it available. If you consider that a complaint, then it is a complaint.

**Senator HENNINGS.** It is the court's interpretation, I take it, Judge, that any information relating to an individual juvenile defendant cannot be released to the Department of Welfare until the court has made disposition of the case?

**Judge COCKRILL.** That is right.

**Senator HENNINGS.** Am I correct in understanding that you said that?

**Judge COCKRILL.** Yes.

**Senator HENNINGS.** Thus, you have adhered to policy, that while all of these agencies are entitled to all of the information which is available to you and which is a matter of record after the court has made disposition, that they are not entitled to it beforehand?

**Judge COCKRILL.** That is right.

**Senator HENNINGS.** And that is because, Judge, not that you, I assume, consider that necessarily to be right or wrong, but because you believe that is the law; is that it?

**Judge COCKRILL.** I believe it to be right.

**Senator HENNINGS.** First, may I ask you: Do you consider it to be the law?

**Judge COCKRILL.** Yes.

**Senator HENNINGS.** Unequivocally and beyond, you think that is laid down and you so interpret it?

**Judge COCKRILL.** Yes; but I think we want to make this clear, Senator. Now we are talking about information at the time of commitment to an agency that is subsequently to be responsible for that child.

Now, at any stage of the proceeding if there is going to be a referral—this is prior to its ever coming before the court—in the process of making this social study that Mr. Flynn has referred to, the information is used and is discussed for the purpose of formulating that social study.

**The CHAIRMAN.** Is this the law as you understand it? [Reading:]

Whenever the court shall commit a child to any institution or agency, it shall transmit with the order of commitment a summary of its information concerning the child.

**Judge COCKRILL.** Yes; at that point they become responsible for that child and are entitled to any and all information that we have, and they do get it.

**Senator HENNINGS.** Then, Mr. Chairman, following your question, may I ask the Judge whether there is in that law any direct inhibition which says that the court may not or cannot transmit any of this information to social agencies?

**Judge COCKRILL.** No; I think the law is permissive and not prohibitive.

**Senator HENNINGS.** That is what I am getting at. If the law is permissive and not prohibitive, therefore the court is vested with discretion in the matter?

Judge COCKRILL. I don't think in that particular area it is; no. I do not think that is discretionary because I think that is mandatory that you submit the information at the time of commitment.

Senator HENNING. That is mandatory?

Judge COCKRILL. Yes; and I think further that is sound, because as I have pointed out here, prior to these cases coming before the court there has been no determination as to whether or not the court has jurisdiction, one, whether we have any right to take any action at all—

The CHAIRMAN. When you refer to area, you mean the area which is covered by the provision which the Chair just read?

Judge COCKRILL. Yes.

Senator HENNING. Now, that portion which you, of course, have suggested as mandatory, it seems to me to be apparent. When you commit a child, along with that commitment goes the information.

Judge COCKRILL. I think you will find the section probably that you are referring to now in the amendment.

Senator HENNING. I am going to ask what section of Public Law 571, 75th Congress, 3d session, prohibits or prevents, or acts as an injunction against the judge giving information to the several social agencies and the Department of Welfare?

Judge COCKRILL. I don't think there is a prohibition there, sir. I think that is permissive. I cannot quote the exact wording of the statute on it, but it does say that the court in these given areas shall make information available to such agencies, institutions, or persons responsible for the welfare and treatment of that child. I believe that is the wording of the statute there.

Senator HENNING. However, there is a section, section C, of Public Law 388, chapter 417, which provides that—

It shall be unlawful, except for the purposes for which records, parts thereof, or information therefrom have been released pursuant to section 28 of this act or except for purposes thereafter permitted by special order of court, and in accordance with any applicable rules of court, for any person or persons to disclose, receive, or make use of, or authorize, knowingly permit, participate in, or acquiesce in the use of any information concerning any juvenile before the court, directly or indirectly derived from the records, papers, files, or communications of the court, or acquired in the course of the performance of official duties.

That is certainly mandatory, is it not, Judge?

Judge COCKRILL. I think you are reading the penalty section, are you not?

Senator HENNING. Yes.

Judge COCKRILL. I think it is the section above there that says the court shall make available information in certain cases.

Now, will you repeat your question, please?

Senator HENNING. I should have read section 28A:

The court shall maintain records of all cases brought before the court. Such records shall be withheld from indiscriminate public inspection but shall be open to inspection only by respondents, their parents or guardians and their duly authorized attorneys, and by any institution or agency to which a child may have been committed pursuant to section 14 of this act. Such records may, pursuant to rule of court or special order of the court, be inspected by other interested persons, institutions and agencies. As used in this subsection, the word "records" includes notices filed with the court by arresting officers pursuant to section

11 of this act, the court docket and entries therein, the petitions, complaints, informations, motions and other papers filed in any case, transcripts of testimony taken in any case, tried by the court and findings, verdicts, judgments, orders and decrees, and other writings filed in proceedings before the court, other than social records.

As we get down, we come to section B :

The records made by officers of the court pursuant to sections 7 and 23 of this act, referred to in this section as social records, shall be withheld from indiscriminate public inspection, except that such records or parts thereof shall be made available by rule of court or special order of court to such persons, governmental and private agencies, and institutions as have a legitimate interest in the protection, welfare, treatment, and rehabilitation of the child, and to any court before which any such child may appear. The judge may also provide by rule or special order that any such person or agency may make or receive copies of such records or parts thereof. No person, agency, or institution which has received records or information under this section may publish or use them for any purpose other than that for which they were received.

Is that the matter which is in controversy, Judge?

Judge COCKRILL. Frankly, I don't think it is because I think that we are——

Senator HENNINGS. May I put it this way, then, if you will bear with me, Judge—I need a lot of education on this matter as you no doubt have observed—is that the section about which there has been so much said and so many statements made, the application of that section?

Judge COCKRILL. I think that is true; yes.

Senator HENNINGS. That is your judgment in this application, whether you have been tyrannical in the exercise of your powers and discretion, or whether you have not.

As I gather it, there are many people who think you are doing a splendid job and there are some, as reported in the press, who are making complaints about secrecy and other matters. I, for one, am very glad that we have an opportunity here to enable you to clarify your position. Would you please say what you have to say with respect to that?

Judge COCKRILL. I will say that that places upon the court the responsibility of making information available to the persons charged with the responsibility for treatment or working with a child in an individual case. I think that is being done.

I think any time a person is made responsible for treatment and working with the child, any information that would be helpful in that program is being made available. I don't know of any situations in which it is not being done.

Senator HENNINGS. You have suggested that the complaints by and large which have been made have not been made to you, but have been made in the public press?

Judge COCKRILL. That is true.

Senator HENNINGS. Is that a summation of what you have said?

Judge COCKRILL. Yes.

The CHAIRMAN. In the light of this discussion, I think we had better place in the record at this point the whole of Public Law 388, because that is the crux of the whole discussion. Let that be exhibit No. 14.

(The material referred to was marked "Exhibit No. 14," and reads as follows:)

## EXHIBIT No. 14

[PUBLIC LAW 388—82D CONGRESS]

[CHAPTER 417—2D SESSION]

S. 1822

AN ACT To amend the Act creating a juvenile court for the District of Columbia, approved March 19, 1906, as amended

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled.* That the first paragraph of section 11 of the Act entitled "An Act to create a juvenile court in and for the District of Columbia", approved March 19, 1906, as amended (sec. 11-912, D. C. Code, 1940 edition), is amended by adding at the end thereof the following new sentence: "No such child shall be held in such place of detention for any period longer than five days, excluding Sundays and holidays, unless the judge shall order such child detained for a further period."

SEC. 2. The second sentence of section 14 of such Act, as amended (sec. 11-915, D. C. Code, 1940 edition), is amended to read as follows: "In the hearing of any case, the general public shall be excluded and only such persons as have a direct interest in the case and their representatives shall be admitted except that the judge, by rule of court or special order, may admit such other persons as he deems to have a legitimate interest in the case or the work of the court."

SEC. 3. Section 28 of such Act, as amended (sec. 11-929, D. C. Code, 1940 edition), is amended to read as follows:

"SEC. 28. (a) The court shall maintain records of all cases brought before the court. Such records shall be withheld from indiscriminate public inspection but shall be open to inspection only by respondents, their parents or guardians and their duly authorized attorneys, and by any institution or agency to which a child may have been committed pursuant to section 14 of this Act. Such records may, pursuant to rule of court or special order of the court, be inspected by other interested persons, institutions and agencies. As used in this subsection, the word 'records' includes notices filed with the court by arresting officers pursuant to section 11 of this Act, the court docket and entries therein, the petitions, complaints, informations, motions and other papers filed in any case, transcripts of testimony taken in any case tried by the court and findings, verdicts, judgments, orders and decrees, and other writings filed in proceedings before the court, other than social records.

"(b) The records made by officers of the court pursuant to sections 7 and 23 of this Act, referred to in this section as social records, shall be withheld from indiscriminate public inspection, except that such records or parts thereof shall be made available by rule of court or special order of court to such persons, governmental and private agencies, and institutions as have a legitimate interest in the protection, welfare, treatment, and rehabilitation of the child, and to any court before which any such child may appear. The judge may also provide by rule or special order that any such person or agency may make or receive copies of such records or parts thereof. No person, agency, or institution which has received records or information under this section may publish or use them for any purpose other than that for which they were received.

"(c) It shall be unlawful, except for purposes for which records, parts thereof, or information therefrom have been released pursuant to section 28 of this Act or except for purposes thereafter permitted by special order of court, and in accordance with any applicable rules of court, for any person or persons to disclose, receive, or make use of, or authorize, knowingly permit, participate in, or acquiesce in the use of any information concerning any juvenile before the court, directly or indirectly derived from the records, papers, files, or communications of the court, or acquired in the course of the performance of official duties.

"(d) Any person or persons who shall violate subsection (c) of this section shall be guilty of a misdemeanor, and upon conviction thereof, be punished by a fine of not more than \$100 or by imprisonment for not more than ninety days, or by both. Prosecutions for violations of subsection (c) of this section shall be brought in the name of the District of Columbia in the Municipal Court for the District of Columbia by the Corporation Counsel or any of his assistants."

Approved June 12, 1952.

The CHAIRMAN. Judge, have you ever refused or withheld information from Captain Ryan, who is head of the Juvenile Squad?

Judge COCKRILL. I don't recall any incident.

The CHAIRMAN. Has he at any time ever asked you for information which he could not get?

Judge COCKRILL. I don't recall any instance of it.

The CHAIRMAN. You do not recall any instance at all?

Judge COCKRILL. I don't.

Mr. HANNOCH. Judge, you said you do not know what causes this friction. You have just read a statement which is part of the record to us and various members of the press have been walking up to you and asking for copies and they have been declined.

Judge COCKRILL. I told them they would be available when it was finished here.

The CHAIRMAN. I want to know what causes the trouble and you said it is very general. I want to point out to you something that is very specific that has just happened in front of us, entirely contrary to any other witnesses who have been at any of the hearings who have made a public statement.

I am not saying that you are wrong or right, but I want to make it specific.

Judge COCKRILL. I did what I did as a courtesy to your subcommittee and not through any objection of my own to making it available to them. If the subcommittee is ready for me to give it to them, I will be very happy to give it to them. I brought copies for them.

Senator HENNINGS. Mr. Chairman, I would like to make this observation in connection with counsel's observation about the matter.

May I respectfully suggest that I do not know that this particular matter should tend to reflect or prove or disprove anything as to Judge Cockrill's attitude. People do not always know if they are supposed to hand out statements to the press before they have testified or after they have testified, or release no statement to the press.

Would you care to say anything about that, Judge, since the matter has been brought up?

Judge COCKRILL. I don't have anything further to say on the point other than what I have said, that I have brought copies for the press and it was my understanding in a proceeding of this sort that you did not release statements until you had concluded before the subcommittee. That is certainly no lack of courtesy or no intended lack of courtesy on my part to the press.

Perhaps you can attribute it to ignorance if you would like, sir.

The CHAIRMAN. The Chair does not so interpret it.

Senator HENNINGS. No, Judge, I think it is entirely up to you to do as you please.

Mr. HANNOCH. May I direct my attention to the question which we have spoken about and to which there was some mention yesterday?

The matter of waiver apparently is a matter of amendment to the statute, is it not? Apparently the right to waive did not exist in the statute as it was originally adopted and I have here an amendment to the statute in 1947 giving this right of waiver.

Judge COCKRILL. I was under the impression, sir, that it existed prior to that.

Mr. HANNOCH. I have here the amendment of May 1947 in which it refers to the Juvenile Court of the District of Columbia. It may be that the earlier act was amended, the 1938 act was amended.

As it now reads, it provides that you may after investigation waive jurisdiction. Do you know what the necessity for the amendment was?

Judge COCKRILL. Frankly, I don't know the legislative history of that, Mr. HANNOCH. I would assume that there was recognition of the fact that there were some situations that could not and should not be handled by the juvenile court.

Mr. HANNOCH. What elements does the court take into account in determining whether or not a case should be waived so that the United States district court could take jurisdiction?

Judge COCKRILL. We take into account the background of the individual involved, the facilities that might be available for use in the respective courts in accomplishing the purpose of rehabilitation, in protecting the community.

Mr. HANNOCH. Do you mean by that—and I am not trying to put any words—I am trying to find out what you mean—do you mean that the facilities of the district court are not as adequate in determining the guilt or innocence?

Judge COCKRILL. No, I am talking about disposition.

Senator HENNINGS. May I ask a question at this point?

The CHAIRMAN. Senator Hennings.

Senator HENNINGS. Judge, I believe I recalled in the reading of your prepared statement that you said that there had been an increase in waivers very recently, admittedly because of the pressure of the press. Am I correct in my remembrance of that statement?

Judge COCKRILL. Yes.

Senator HENNINGS. Would you care to elucidate or elaborate on that point?

Judge COCKRILL. Well, I raised the question as to why we were getting an increased number of requests for waivers, and the answer I got was, you know all the publicity in the press on the juvenile-delinquency situation. I don't say the pressure of the press forces me to waive.

Senator HENNINGS. That is what I wanted to clarify, because it seemed to me that was somewhat ambiguous. You believe, then, that the increase in the waivers, and you are prepared to state that the increase in the waivers, relates to the increase in the requests for waivers from the police to you?

Judge COCKRILL. That is right.

Senator HENNINGS. Is that correct?

Judge COCKRILL. Yes.

Mr. HANNOCH. Do you get requests for waivers from the United States attorney?

Judge COCKRILL. We would not have any occasion to, because our court is given exclusive jurisdiction of all minors 18. The complaints are filed there and, so far as I know, the United States attorney would have no knowledge of the complaints being filed.

Mr. HANNOCH. What sort of complaints were there that were waived? How would they differ from other kinds of cases?

The CHAIRMAN. As I understand it, you granted recently 4 waivers, denied 4 waivers, and there are 2 pending.

Judge COCKRILL. I granted 5. I did 1 on my own initiative. There have been five since the 1st of July of this year.

Mr. HANNOCH. What were the ones that were waived and the ones not waived? I do not want names, of course, but classes of cases.

Judge COCKRILL. They were serious cases. As I recall, there was one involving a rape situation. The others I believe involved house-breaking, accumulated record of successively more serious offenses, and situations in which we had tried the facilities that were available to us initially, and they apparently hadn't worked, and the pattern had become pretty well established, and it appeared to be more of an adult pattern than a juvenile pattern.

Mr. HANNOCH. Have there ever been any cases in which you on your own volition have directed that waivers be issued?

Judge COCKRILL. One since the 1st of July.

Mr. HANNOCH. What kind of case was that?

Judge COCKRILL. A rape case.

Mr. HANNOCH. Prior to the 1st of July were there any waivers of any great number?

Judge COCKRILL. I couldn't tell you how frequently it occurred. Not too frequently, though. I couldn't tell you the number that had been waived.

Mr. HANNOCH. We have been discussing, or we were discussing yesterday the type of case in which there was more than one defendant, some of whom would be subject to jurisdiction of the juvenile court. Others would be subject to jurisdiction only of the district court. And where in that class of cases they should not be all tried together and have the matter disposed of in one and the same proceeding, in that way avoiding double trials and double costs and entirely different kinds of punishment.

In one case there might be an acquittal; in another case on the same state of facts, a conviction.

The question was suggested that maybe in that class of cases the United States attorney might be given the right to request from you a waiver so that all parties could be tried at once.

Have you any thoughts or suggestions that you want to make to us with respect to that kind of problem?

Judge COCKRILL. I don't think that could be a controlling factor. I think that something, other factors considered, might be taken into account and might be considered. But you conceivably could have this situation where you have one person under 18 involved who has never been charged or in trouble before. He has gotten involved with another one that is just over the line, or considerably over the line of 18 and a pretty hardened sort of person, shall we say.

I am not sure that the district court facilities would be comparable to what might be available through juvenile court processes.

Senator HENNINGS. Judge, I hope you will not hesitate to correct me if my interpretation of some of these statements is in error.

First, on the question of the increase of waivers, you have told us of the increase in applications from the police department. As I understand it, the court is vested with complete discretion in the matter.

Judge COCKRILL. Yes.

Senator HENNINGS. Does the fact of the increase which you have suggested as a result of pressure of the press brought to bear in the Police Department, resulting in the increase in waivers, in any way indicate that the court in the use of its discretion has not heretofore, of its own volition, absent the application of the Police Department

for waiver in a given case, granted all of the waivers that the court might or should have granted? Would that be a fair deduction?

**Judge COCKRILL.** I wouldn't say that the court has granted all that it might have granted.

**Senator HENNINGS.** Or should have granted? Bearing in mind the human probability, of course.

But this increase which you attribute to the fact of pressure from the press upon the police and the fact that the court did thereafter accede to the requests made by the police department might possibly indicate that there are other cases in which waivers would have been granted, had application been made, and that perhaps the court in not granting waivers did not do so simply because there was no request made by the police department. I do not want to be unfair, Judge.

**Judge COCKRILL.** No, I wouldn't say that. As a matter of fact, it is not necessarily the duty of the police to request a waiver.

**Senator HENNINGS.** It is not their duty because the court has the discretion.

**Judge COCKRILL.** It is not even their duty to make a recommendation or a request. They do it as a matter of practice.

**Senator HENNINGS.** The court has the discretion and it is the duty of the court to waive jurisdiction in such cases as the court in its own good judgment and sound discretion believes that waivers should be granted; is that true?

**Judge COCKRILL.** That is true.

**Senator HENNINGS.** So that as we view the collateral operation of your court and the Police Department, the Police Department making the request and the court granting or denying the request, whether the Police Department does or does not make the request for waiver does not divest the court of its responsibility to grant waivers in all cases in which waivers should be granted.

**Judge COCKRILL.** That is right, the court has the responsibility regardless of the recommendations of the police.

**Senator HENNINGS.** The ultimate and sole responsibility?

**Judge COCKRILL.** Yes, sir.

**Senator HENNINGS.** Then your statement that the increase, coming back to that, was due to the increased application from the Police Department to your court, as a result of whatever pressure, would seem just to me, as a bystander, to indicate, not to suggest any dereliction on the part of the court, but possibly the fact that the Police Department or some agency calls to the attention of the court the fact that in a given case a waiver should be granted which might be exceedingly helpful to the court, having in mind the great volume of cases which it is your responsibility to undertake to dispose of.

**Judge COCKRILL.** I think it is helpful for them to make requests and recommendations. I certainly do not object to that at all.

**Senator HENNINGS.** The fact that when they made the requests in increasing numbers that more waivers were granted in your discretion has achieved the result of more cases being sent to the United States court for disposition.

**Judge COCKRILL.** I think that is true. But another thing that enters into the picture, Senator, is this: That we do recognize that we are getting more serious situations than we previously had. That is in all age groups.

**Senator HENNINGS.** Would you care to advise this subcommittee with relation to the function of the United States attorney and his

responsibility in the prosecution of crime, as to whether or not in your opinion the United States attorney might not be helpful to the court if that office had some standing in your court and were also allowed to make suggestions to the court as to waivers?

The CHAIRMAN. Does the Senator from Missouri mean some limited jurisdiction over waivers, have the United States attorney have some jurisdiction?

Senator HENNINGS. That might be a very difficult question as to jurisdiction. After all, somebody has to decide.

And as to whether the juvenile judge should decide or whether the United States district court should decide, or whether the United States attorney and the judge should decide, making that a division of responsibility and possibly resulting in a deadlock or impasse, I can see that is something that would have to be worked out very carefully.

But the thing that concerns me at this point in addition to the question directed by the distinguished gentleman from New Jersey, is that would it not be helpful in the general processes, procedures of enforcement of law, if the United States attorney had some standing—and I understand that presently he does not, he cannot make application or make a suggestion to the court as a matter of record, as a matter of legality, as to whether a waiver should or should not be granted in any case.

It brings me to another illustration, the counsel having made one. Let us say that a juvenile and one or more adult offenders are charged with theft of a motor vehicle under the Dyer Act. Conceivably, the juvenile was found in the car. I have had many such cases in my own experience, the juvenile was found in the car. The others later were apprehended on the statement of that juvenile.

It may be difficult for the United States attorney to induce a juvenile to testify, assuming that the juvenile has been handled by the juvenile court, and disposition has been made of his case.

Do you, Judge, think it might be helpful if in cases such as that of the United States attorney, in order to make his case, he might have jurisdiction of that juvenile, indict that juvenile, and thereafter use that juvenile as a witness?

Or, let us say that the line of demarcation between the age is slight and the juvenile, as in many instances, is really the hardened criminal, if any such be, and there are, and the adult offenders are the, if not innocent, are not prime movers in the offense, it could be that the juvenile should be tried and possibly convicted of an offense and that his associates might be used as witnesses against him.

As you understand, there are many ways in which the process moves.

The thing that disturbs me somewhat is that the United States attorney, charged with the duty of law enforcement in the District of Columbia, has no standing whatever in the juvenile court.

Of course, this is not your fault, I appreciate that, but I am asking you as a matter of your experience whether or not you do not think it might be helpful to you or any juvenile judge for the United States attorney to have accessibility and the legal right to make representation to the juvenile court.

That is a rather long question and part of it is a statement, Judge. You are a lawyer and you can understand how we are.

Judge COCKRILL. Well, I certainly think that the United States attorney can make any recommendations that he wants to make to the

juvenile court. I do consult with the United States attorney, have in a number of these cases, as to the desirability of waiving.

I think so far as the determination is concerned, that the responsibility for making the final determination must rest in one place.

I don't think there is any such thing as divided responsibility.

The CHAIRMAN. Judge, the United States attorney would have the right, would he not, to come into your court and move for waiver?

Senator HENNINGS. We were told by Mr. Flynn yesterday, Mr. Chairman, he had no standing at all.

Judge COCKRILL. I don't think the law says that he can come in and move, but the law doesn't say that the police can recommend, either. But I certainly think that any law-enforcement agency or officer has a standing in the juvenile court.

The CHAIRMAN. That is what I was going to say, if the United States attorney did come in.

Judge COCKRILL. If he has a basis for making any recommendation to the juvenile court then it is certainly worthy of consideration and entitled to consideration.

Senator HENNINGS. Has the United States attorney ever come into the court during the Judge's tenure and so moved?

Judge COCKRILL. No.

Senator HENNINGS. He never has?

Judge COCKRILL. No.

The CHAIRMAN. Is that because there has been no occasion for that procedure?

Judge COCKRILL. I couldn't say that. There has been no request at all so far as I know.

Mr. HANNOCH. Do you think it would be helpful if the United States attorney were given the right to take over the case if he felt that the administration of justice required it, over your objection?

Judge COCKRILL. I do not think so unless the United States attorney had available to him the same facilities for making a social investigation of it and an evaluation of all those factors and I don't think the United States attorney's office has such a staff.

Mr. HANNOCH. You mentioned that before about the staff and what could be done with it.

Now, the United States attorney's office has the facilities of the Department of Justice available for them; have they not?

Judge COCKRILL. Yes.

Mr. HANNOCH. They have many more places to which these children could be sent than has the juvenile court in the District, places that might not even be as crowded as your facilities now are. Is that the only reason why these cases are not waived, that you do not think that the Department of Justice can give these children the attention that they should get, or have not the facilities to give them?

Judge COCKRILL. I think there are various reasons. I don't think there is any single reason as to why they are or are not waived.

There are various factors that enter into it.

Mr. HANNOCH. As a matter of fact, you send some of the children to the Department of Justice Training School?

Judge COCKRILL. That is right.

Mr. HANNOCH. That is the one they run?

Judge COCKRILL. That is right.

Mr. HANNOCH. They have the facilities up there of administering treatment, the same as you have.

As a matter of fact, you do not administer any; you just make recommendations.

Judge COCKRILL. Only probation.

The CHAIRMAN. Judge, these four cases where waiver was refused or denied, do you remember them sufficiently to tell us why one or more of them was denied?

Judge COCKRILL. Frankly, I can't remember the specific cases, Senator.

The CHAIRMAN. Could you furnish for the subcommittee's study at a later date—

Judge COCKRILL. I am not sure Mr. Flynn didn't get some analyses of that. I know he looked at those records, at least I think he did.

The CHAIRMAN. We might ask him later on.

Mr. HANNOCH. Would your staff also be able to tell us how many other cases have been waived since your tenure of office?

Judge COCKRILL. I don't think we have it here as to how many have been waived.

Mr. HANNOCH. Could you supply that to us as to how many were waived prior to July 1 of this year?

Judge COCKRILL. I think that information would be available. Perhaps the easiest place to get it would be at the district court. I think probably they would have a record because that is where they would be waived to.

The information certainly should be available and we will try to get it for you.

Mr. HANNOCH. I do not want it just at this minute.

The CHAIRMAN. At any rate, it is all a matter of record, is it not?

Judge COCKRILL. That is right.

Mr. HANNOCH. Now, on this question of exchange of information that the Senator was asking you about, I would like to ask you 1 or 2 specific questions to see how this thing works out so maybe we will be able to understand it more easily.

Take the Department of Public Welfare. They are granting public assistance to a family of a mother and several children, and a father has absconded and you have entered an order against the father to pay \$10 a week. What information is available to the Department of Public Welfare on that kind of case?

Judge COCKRILL. The information that is available there is the amount of the order.

Mr. HANNOCH. The amount of the order?

Judge COCKRILL. That is right. We are attempting now to make available to them the amounts that have been paid. You say he has absconded from the jurisdiction. If he has absconded, in all probability there is a bench warrant. That fact is available. He is outside the jurisdiction of the court.

Mr. HANNOCH. Let us stick to the question as to how much money he is paying. I can see that the judgment directing him to pay \$10 a week is available to them. Your phraseology is that you are now making available to them the information as to how much you have collected. Does that mean you have not been giving them the information; you have just started now?

Judge COCKRILL. It has not been available for a purely practical reason. We have not had a staff. We are now putting in a bookkeeping machine where we hope it will be more readily available. A practice grew up there a number of years ago where every time somebody wanted some information, they could pick up the phone and call a case worker. The case worker would have to stop in the midst of an interview and see if John Jones paid \$5 last week. It caused a complete disruption there.

In that connection, I might say that at the time and during the time when it was being done and when all the information was available and prior to that time, the policy of the Department of Welfare was to deduct the full amount of the court order.

Mr. HANNOCH. That is not fair to anybody, is it?

Judge COCKRILL. No; but the court has nothing to do with that policy. The policy was established and practiced at a time and during a time for a period of several years when the information was fully available.

Senator HENNINGS. Before we go along, I do not like to keep adverting to this business of waiver, but there are two questions I want to ask you, Judge, before we continue on this other line, if counsel will bear with me.

Judge, up until a recent period when you have suggested that the Police Department has made application for a number of waivers, greatly in excess of the average heretofore requested, how many waivers had you granted during your tenure on the bench of your own volition?

Judge COCKRILL. That is the question which I said I could not answer at the moment. I think the number would be available and I will try to get it for you.

Senator HENNINGS. Do you have any idea as to how many it might be, more or less?

Judge COCKRILL. No; I do not.

Senator HENNINGS. You do not know whether it would be 10 or a hundred?

Judge COCKRILL. It would not be a hundred, I am sure of that.

Senator HENNINGS. Or 10, or 50, you have no remembrance?

Judge COCKRILL. I could not say. I am sure it is not as many as a hundred, certainly.

Senator HENNINGS. Judge, the United States attorney has no way of knowing about any of these cases within your jurisdiction except as he may read newspaper accounts of them; is that correct? No records are furnished to him?

Judge COCKRILL. No.

Senator HENNINGS. So that in such cases that should be waived, it is entirely possible then that any judge may refuse to waive or, to put it another way, they may not waive on any case?

Judge COCKRILL. That is possible; yes.

Senator HENNINGS. Should it be some day, and God forbid that it happen, that we have an arbitrary or capricious judge in a very important place such as you occupy, he could waive on all of them, could he not, if he wanted to?

Judge COCKRILL. He could.

Senator HENNINGS. We have had some testimony which indicates that some people believe that everybody ought to be locked up and

locked up for a long time and the best way to cure a youngster who is in trouble, the difficulty he is in, and to rehabilitate him, is to throw him in some places and lock him up or send him over and make him a defendant in the United States district court, where he then begins to build up a record which, as we know, is oftentimes the beginning of a very long career of crime and law violations.

So that under the present system the judge could either grant no waivers or grant waivers on every case that comes in.

Judge COCKRILL. That is right.

Senator HENNINGS. Thank you very much, Judge. And thank you, Counsel.

Mr. HANNOCH. That is perfectly all right.

The CHAIRMAN. If that be true, as your answer to the Senator would seem to indicate, is there not an area in which some procedural legislation could be of value with respect to this problem of waivers?

Judge COCKRILL. I don't know to what specifically you have reference, Senator. Of what type?

The CHAIRMAN. I have not formulated in my mind any definite procedure to be adopted; but it seems to me that it is necessary to look further into this whole problem to see if the appropriate committee of the Congress, which would be the District Committee, might not find some procedural method by which there would be a joint jurisdiction, joint control, so that if you did have this capricious, arbitrary judge in the future there would be a remedy.

Judge COCKRILL. I might say in that connection, Senator, that sometime back there was some discussion about an amendment of the waiver provision of the juvenile court law in setting up some more specific circumstances under which waiver could and should be granted.

As a matter of fact, an actual provision was drafted. It was drafted to meet a particular situation.

The CHAIRMAN. Please understand that the Chair is not thinking in terms of Judge Cockrill.

Judge COCKRILL. No. I am talking about a general provision, and the provision I am talking about had nothing to do with Judge Cockrill or anything else, but had to do with meeting a situation that we had here in which legislation was being considered.

I do not think it was ever introduced, but we did have discussions. Mr. Shea and I had a discussion with a representative of the Children's Bureau as to setting up specific criteria for waivers, in certain instances, even, which are not felonies.

Frankly, the provision was considered to deal with some of the older and more serious delinquent girls, but it was not limited to that. It was a general provision.

I don't know whether that is the sort of thing you had in mind or not.

The CHAIRMAN. That is it, generally.

Judge COCKRILL. I think it might be worth considering, if there are any guides that could be sent down as sound guides to be considered in arriving at a waiver, or whether or not there should be a waiver.

The CHAIRMAN. Thank you, Judge.

Mr. HANNOCH. To get back to the Department of Welfare with this \$10 payment order, what is the situation now, and then tell me how you are proposing to change it. As long as you are cooperating, that is all we are interested in. I do not want to start any strife.

Judge COCKRILL. All I can say is that we are trying. The procedure that we are agreeing on, and it was explained why we couldn't do it, that we simply didn't have the staff to make the information available, and that we would work it out on this trial basis to see how much time would be involved and whether or not we could handle it. I am hoping that we can.

Mr. HANNOCH. What is the problem now, and how are you trying to handle it? What is the problem right now? I say right now. I mean the problem that you are trying to cure. Maybe it is being cured.

Judge COCKRILL. I don't know whether it is going to cure the problem, or not. It is going to cure it unless the policy of making the full amount of the deduction is changed.

They are getting the information on a trial basis where we are submitting it to them on a list of cases that they are interested in. I don't know whether that is going to be the best way to handle it, or not.

Mr. HANNOCH. I am trying to find out if you have entered an order directing a father to pay \$10 a week, the family are over in the Department of Welfare asking for family assistance. How quickly can they find out whether the father has left the \$10 a week at your office so that they do not pay the family more than what the family is entitled to? That is all I want to know. How do you do that?

Judge COCKRILL. Right now they can't find out very quickly. Right now it is being handled in the form of a list of those in which they are interested being submitted and we are having the financial office put down on that list those cases in which they are interested to send back to them.

Mr. HANNOCH. Will you please explain to me how your office operates with the collection of these funds? Do all the social-service workers participate in the collecting of funds?

Judge COCKRILL. Not in the collecting of funds, the supervising of people on probation. But we have in the court a financial office; we have three people assigned to it, and payments under court orders are made to the financial office of the court, or are made through any of the police precincts and are brought by the police the first thing in the morning down to the court and are recorded.

Mr. HANNOCH. They are recorded with respect to that particular case?

Judge COCKRILL. That is right.

Mr. HANNOCH. Does that take a long time to find out whether a fellow has paid up or not?

Judge COCKRILL. No; it doesn't take a long time to find out.

Mr. HANNOCH. What is the delay in their getting the information? Are they asking for it so frequently?

Judge COCKRILL. That was the delay. They are not doing it now because they are doing it on a submitted list basis.

The CHAIRMAN. Judge, in your formal statement you said that the court is understaffed. I have no doubt about that. Would that be the cause of a lot of the delay?

Judge COCKRILL. Yes. If we had the staff in the finance office to take care of it, we could give it to them that quickly. We couldn't under our old system because the accounting system that was set up there does not lend itself too well to giving totals. It could tell you

the last payment and the amount of the last payment, but it could not tell you the total amount of the arrears.

With the system we are inaugurating now it should keep that current so that at any given time on the posting machine we could tell them how much had fallen due on the order during the entire time of the order's existence, and how much had been paid on that order totally.

But as it now happens those cards are not kept current as to the total amount paid.

The CHAIRMAN. How many persons do you have on your staff keeping books for the court?

Judge COCKRILL. In the financial office we have 3. That is apart from the official court records. It is in the financial office, 3.

Mr. HANNOCH. Now, are the social workers divided, some assigned to juveniles and some assigned to adults?

Judge COCKRILL. That is right.

Mr. HANNOCH. There is a complete line of demarcation?

Judge COCKRILL. Yes.

Mr. HANNOCH. When you talk about caseloads, do you find that the adult caseloads are greater than the juvenile caseloads?

Judge COCKRILL. Yes. Adult caseloads are around 200.

Mr. HANNOCH. Two hundred per person?

Judge COCKRILL. Yes.

Mr. HANNOCH. And of that, a very large majority of it relates to these \$10 or whatever payments we were talking about, largely of that type?

Judge COCKRILL. Some of them are, and some of them are not.

I might say in that connection that it has been my thought, following a recommendation of this study committee, that perhaps we could put some of those support cases simply on a collection basis and not on a case work basis. To that end we did ask for 2 nonprofessional workers in our budget last year.

Mr. HANNOCH. You do not need a professional worker?

Judge COCKRILL. I said nonprofessional worker—in our budget last year and they weren't allowed. We are right now in the process of evaluating the caseloads of our adult workers for the purpose of seeing how many of them can be put on strictly collection basis, and how many of them can benefit from casework service.

Mr. HANNOCH. You do not need a professional worker to collect money from a delinquent father?

Judge COCKRILL. No.

Mr. HANNOCH. When you say that a proportion of the caseloads relate to collecting funds, what other adult activities do you have in your juvenile court for these adult social workers?

Judge COCKRILL. It is on probation. But we have to recognize in some of these situations where the man has failed to support his family that he has problems and the family has problems that could benefit from casework service.

Mr. HANNOCH. You do not try matrimonial cases in your court?

Judge COCKRILL. We try paternity cases and nonsupport cases.

Mr. HANNOCH. So the workers assigned to social work are for the most part persons collecting money from parents or males who owe money for the purpose of supporting the children or supporting their wives?

Judge COCKRILL. It is not quite as simple as that. There are case workers who are working toward trying to develop in these individuals the responsibility of doing it themselves through one process or unit.

I personally think there is social work with a man who has to be brought into court because he won't support his family. Sometimes in just plain parlance we say he is just ornery and won't do it, but other times there are some real conflicts and some real problems that can benefit from casework services.

Mr. HANNOCH. At least that particular problem you say is now in the process of being cured to the extent that it is possible?

Judge COCKRILL. I won't say it is being cured; we are working on it.

Mr. HANNOCH. Now, there is another question on the exchange of information that came to my attention that I want to ask you about. You have an advisory committee?

Judge COCKRILL. That is right.

Mr. HANNOCH. What is that committee? Is that an official committee or voluntary committee?

Judge COCKRILL. It is a committee that was appointed by me.

Mr. HANNOCH. To advise you on various matters?

Judge COCKRILL. To sort of serve as liaison between the court and the community and the community and the court.

The CHAIRMAN. That is not a statutory body?

Judge COCKRILL. No.

Mr. HANNOCH. The advisory subcommittee on schools consists of Mrs. Hansen, Mrs. Evans, Mrs. Smith, and Mrs. Scrivener. Are they members of your advisory committee?

Judge COCKRILL. They have all been members of the advisory committee. Only three of them are presently members. Mrs. Scrivener is not a member.

Mr. HANNOCH. This is a July 1953 memorandum in which they were undertaking to try to solve the problem of so-called lack of exchange of information between your court and the school system relating to truants. What is that problem?

Judge COCKRILL. I don't know that there is any problem and in connection with that report—

Mr. HANNOCH. It comes to me from various sources. I could not say where I got it.

Judge COCKRILL. Yes. I know. I don't know where you got it from, either. But the advisory committee took that up and most of the things that were mentioned in there had been discussed and worked out satisfactorily prior to that time and the action of the advisory committee on that report was to request that the committee go back and check with the individual schools and find out the specific problems that they are concerned with and bring them back to the advisory committee.

Mr. HANNOCH. Maybe I did not understand it. As I read the advisory committee's report to you and your answer to them, you did not agree with most of the recommendations that they said ought to be made. Maybe I did not understand it properly. That is why I asked you what the problem was. What is the problem?

Judge COCKRILL. Frankly, I don't know, and I don't recall—

Mr. HANNOCH. I can tell you as I understand it. Maybe you can correct me.

The schools report to you that there is a truant. The boy has been out of school. From what I understand they cannot find out what has happened to the boy. He does not come back and they do not know where he is.

Somebody wants to know. Is that a complaint? I do not say it is a valid complaint, but is that a complaint that is being made by the school system?

Judge COCKRILL. I think I would like to ask Mr. Palmieri if he has had any such complaint. I haven't.

The CHAIRMAN. Mr. Palmieri, do you want to be sworn?

Do you swear that the evidence you will give before this subcommittee will be the truth, and nothing but the truth, so help you, God?

Mr. PALMIERI. I do.

Mr. PALMIERI. I don't know whether I can refer to it as a complaint.

Mr. HANNOCH. Maybe that is a bad word. It is simply a misunderstanding.

Mr. PALMIERI. I simply want to select the words in terms of how I feel about it. Frequent contacts are made by the school principal and counselors calling my office and sometimes seeing the person with respect to child problems, emphasizing the problem of truancy.

Just this last week I have had 2 such contacts with the principal in 1 of our junior high schools who is very concerned about a youngster who is not responding to his method of handling the boy. He was in school, but he was not applying himself.

This boy had come to us on the complaint of truancy. Subsequent to the telephone call in which the principal outlined his situation that he was spending a disproportionate amount of his time trying to take care of this one boy and he had a lot of other children to be concerned about, I got in touch with the people who are handling the situation directly to find out just where we were with this youngster.

We learned, of course, that in this particular instance the boy was going back to school, but he was not working out as favorably as those directly concerned would like to have him apply himself.

But there were a lot of problems involved in that particular situation and we get a job, in my opinion, of interpreting to the particular school people what was involved beyond the truancy complaint.

For instance, this boy had been without his own parents since the age of 5. He has been under the supervision of elderly grandparents who were well-intentioned and of good heart, but who were unable to give the good direction and control that was necessary.

Now, with that explanation and with the special effort on the part of the probation officer, the situation settled itself for the time being.

That is the kind of situation that comes to my attention. That is the kind of way in which we try to handle the situation.

Mr. HANNOCH. That is not the problem I am asking about. I am asking about the problem of where the child has been arrested for being a truant. He is sent to your court and the principal wants to know where the child is or what happened to him. Can he get that information?

Mr. PALMIERI. If we have the information, certainly he can get it, and they do get that information, so far as I know.

Now, the boy may be in the receiving home, or he may be back in his own home, as in this particular instance.

Mr. HANNOCH. The principal will be told that the boy is awaiting trial, or he has been tried, or he has been sent to the training school or something of that kind, he knows what has happened to the boy?

Mr. PALMIERI. As a general thing, yes; he does.

Mr. HANNOCH. What do you mean, "a general thing"? Is there any reason why the principal should not know what has happened to that boy that has been arrested?

Mr. PALMIERI. We don't have any routine method of notifying the schools at the moment the disposition is made as to what that disposition may be.

The CHAIRMAN. Should there not be a routine method of transmitting this information?

Mr. PALMIERI. There are two sides to that record. There is the school of thought that says it should be, and some who say it should not be, and for this reason—

The CHAIRMAN. Which side are you taking? You said there are two sides to it.

Mr. PALMIERI. I don't think it should be revealed in every instance exactly where we are with the particular youngster because we are not sure how that information is going to be handled and to that we have agreement so far as some school officials are concerned. So we don't do it as a general practice and I should say we should not do it as a general practice.

There are some things that we feel we can handle a little better because of our experience in training, than some other people can handle. That is a matter of opinion and I may be wrong, but that is the way I feel about it.

The CHAIRMAN. Your feeling, then, is that it should be discretionary?

Mr. PALMIERI. Yes, sir.

Mr. HANNOCH. Now, Mr. Palmieri, suppose a youngster is arrested for truancy and your treatment is that he ought to be given another chance, he ought to go back, but he just does not show up. How does the school know about it if you do not tell them?

Mr. PALMIERI. If the disposition is that he returns to school, they are going to know about that. The worker who is handling the case is in regular contact with that school, visits the school, sees the principal and sometimes other people. We don't do it as much as we would like to do it, and in some cases I am sure we inadvertently overlooked making contact when we should because we are under pressure for making deadlines for court hearings; we are trying to get out in the community.

For instance, it takes us an hour to get from the juvenile court to the Receiving Home, because we have to use buses or streetcars except as the workers themselves at their own risk and expense use automobiles.

Mr. HANNOCH. When we were up there the other day there were children there, as I say, for 3 weeks. To my recollection there was one person who said he was there for 4 weeks for truancy. He had not yet been tried.

Now, does the school know where he is?

Mr. PALMIERI. They should know, it seems to me.

Mr. HANNOCH. All they know is that you have arrested him, but they do not know what has happened to him.

Mr. PALMIERI. They should know and I am certain that perhaps in some situations they don't. It is not because we don't want them to know.

Mr. HANNOCH. Is not that what this investigation made by this subcommittee of the advisory committee related to, here in April and July?

Mr. PALMIERI. That there is a breakdown in the exchange of information?

Mr. HANNOCH. Yes; that is your committee, the advisory committee. They pointed out all of these problems.

Now, have they been solved?

Mr. PALMIERI. Not completely.

Mr. HANNOCH. What do you suggest should be done to solve them if they are still unsolved?

Mr. PALMIERI. There is only one way, sort of a shotgun method, of giving the information in every instance to the schools where they have in the beginning—

Mr. HANNOCH. I can see that there is a lot of information that perhaps should not be given. There may be family problems and things of that kind, but at least should not the school know that Johnnie Jones, who has been arrested, is now at the Receiving Home awaiting trial or he has been tried and he is not coming back for a while; we have sent him away, and you can take him off your record, and do not worry about him, instead of being left up in the air.

Mr. PALMIERI. Let me answer it this way: We don't do it routinely. We do it in many cases. In most cases the schools are informed. I give them information, the supervisors sometimes do.

The workers, when they are in contact with the school, will give them the information.

As a routine thing we don't do it and one of the reasons for not doing it is the one that I just gave.

Mr. HANNOCH. It seemed to be so extensive that it warranted a committee being appointed to investigate it. So there must be some reason for the problem.

Mr. PALMIERI. The reason was given that the schools feel they ought to have the information and before any plan of giving this information could be established we have to know to what purpose it is going to be put; who is going to handle it, and who should get it in the first place.

Should it be given to the principal, the schoolroom teacher, to the guidance counsel, or who should get this information?

Mr. HANNOCH. Who is going to decide that and when?

Mr. PALMIERI. With the committee functioning I presume that committee will come up with some specific recommendations and the advisory committee will take it under consideration and makes its advice known to the judge or to the court.

Mr. HANNOCH. They did that?

Judge COCKRILL. May I finish answering the question on that? I would like to finish answering the question.

The explanation of that report was that it was based on conditions that existed for a good long time prior to that and this subcommittee came in and made that report. When I asked them to give specific

instances in which the things referred to in that report were not being done, the time when the complaints first came to me 2 years ago, I went over and met with Corning and his administrative staff.

I also had further meetings with representatives of the schools and we discussed all those things and worked out the answers to them, I thought, to the mutual satisfaction of all.

Now, this report that was made in April was based on information 2 years old, not taking into account these things that occurred in between, and the advisory committee, the action of the advisory committee on that subcommittee's report was that the subcommittee go back and determine whether or not specifically anybody could give them specific instances in which there were problems.

And there have been no further reports from the subcommittee on that.

The CHAIRMAN. Judge, it would be much better for the subcommittee to work out a system of regulations, would it not, than to have the Congress legislate by mandatory provisions?

Judge COCKRILL. So far as I know, it has been worked out, Senator. That is what I am saying, that there are no recent complaints to my knowledge, and that is the reason I referred the question to Mr. Palmieri to know whether or not he had any.

Mr. HANNOCH. The committee that headed this up consisted of persons on your own staff?

Judge COCKRILL. That is right.

Mr. HANNOCH. They say, "Here, this is what we think we ought to do." and then you say, "Prove it."

They finally get tired of it. They are not going to run trials. As long as they have made recommendations based on something, would it not be a little more helpful if the thing were solved instead of saying, "Well, prove it," and "Who said so?" and "Prove it to me."

Judge COCKRILL. No, that was not the point. The point was that I said I think these things have been answered.

Now, do you have any recent information about it?

Mr. HANNOCH. Let me tell you what I have. I have your committee's letter dated July 15, 1953, your letter of April 8, 1953, and a circular issued by the Superintendent of Schools in July 1953 calling to the attention of the school officer this exchange of correspondence and asking them to let them know what else they would like to do. I have been trying to wrestle with this correspondence to understand what was asked and what was done, and I have not been able to. I do not know how the school principal is going to be able to, either, because the problem still exists according to Mr. Palmieri although it is in the process of being solved.

When we talk to the school people they tell us that they do not know what has happened to the kids after they have been arrested.

I wonder if you do not think they ought to know what happened to them. They have them on their roles as truants; they do not know whether they are legal truants in the sense that they are in some institution, or whether the kids are out on the street.

Do you know anything about the records that the schools keep for truants? Have you had any occasion to look at them?

Mr. PALMIERI. I have never seen the records they use in these schools.

The CHAIRMAN. It is now 1 o'clock.

Judge, would it be convenient for you to return this afternoon?

Judge COCKRILL. Yes, sir.

The CHAIRMAN. The subcommittee will stand in adjournment until 2 o'clock.

(Thereupon, at 1 p. m., the subcommittee recessed, to reconvene at 2 p. m., same day).

AFTER RECESS

The CHAIRMAN. The subcommittee will come to order. Counsel may proceed.

TESTIMONY OF HON. EDITH H. COCKRILL, JUDGE, JUVENILE COURT, AND HENRY J. PALMIERI, DIRECTOR OF SOCIAL WORK—  
Resumed

Mr. HANNOCH. Judge, how many different ways are there for a case or a complaint against a juvenile to be dismissed or otherwise disposed of before it gets to your official attention?

Judge COCKRILL. Before it gets to me?

Mr. HANNOCH. Yes.

Judge COCKRILL. I would say——

Mr. HANNOCH. By that I mean starting with the police.

Judge COCKRILL. I would say two, one by the police and two by our Social Work Department, close and intake.

Mr. HANNOCH. That is by permission granted by the statute?

Judge COCKRILL. That is right. They have to make the determination. The Director of Social Work is responsible for making the determination whether or not a case shall be petitioned.

Mr. HANNOCH. Before a matter is presented officially to the court's attention, there is a statutory duty placed upon the Director of Social Service or Social Work to investigate the case and determine whether it is of sufficient importance or severity to warrant bringing it to your attention.

Now what is the police policy as you understand it?

Judge COCKRILL. The police policy, I don't know that I can state police policy. I know the practice is that in some instances, in some cases, the police do not refer to the court. They have a hearing or some procedure at the juvenile squad, and they turn the child over to its parent and do not file an official complaint with the court.

Now, I could not state to you what policy they follow in that respect. I do know that they are now handling fewer of them on that basis than in times past.

Mr. HANNOCH. Has that been a rather extensive exercise of discretion on their part as to whether or not to present the case to you or do you not know how extensive it is?

Judge COCKRILL. My statement was that I think they are referring a greater percentage to the court now than previously of the total arrests. I suppose, you saying extensive discretion, I suppose they are using complete discretion.

Mr. HANNOCH. That is right. We heard yesterday or the day before that there is another police department that exercises discretion like that, and that is the Park Police. There was testimony given here the other day that members of the Park Police hold hearings.

departmental hearings, with respect to juveniles that they arrest in the parks.

They bring in the parents and try to dispose of those cases, and if they are satisfactorily disposed of that is the end of them. If they are not, they then send them to your court. Have you any official knowledge of that?

Judge COCKRILL. I am not aware that the Park Police are doing that.

Mr. HANNOCH. I was informed the other day that that was being done.

Judge COCKRILL. I might say in that connection we get a very few complaints or very few complaints are referred to us by the Park Police.

Mr. HANNOCH. Do you as the judge, as distinguished from you as the court, have any checkup or do any supervision for the purpose of determining whether or not cases are being properly or improperly dismissed by your Director of Social Activity, and by that I am not suggesting anything improper; are there any checks and balances that go with respect to that?

Judge COCKRILL. I do not check those cases. I discuss them with the Director, the general criteria being applied, but as for checking the specific cases I do not. That responsibility is given directly by statute to the Director, and we select a person whom we consider a competent director to exercise that discretion, and I do not have a chance to review all of those.

Mr. HANNOCH. I just wondered at what stage there was anybody else who checked because apparently from the system as I understood it, first the police pick up somebody, the child. They decide not to do anything with him or they pick him up and send him over to your department.

Then there is first a social worker who makes a recommendation as to whether anything should be done. Then the social worker reports to a supervisor, to his or her supervisor, as to whether or not anything should be done with the child, and then it gets to the chief supervisor, whatever you call it, the Director of Social Work.

Then any place along that line that case can get lost, strayed, or stolen. That is the practice, is it not?

Judge COCKRILL. I think in general, yes. I could not say that in every case the supervisor is checking.

Mr. HANNOCH. Physically impossible, is it not?

Judge COCKRILL. Yes, that is what I am going to say, and I do not understand that to be a supervisor's function either. Nor would I say that the Director himself is doing it. As a matter of fact, the chief probation officer, Mr. Larkin, is doing a great deal of it. Some of that of necessity has to be delegated.

Mr. HANNOCH. To get back again to what we were discussing just before lunch on this question of exchange of information, I would like to ask a few questions about the police because I see Captain Ryan here, and I would like to find out what situation is there. Do I understand now that if the police have arrested the juvenile that they can by contact with your office ascertain completely whether you have any record on that child or whether the child has been arrested or whatnot?

Judge COCKRILL. Of course they have that record. As a matter of fact, they forward it to us. We might not even know because it could be a child that they had previously had and had not referred to us. As a matter of fact, they send it to us when they send the complaint over, the fact that he had been arrested twice previously or something of the sort.

Mr. HANNOCH. Yes, but they would not know what disposition had been made of the prior arrest?

Judge COCKRILL. Not necessarily.

Mr. HANNOCH. They would just know that here is somebody we have arrested three times, here is the fourth time, we are sending him over to your court. There is no way that they have of finding out what happened on the first three times?

Judge COCKRILL. Not necessarily. If there is any good reason that they wanted to know they can find out by asking.

Mr. HANNOCH. There seems to be some area of dispute about that; that is what I am trying to find out. Who are they supposed to call to get the information? They are not going to call you. Personally, I mean they are not going to call you. Is there some machinery whereby they can get complete information on any youngster that they have picked up if they want the information and need it for their job, or is that restricted in some sense?

Judge COCKRILL. It is restricted in this sense, that for purposes of working the thing out with Chief Murray we agreed that it should come through some central person, and for my own information I said I would like to handle them for a little while to see what the problem is. I need to know in order to determine what the situation is and to see if we can set up a routine thing.

Since that time I have not had any requests.

Mr. HANNOCH. Has there been such an arrangement made between you and Chief Murray?

Judge COCKRILL. Yes.

Mr. HANNOCH. Recently?

Judge COCKRILL. Yes.

Mr. HANNOCH. I did not know. In general what is that arrangement?

Judge COCKRILL. In general the Chief and I agreed that having dispositions in all cases would not serve any useful purpose necessarily; that there might be a situation in which they have a crime or offense that fit into the pattern of some individual's operations in time past. He said, "We might want to know whether that boy is out on the streets or whether he is in the Training School, and so forth, trying to solve this complaint."

I said that that was certainly a legitimate question, and he could certainly have it. He said that that would be in a relatively small percentage of cases. I said, "Well, let us know," and that is where it stands.

Mr. HANNOCH. There is not anything in the statute that specifically prohibits you from exchanging information like that with the police. It is rather a matter of your discretion, is it not? There is no prohibition in the statute?

Judge COCKRILL. There is no prohibition in the statute in my using the information where there is a legitimate use for it.

Mr. HANNOCH. That is what I mean.

Judge COCKRILL. I do not think the statute envisions the wholesale release of information, some of which may be valuable to somebody. But I certainly think that for any legitimate use of the information the statute permits me to release it.

Mr. HANNOCH. The police, if they have decided to send a case to you and your administrative department concludes that the matter is not one of sufficient importance to warrant specific action by the court, are the police as a matter of information or routinely given information that the case has been dropped or dismissed?

Judge COCKRILL. Not routinely.

Mr. HANNOCH. Not as a routine matter?

Judge COCKRILL. No, any more than the police routinely inform us of cases that they have closed. No, that is not a routine procedure.

Mr. HANNOCH. Now there was a gentleman here who testified the other day that he was in charge of supervising the pilfering and shoplifting in the chain stores and in the department stores who said that he never could get any information as to what had happened to the boys that his men had arrested and turned over to the court. He did not know what had happened to them. Is information of the kind we are talking about available to that group, for instance, private detective agencies?

Judge COCKRILL. If there is any useful purpose to be served by it. Did the gentleman say he had asked for it?

Mr. HANNOCH. That I do not remember. I will tell you in general what his testimony was so that we can see what he was talking about. He would say that he had arrested a boy outside a chain store who had stolen some merchandise or broken a window or cut a tire of the manager or whatnot.

These private police would arrest him. The following day the boy would be back out on the street doing substantially the same thing, and when he would want to call up and find out what happened about it he was told he could not get any information. I am not quoting him but just giving you the substance of the information.

My inquiry to you is are persons of that type, these private agencies who want this information, is that exchanged or is it purely the Metropolitan Police?

Judge COCKRILL. I do not think it is limited to private or public. I think it depends on the purpose to be served by it whether there is a legitimate use for it. I would raise a question as to what purpose it would serve for the man to know.

Mr. HANNOCH. He said that it just is not going to do him any good to arrest him over again if he is going to come back the next day.

Judge COCKRILL. I would want to know what purpose would be served by it.

Mr. HANNOCH. Well, I suppose if he had arrested a boy for stealing and the boy was back on the street the next day, he would want to know how he got there or why, and whether there was anything else he should do instead of arresting him.

Judge COCKRILL. Of course, any number of things might have happened in that situation. I do not think those private detectives as a general proposition would bring the matter directly to the court.

I think it would go to the police. We might not know. It might be one of those situations that the juvenile squad handled.

Again it might have come to the court, and the next day I can be quite sure what had happened if the child had been placed in the Receiving Home and released to the custody of the parents because the court would not have done anything by the next day, I can assure you.

Mr. HANNOCH. I see. That gets us to the next step. What is it that causes the expanse of time between the time the children are put into the Receiving Home and the time their cases are disposed of?

Judge COCKRILL. There are any number of things that affect that, may affect it. We have various types of situations down there. One, as we have already pointed out, the limitations on our own staff time. Two, there might be a clinical evaluation being made of that child. Three, there might be negotiations going on to try and find some suitable relative to take the responsibility for that child. We might feel that he could not be released during the period of social study, but we might be looking for a responsible relative or somebody else who would take him during that period.

Consideration is even given to placing them with relatives outside the jurisdiction. It might be that the parents at home could not assume the responsibility of having the child released to them. There are a number of things that could affect it. Then if it happens to be a situation where we feel that we could not release and the police felt they could not release, that would be another situation.

You see, there are two stages. Once you place him in the Receiving Home and file with the court, then the responsibility is with the court for releasing that child. We have to make some evaluation as to whether or not his parents can assume custody of him at that point.

Then having to do with court hearings, a great many of them are left. We may have a situation in which we do not think the child can be released, and the child's parents come in and get an attorney, and they request a jury trial.

Mr. HANNOCH. Do you have many jury trials?

Judge COCKRILL. Not a great many but a few. I am simply trying to think of some of the situations that might cause that delay.

Mr. HANNOCH. What would you say is the average time it takes between the arrest of the child and his trial before you if there is going to be a trial?

Judge COCKRILL. If there is to be a trial we make a distinction between a hearing and a trial. A trial would be one in which a child has denied his involvement and there has to be a hearing on the case having to do with the particular offense. That type case comes in much more quickly than the other type case because other than the basic identification of the child and so forth we do not go into a social study because we feel that we do not have any real right to do it unless we have jurisdiction, and jurisdiction is dependent on whether or not that child did commit the specific offense that brought him to the court.

Now those cases get in in 3 or 4 weeks.

Mr. HANNOCH. Do you not have special days for trying cases?

Judge COCKRILL. No; the practice we have is that they come in initially. We do not summon witnesses until the child actually denies it before the court; that is something that we put into effect here about 1½ or 2 years ago in order to save witnesses' time and to

save police officers' time coming down there because a greater percentage of the children acknowledge it.

Mr. HANNOCH. Then they first get on the calendar to find out whether they plead guilty or not. If they plead guilty then they are set down for investigation. If they plead not guilty they are set down for trial?

Judge COCKRILL. No; that is not quite the procedure. If they acknowledge it to the police and acknowledge it to the caseworker that is assigned to it and there is no reason to believe that there is going to be a denial, they go right ahead with the social study and one hearing takes care of disposition and everything.

Now that type case takes longer. At the moment it is taking about 2½ months for those cases to get in. Ideally I think they should be within 30 days, recognizing of course that there are some exceptional cases where you have to have clinical evaluation and so forth that would take longer. But the others are taking 3 to 4 weeks.

If the child denies it to the probation officer, then that is immediately sent through for a petition, and the mechanics of getting the petition, getting the police officer to sign the petition and the sending out of the notices. They are entitled, a child's parents are entitled, to at least 5 days' notice to appear.

Mr. HANNOCH. These youngsters—you and I talked this over before—who come in and plead guilty or admit the offense to these social service workers that you have, do you think those children have been guaranteed their constitutional rights knowing what they are doing?

Judge COCKRILL. One of the things that our social workers are instructed to do, and they are doing it, is to advise that parent of his right to obtain counsel for themselves and the child if they want it.

Mr. HANNOCH. Is the parent always with the child when the child is called upon to admit or deny the commission of the offense?

Judge COCKRILL. He always is in court. As a matter of fact, I will not hear a child's case without a parent or a responsible relative being present.

Mr. HANNOCH. What about in the office where the social worker is getting his admission of guilt or innocence?

Judge COCKRILL. I think in some of the interviews both child and parent are present at the same time and some of them they are not, but there again I think that it is certainly not the function of the social worker, the social work department, nor do they make any attempt to determine whether or not he is in your terminology guilty or innocent.

Mr. HANNOCH. That is not the correct terminology.

Judge COCKRILL. And certainly no pressure is placed upon them to have them acknowledge it there. It is simply a discussion to try to get at the causes and what the child's problems are.

Mr. HANNOCH. Are there many of these cases in which the children are represented by counsel?

Judge COCKRILL. I would not know how to give you a percentage on that. We do have counsel a great many times.

Mr. HANNOCH. I suppose you always have it in these bastardy cases?

Judge COCKRILL. No, not always. They have an opportunity to have it if they want it. No, they are not. There are many, many instances in which counsel can be very helpful. You know, it is sort

of a tendency of the people to look upon the court as being against them, and a great many times counsel is very helpful to the court in getting an acceptance by the family of the court's plan for the child, and they do work very closely with the court.

Mr. HANNOCH. Would you tell us something of what these evaluations that you refer to consist of? What has been done?

The CHAIRMAN. Excuse me, counselor. In that connection would there be any advantage—in some States they have public defenders, is that not true?

Judge COCKRILL. Yes, they do have.

The CHAIRMAN. Would there be any advantage in your juvenile court having, well, let's say a counterpart of a public defender? I make that observation or ask that question rather because you have said frequently that counsel can be very helpful.

Judge COCKRILL. No; I am not sure that there would be any advantage in having that because the value of counsel in a situation of this sort is that it is somebody that the family has chosen and in whom they do have confidence.

The CHAIRMAN. I was sure I would get that answer, Judge.

Judge COCKRILL. If it were somebody else who was just assigned to them they would perhaps have the same feeling as they would of the court. They would think they represent the court.

The CHAIRMAN. The Chair would agree with you, but I wanted your views.

All right, counsel.

Mr. HANNOCH. I started to ask you what this evaluation consists of. Would you give me a typical situation of what they would do, the social workers, to evaluate and decide whether a case should be submitted to you for final action?

Judge COCKRILL. I think I would rather refer that to Mr. Palmieri. I thought if you were going to get one of those that get to me I would answer, but if it is one of those that does not get to me, he would have to handle it.

Mr. PALMIERI. Of course, as has been already explained, the complaint comes to the Department of Social Service where the complaint is filed and given a case number and subsequently assigned to one of our workers in the intake unit of our Department of Social Service.

Mr. HANNOCH. Will you talk a little louder, please?

Mr. PALMIERI. The case is assigned to our intake unit in the Department of Social Service to a particular individual staff member who begins the process of seeing the youngster wherever he may happen to be. In many cases he would be in the receiving home, and the worker would get out to the receiving home and get the boy's story first-hand, the charges placed against him.

Mr. HANNOCH. When she starts she has the police record?

Mr. PALMIERI. Yes, sir. That is the beginning of the development of the social study. We try to make an evaluation of the boy's behavior in the first instance, of his attitude toward the thing that he is supposed to have done, how he feels about it.

Then we try to ascertain what some of the underlying motivations are, the kind of home he lives in, the kind of record he has in school, has he been in trouble before. All these things are given an evaluation by a worker who confers with a supervisor who perhaps because of greater training or experience is in a position to help make a finer

kind of evaluation. Sometimes we call on the clinic attached to the court, a psychiatric report from the clinic, staffed by the psychiatrist and a clinical assistant. They add to the evaluation we are in the process of making.

Sometimes we get an evaluation from them indicating their opinion about the particular youngster, whether or not he would respond to certain kinds of manipulation or certain kinds of treatment. At that point we begin to decide whether or not the youngster has displayed to us some insight, understanding, of what he has done, whether he assumes some responsibility for his behavior, how his parents are reacting to that particular situation, how they feel about the boy, are they accepting of him, cooperating with us in trying to carry out some plan of adding perhaps discipline to this youngster who has gotten beyond them, otherwise he would not come to us.

If we feel that in making that evaluation the boy has displayed some strengths and the parents have displayed some strengths that the home is perhaps of such a quality that he might be given another chance back in the community where he belongs, the way we feel, if it is possible to return him to the community, that is what we like to do.

Then we may give him a chance back at home, and we may decide not to petition for a court hearing because of the information we have been able to collect about him, about his home, about the parents.

Now the other kind of situation is perhaps where the behavior has been more serious—armed robbery, attempted breaking and entering, or attempted rape. There, of course, the motivations that impel a boy to do that are more serious. We need a special kind of clinic to evaluate that. We may decide, because we are as much interested in the community as we are in the individual, perhaps we feel that this boy or girl needs stronger control than could be carried out by the parents in his own home, neighborhood, and we petition for the court hearing, making recommendations, and that may be for probation, it might be commitment to the Department of Public Welfare, and if he is older and more sophisticated, a delinquent who has committed an act, we may recommend commitment to the National Training School, which has, as you have probably already learned, a strong custodial plant and also pretty effective treatment plant.

Mr. HANNOCH. Now what you have described, are you describing what you would like to do or what you do in every case?

Mr. PALMIERI. That is what we do to the extent of our ability in every case. When I say to the extent of our ability, I am keeping in mind that our workers are under considerable pressure to meet deadlines for one thing about keeping youngsters in the receiving home. We have to have authorization to keep him beyond 5 days. That authorization must come from the court.

Then we are faced with another authorization if we keep him beyond 35 days. So we are under constant pressure and at the same time our workers, as you learned today, are carrying two and sometimes more the number of cases that is prescribed to by the organiza-

tions referred to earlier today. That means that our services are diluted. We don't do the things as much as we would like to.

For instance, we don't make as many home visits as we would like to make.

Mr. HANNOCH. Are not the home visits the rare things rather than the usual things because of this pressure?

Mr. PALMIERI. In terms of what we like to do?

Mr. HANNOCH. No; in terms of what you do.

Mr. PALMIERI. The answer is "Yes."

Mr. HANNOCH. In view of the stress and strain under which you are operating because of the lack of staff, is it not a fact that the visits to the homes occur only in the rare cases rather than the usual cases? Maybe my adjectives are not right.

Mr. PALMIERI. I would not use the word "rare," but less frequently than they ought to happen, and much less frequently than we would like to see it happen.

Mr. HANNOCH. What percentage, if you can do that?

Mr. PALMIERI. It would be a pure guess. I would be glad to do that.

Mr. HANNOCH. What is your pure guess?

Mr. PALMIERI. A pure guess would be around 25 or 30 percent of our cases get regular home visits. Sometimes we are under special pressure to make a home visit because of a very serious situation, and there we just let everything else go and make the home visit.

Mr. HANNOCH. In what percentage would you say you have time enough to get to the schools and meet the teacher and find out what her reaction to the child is?

Mr. PALMIERI. That doesn't happen very often, and I wouldn't want to hazard a guess, but it does happen in those situations where it would be of particular help to us and the child. We make special efforts. Just this past week we made 3 or 4 of those special efforts. We pull a worker away from her scheduled work to make a special visit to the school, sometimes to talk to the principal, sometimes to the principal and the child.

Mr. HANNOCH. But the general run of cases you do not have time to do that?

Mr. PALMIERI. That is right. I don't want to be misunderstood. We don't do it often, but we do it regularly. We do get to the schools and we do see people in the schools.

Mr. HANNOCH. Now this case, this workup of this case, the social study that you referred to, when it gets to the stage where it is going to be submitted to the court in the form of a petition, has there been added to the report the recommendations as to the nature of treatment that the child is to get? I think you answered that before.

Mr. PALMIERI. Yes. Suggestions are made. If we are not absolutely certain we make it in the form of a suggestion. If we are pretty sure of our footing, so to speak, we are pretty specific about what we think ought to happen in a particular case.

Mr. HANNOCH. To what extent in these cases of making investigation do you confer with the arresting police officer?

Mr. PALMIERI. Not often.

MR. HANNOCH. Would he not have some information that might be of assistance to you, particularly if he was the police officer on the beat in the child's precinct?

MR. PALMIERI. I can't answer that directly, but I can say this, that the information—we assume that the information that the police officer has about this youngster and particularly his behavior which brings him to our attention, is contained in the complaint sheet.

Now if he has further information, which is likely, I don't know about it?

MR. HANNOCH. You assume that he has reported to you everything you ought to know?

MR. PALMIERI. Everything that is essential.

MR. HANNOCH. Now when the child has a recommendation, a recommendation is made to put the child on probation and that recommendation is joined in by the court and the child is put on probation, is that child assigned back to the worker who made the initial social study?

MR. PALMIERI. No. He is assigned to another worker in another unit.

MR. HANNOCH. That is an entirely different unit?

MR. PALMIERI. It is the same division; it is the juvenile division, but it is the supervisory or probation end of that division.

MR. HANNOCH. Does that require a restudy of the child by the person to whom the probation is then assigned?

MR. PALMIERI. No. The study as it is prepared by the staff worker in intake does not require that the probation officer who takes on supervision needs to duplicate that. It does mean this, and we do it regularly, that they confer with each other so that some of the overtones and undertones that may not be completely contained in the social study may be gotten over to the probation officer who assumes responsibility for the case as well as introducing the youngster to the person who is now going to assume responsibility for him.

We do get further information, data, that might well have been included in the social study if we could have gotten it. But in our thinking, philosophy, we don't separate the diagnostic and evaluation portion of the work from the treatment because they go hand in hand. We learn sometimes many new things in probation that were not known to us in the social study period for many reasons, one being that they don't have them there nearly as long as we have them in probation.

MR. HANNOCH. Have you made a study or perhaps the judge, as to what you need in your department in addition to what you have by way of additional staff?

Judge COCKRILL. Yes, we have, and we have made requests for it, and as of this stage we have hopes of getting at least part of that request.

MR. HANNOCH. I assume that in the ordinary course of events you would be getting up now a budget for—

Judge COCKRILL. We have gotten it up.

MR. HANNOCH. The 1954 to 1955 budget?

Judge COCKRILL. Yes.

Mr. HANNOCH. In such a budget you would set up what it is you needed and why?

Judge COCKRILL. That has already been submitted.

Mr. HANNOCH. That has already been submitted?

Judge COCKRILL. I think we furnished the subcommittee a copy.

Mr. HANNOCH. I do not know whether the subcommittee can be of any help in doing anything about it, but I wanted to be sure we knew what it was. In general, what is it you are asking for?

Judge COCKRILL. We are asking for additional caseworkers, additional supervisors, and stenographic and clerical help to go along with it. This thing carries all the way through.

Mr. HANNOCH. One of the things that has impressed me—I do not know about the Senator—is the waste of time caused by lack of adequate means of transportation.

Judge COCKRILL. We asked for that. We asked for mileage, and the District Commissioners have disallowed that at this point. Those workers that were willing to use their cars we asked that we be given mileage allowance for them.

Mr. HANNOCH. Your court goes out to the Receiving Home?

Judge COCKRILL. That is right, and we are allowed a streetcar pass per worker.

Mr. HANNOCH. How long does that take?

Judge COCKRILL. Mr. Palmieri says about an hour.

Mr. PALMIERI. I have gone out there, and I think it is a sad commentary on doing things when we take competent professional workers and put them on streetcars and buses to carry out their job. They have to go to other places beside the Receiving Home.

Mr. HANNOCH. There are no cars supplied to your department?

Judge COCKRILL. No, sir. None at all. Any travel done at all is done at the workers' expense or at his or her own risk.

The CHAIRMAN. To what extent, Judge, does the District Senate Committee and the District Committee of the House know of these requests of yours as of the moment?

Judge COCKRILL. Actually the House and the Senate committees know only of those things that are approved by the Commissioners. They would not know of our request for mileage allowance because it has been disallowed. We have no right to take it to them.

Mr. HANNOCH. The protocol prohibits an appeal from the disallowance by the Commissioners to the people who really give you the money?

Judge COCKRILL. That is right.

The CHAIRMAN. That is interesting. I served on the District Committee and on the Appropriations Subcommittee, and I never realized that until now. I think this should be called to the attention of the District Committee by this subcommittee.

Judge COCKRILL. They have been in my instructions that in appearing before the several committees that is what we can discuss. So at each stage of proceeding I have less to discuss.

The CHAIRMAN. You have been whittled down.

Mr. HANNOCH. You get the run-around. You mentioned that in about 20 percent of the cases—there were only 20 percent of the cases

with home visits made. What percentage would you say there were where no home visits were made at all?

Mr. PALMIERI. These are pure guesses, I really don't know.

Mr. HANNOCH. But there are situations where you do not have time even to visit the home?

Mr. PALMIERI. I would say "Yes."

The CHAIRMAN. Seventy-five percent of the cases?

Mr. PALMIERI. Where there are no home visits? I can't say as to that.

The CHAIRMAN. You stated that you visited about 25.

Mr. PALMIERI. I am repeating that that was a pure guess.

The CHAIRMAN. That will be reflected in the record.

Mr. PALMIERI. Yes, indeed.

Mr. HANNOCH. I think I have asked you all the information I wanted.

Mr. PALMIERI. May I ask for a point of privilege?

Mr. HANNOCH. Surely.

Mr. PALMIERI. May I qualify the guesses?

Mr. HANNOCH. Guesses are always qualified.

Mr. PALMIERI. You were talking about regular home visits, and I answered to that. I think I would like to add that we make every attempt and in most cases I would say to make at least one home visit. Now there are some situations where we don't make a home visit.

Mr. HANNOCH. I do not have any doubt that you are shy of a lot of help. I just do not know enough about the actual working to know whether if the help were shifted around there would be more people available to do some of these jobs. That I am not qualified to pass on.

Judge COCKRILL. If I may make a statement on that? One of the things that I suggested leads to that, although it won't solve the problem. With our new bookkeeping procedures and if we can separate our adult cases that are presently being carried on theoretically on the casework basis because certainly they are not being carried on a casework basis at 200 per worker, if we can sift those there is a possibility that we could do some shifting there.

Mr. HANNOCH. What would you say of the adult caseload workers, what percentage of time is spent in collecting these payments from delinquent parents?

Judge COCKRILL. I do not think you could say that because is not in collecting. They do none of the actual collecting. If a man gets behind in his payments, they get in touch with him to find out why.

Mr. HANNOCH. The money does not come to their physical possession?

Judge COCKRILL. No. It comes to the finance office so they do actually no collecting.

Mr. HANNOCH. Thank you very much.

The CHAIRMAN. I have a few questions. First I would like to direct my questions to Mr. Palmieri. Mr. Palmieri, does the pattern of procedure that you follow resemble the pattern followed in other large cities?

Mr. PALMIERI. Yes, in some; and in others, no. There are two methods that are generally employed.

The CHAIRMAN. I am speaking of cities comparable in size.

Mr. PALMIERI. Yes; I am referring to cities like that, where they have two separate units, and they have one for social study or investigation and one for probation or supervision. In some other cities they

have a continuity of service to the client which if I may venture an opinion may be better where the same person who makes the investigation continues with supervision if that person is placed on probation.

The CHAIRMAN. How does your budget here compare with the budget of other cities of comparable size? Have you studied the budgets in other areas?

Mr. PALMIERI. Not recently enough to give an adequate reply to that question.

The CHAIRMAN. Is there any way we could have a study made of the budgets of cities of comparable size? Have you the personnel to do that?

Mr. PALMIERI. We haven't the personnel to do it, but I think it could be done.

The CHAIRMAN. I think it ought to be done in the record of this subcommittee, such a study.

Mr. PALMIERI. It could be done. There are resources that could be called upon to make such a study.

The CHAIRMAN. Can you take that responsibility and see that we get those figures?

Mr. PALMIERI. If you so direct me I would be glad to do it.

The CHAIRMAN. The subcommittee would welcome such a study for its records.

(The report was submitted at a later date. It was marked "Exhibit No. 15 (a)," and reads as follows:)

EXHIBIT No. 15 (a)

*Operating budgets of 7 juvenile and domestic relations courts in counties of 114,900 to 355,000 population (excluding salaries of judges)*

Court (in order of size population served)	I. Annual caseload 1947			II. Probation case work staff		
	Delinquency and other children's cases	Family cases	Total	Chief probation officers	Supervising probation officers	Probation officers
Multnomah County, Oreg. (Portland), Department of Domestic Relations 355,095	<sup>1</sup> 1,784	<sup>1</sup> 713	2,497	\$4,860	2 at \$4,020... 3 at \$3,480...	15 at \$3,000 to \$3,360; 5 at \$2,760 to \$3,000; total, \$89,720
Douglas County, Nebr. (Omaha), Juvenile Court and Court of Domestic Relations..... 247,562	2,595	1,527	4,122	4,000	-----	5 at \$2,400.
Mahoning County, Ohio (Youngstown), Division of Domestic Relations 240,251	<sup>2</sup> 1,274	156	1,430	4,350	-----	5 at \$2,700 to \$3,300.
Richmond, Va., Juvenile and Domestic Relations Court..... 193,042	230	973	1,203	5,100	\$3,216.....	1 at \$3,060, 9 at \$3,000.
New Castle County, Del. (Wilmington), Family Court..... 179,562	1,200	2,300	3,500	6,000	\$4,500.....	6 at \$3,000, 3 at \$2,200.
Mecklenburg County, N. C. (Charlotte), Domestic Relations Court..... 151,825	<sup>3</sup> 308	<sup>3</sup> 265	573	4,580	2 at \$3,000...	5 at \$2,280 to \$3,000.
Montgomery County, Ala. (Montgomery), Juvenile and Domestic Relations Court..... 114,420	133	51	184	2,100	-----	1 at \$1,500.

<sup>1</sup> Under care caseload, 40 per officer.

<sup>2</sup> Unofficial, 500.

<sup>3</sup> Including unofficial cases.

<sup>4</sup> Also serves as county superintendent of public welfare.

Source: National Probation and Parole Association, December 1948.

## EXHIBIT No. 15 (a) i—Continued

*Operating budgets of 7 juvenile and domestic relations courts in counties of 114,000 to 355,000 population, etc.—Continued*

Court (in order of size of population served)	III. Office staff		IV. Operating items	V. Other budget items
	Stenographers	Clerks		
Multnomah County, Oreg. (Portland), Department of Domestic Relations 355,095	7 stenographers including office manager at \$2,340 to \$2,580.		Supplies, printing, telephone, etc., \$6,725.	Psychiatric services, foster home care service, other special service, \$39,600.
Douglas County, Nebr. (Omaha), Juvenile Court and Court of Domestic Relations..... 247,562	1 at \$1,800	2 at \$4,020	Office and car expense, \$5,045.	Board and care for dependent and neglected children, \$8,975.
Mahoning County, Ohio (Youngstown), Division of Domestic Relations 240,251	2 at \$1,680 to \$2,160.	1 at \$2,820	Car expense, \$2,520; office supplies and medical care, \$2,000.	Support of children wards of court in private agencies, \$7,000.
Richmond, Va., Juvenile and Domestic Relations Court..... 193,042	3 at \$1,980 including receptionist-telephone operator.	5 at \$2,160 to \$4,000; chief clerk at \$6,000.	Telephone and telegraph, \$1,000; office supplies, printing, \$3,750; travel, automobile maintenance, 1,900; other maintenance, \$550	Membership dues, \$100.
New Castle County, Del. (Wilmington), Family Court..... 179,562	4 at \$2,000 to \$2,400.	11 at \$2,000 to \$3,000; 1 telephone operator at \$2,000.	Supplies, \$3,000; travel, \$2,000; telephone and incidentals, \$500.	
Mecklenburg County, N. C. (Charlotte), Domestic Relations Court. 151,825	2 at \$1,920 to \$2,160.		Car and travel expense provided by city and county; office supplies, etc., \$2,000.	Boarding care of detained children, \$5,000.
Montgomery County, Ala. (Montgomery), Juvenile and Domestic Relations Court..... 114,420		1 at \$2,100	Travel expense and supplies provided by county board of revenue.	

Mr. HANNOCH. I tell you what else I would like to have so that we can put it in our report if you have it. You are familiar with the survey—perhaps I should address myself to you, Judge—that was made at your request in May 1951?

Judge COCKRILL. Yes.

Mr. HANNOCH. Could you tell us which of the recommendations that are referred to in that report have been put into effect?

Judge COCKRILL. I cannot tell you now, but I can make it available to you.

Mr. HANNOCH. Would you have that done, because we have the report, and we do not know from reading the report how much of the situation or how many of the items that are there referred to still exist so that if you could give us that we would appreciate it very much.

Judge COCKRILL. I would be glad to.

(This information was supplied at a later date. It was marked "Exhibit No. 15 (b)," and reads as follows:)

## EXHIBIT 15 (b)

## REPORT OF PRINCIPAL CHANGES IN OPERATION OF JUVENILE COURT AS RECOMMENDED BY THE STUDY COMMITTEE OF 1951

1. Although not put in the form of a recommendation, the study committee did point the need for more privacy of interviewing. Through rearrangement and partitioning of available office space, it is now possible for every worker to have space for private interviews.

2. The director of social work has organized a staff council to permit exchange of ideas and suggestions among staff members for improvement of the court's services.

3. The ratio of men on the staff has been increased. Previously there was only one man on the administrative staff and less than one-third of the caseworkers were men. At the present time, 4 of the 7 administrative positions are filled by men and the casework staff has 16 men and 14 women.

4. Additional personnel, in accordance with the recommendations of the study committee, have been included in annual budget requests. An administrative assistant was approved in the last budget. Funds were not made available for the position, however. It is hoped that lapses will permit filling this position in the near future. In the budget now pending before Congress, the Commissioners have approved several additional caseworkers and clerical positions.

5. An inservice training program has been put into effect and as a result of this, one of the caseworkers is being promoted to a supervisory position.

6. A uniform procedure has been established for the handling of runaway children by the Board of Public Welfare and the Police Department by which the Board is responsible for the care and the police for making arrangements for their return to their homes.

7. Some progress has been made in more effective screening of complaints so that there has been considerable reduction in the number of complaints petitioned and heard on an individual child.

8. Witnesses are being called only in cases where there is a denial of the allegations and the necessity for their testimony.

9. Cases are being scheduled on an hourly basis in order to reduce to a minimum the time required of witnesses, police, and probation officers. Although it is not always possible to stay within the schedule, it does represent considerable improvement.

10. Oral reports are now being used in court instead of the written reports as previously used.

11. The time lapse between the filing and disposition of cases was, for a time, considerably reduced. However, with the increased number of complaints received by the court, the present time between filing and disposition is far greater than desirable. We are, however, seeking every means, within the present staff limitations, of reducing this time.

12. With the amendment of the juvenile court law, the policies relating to detention have been improved considerably. The police are now being required to file written complaints on children placed in detention within 24 hours and detention beyond a 5-day period is only upon specific order of the judge of the court.

13. Insofar as is possible to do so with present caseloads, home and school visits are being made in connection with both social studies and probation services. This cannot presently be done to the extent desired, however, because of staff and transportation handicaps.

14. Clinic personnel, as well as outside persons, are being used in connection with the inservice training program.

15. A central record room under the direction of a chief file clerk has been established.

16. A research and statistical program has been set up and it is hoped that the court will be able to make available to the public an annual report of its work. Use was made of the court's statistics in the recent report of the Criminal Justice Association and in the United Community Services program.

17. Dictaphones have been purchased and are now being used by the court.

18. An advisory committee has been functioning for the past 3 years.

19. A study is now underway in the adult probation department to explore the feasibility of materially reducing the number of adults carried on a case-work basis. It is interesting to note that collections in this department have been steadily increasing in the past several years and have reached \$240,299.49 for the first half of this fiscal year, an increase of nearly \$55,000 over the same period last year.

20. For the first time, the court has prepared and issued Rules of Practice. While this was not a recommendation of the committee, it has represented a definite need of the court for a long time.

The CHAIRMAN. Judge, I would like to ask you 2 or 3 questions. It has been suggested to this subcommittee that the hearings in the juvenile court here are conducted in too formal a fashion. What would you say as to that? I am not being critical.

Judge COCKRILL. I understand. No; I do not think they are in too formal a fashion. I know there is a great difference of opinion on it. Some courts have sort of a round-table discussion and the child, parents, and judge—

The CHAIRMAN. I might say to you that the junior Senator from New Jersey is very much in favor of formality in courts of law, but here we are dealing with a slightly different problem.

Judge COCKRILL. Well, I certainly think that there should not be the formality that there is in an adult court through the formal steps of arraignment and pleas of guilty and not guilty and advising of right to counsel and jury trial and all of those things. I think they are not proper adjuncts of the juvenile court. I think certainly that a child and his parents should know of his rights, but I do not think the court's procedure should be formalized to that extent.

I do not think that in all cases the representative of the Government should be present if there is no necessity for bringing out evidence of the facts of the case. I do not think that at all. But I do think that a certain degree of formality is beneficial. When we get children there at the court they have gone through the procedures of sitting down with their family. We hopefully say they have gone through the procedure of sitting down with their family to work out their problems. They have also sat down with the school principal at his desk around the table and discussed these things.

To me the court should stand for something a little more than that. If it does not stand for more than that, there is nothing else beyond the court. I think a certain amount of formality is necessary to impress the seriousness—

The CHAIRMAN. You do not feel, then, that there is any excess of formality in your court?

Judge COCKRILL. No; I do not. I might say if I felt so I would eliminate it.

The CHAIRMAN. What have you to say as to privacy of hearings? Are we too rigid in the District in the privacy of hearings?

Judge COCKRILL. I do not think so.

The CHAIRMAN. Would you care to enlarge upon or amplify that?

Judge COCKRILL. Our law permits those persons who have a direct interest in the case or a specific and legitimate interest in the work of the court to be admitted by the judge. I could certainly never go

along with public hearings for the juveniles. It seems to me that that is all that is needed.

The CHAIRMAN. I understand it is your practice always in your court to have the Corporation Counsel present?

Judge COCKRILL. No; only in those cases where there has to be a hearing of the facts in the case. I am talking there about the facts to determine whether the child did or did not commit the specific offense. No; the Corporation Counsel is not called in all cases.

The CHAIRMAN. I am glad to hear that. I know from my experience with the District Committee a few years ago that the Corporation Counsel is overworked and understaffed.

Judge COCKRILL. No; he comes only when he is needed. He comes on call.

The CHAIRMAN. How do you set your dockets up with respect to your morning and afternoon?

Judge COCKRILL. What we are doing is we are setting on an hourly basis.

The CHAIRMAN. Are they staggered?

Judge COCKRILL. Staggered; yes. We have an hourly basis that we set. But you cannot always keep that schedule because you never know how long it is going to take for a given case, and we get pretty far off the schedule sometimes. We are breaking our calendars, staggering them, on an hourly basis.

The CHAIRMAN. There has been some suggestion to me at least that the witnesses, probation officers, police officers, have had to stand long hours waiting for their turn to testify. Is there any way that we can curtail this loss of time?

Judge COCKRILL. We have tried, and there was an order that we start this hourly staggering basis. We would like to be able to tell a person exactly the time we are going to get to them and get to them at that time. It is not possible to do that because with the volume of work we are doing there if time has to be lost I am sorry to say it has to be somebody's time other than the court's because we could not get through if we had those lapses waiting to start the next case.

I think it is inevitable that there is a loss of time, but we certainly welcome any suggestion as to how that can be reduced. We are certainly aware of it, and we have done everything we know to reduce it.

The CHAIRMAN. How many days do you sit?

Judge COCKRILL. Five.

The CHAIRMAN. During what hours each day?

Judge COCKRILL. From 9 o'clock in the morning until I get through, which varies.

The CHAIRMAN. What time do you usually get through?

Judge COCKRILL. There again it is hard to tell. If I had to strike an average I would say that we would run court hearings from about 9 in the morning to about 3:30 in the afternoon. People who have been down there know very well that they find me sitting there later than that.

The CHAIRMAN. I am quite well aware of the time you spend sitting.

Judge COCKRILL. Other times we get through sitting by 12 o'clock. So I would say that that would be the average.

The CHAIRMAN. Judge, I think I have no more questions.

Counsel?

Mr. HANNOCH. No.

The CHAIRMAN. Judge, we want to thank you for your appearances here today.

Judge COCKRILL. Thank you very much for your courtesy.

The CHAIRMAN. By the way, Mr. Palmeri, you have a statement that you wanted to make?

Mr. PALMIERI. Yes.

The CHAIRMAN. Do you want to read it into the record?

Mr. PALMIERI. Well, what I thought I would like to do would be to read some portions of it and submit the remainder of it.

Mr. HANNOCH. We would like to have Captain Ryan and Chief Murray.

The CHAIRMAN. How long do you think it would take to read those portions?

Mr. PALMIERI. About 10 minutes, and then I have some recommendations.

The CHAIRMAN. The Chair will grant the privilege of reading such portions of your statement into the record as you choose, and then it will be the order of the Chair without objection, of course, that the entire statement will be included in the subcommittee's files.

(The entire statement was marked "Exhibit No. 16," and is on file with the subcommittee.)

Mr. PALMIERI. As I have indicated, I will read only portions of the statement.

According to section 11-902 (18-25a) the purpose and size of this court and similarly of this department—

is to secure for each child under its jurisdiction such care and guidance preferably in his own home, as will serve the child's welfare and the best interests of the State; to conserve and strengthen the child's family ties whenever possible, removing him from the custody of his parents only when his welfare or the safety and protection of the public cannot be adequately safeguarded without such removal; and when such child is removed from his own family, to secure for him custody, care, and discipline as nearly as possible equivalent to that which should have been given him by his parents—

then, the ultimate purpose of this department is to help people to help themselves.

In aiming to reach this object many things need to be achieved, many gaps in the lives of children and adults coming to our attention need to be bridged. The degree to which this purpose of helping people to help themselves is achieved is the measure of the success of our program.

It must be said, too, that the progress made is due to the skills and unrelenting effort of all our staff in their approach to their individual job. The significance and importance of their work is multiplied many times than would otherwise be the case because this court is the only agency of its kind in the community.

This unique position makes the nature of our service most important to the community. Nowhere else can the citizens of the District of Columbia obtain the services we stand ready to give. No other agency can do our job. Therefore, it is of the greatest importance that in taking a "look" at our job we also try to understand what is involved in dealing with the intangibles of human behavior, for which there is no formula and no exact measurement.

To some extent this report would generalize our work. However, when our statistical service and hopefully the addition of adequate research is part of our program, then we may hope to present a report containing more specifics that should help to more sharply

outline what have done, how we have done it, who did it and where we are headed because we will better know where we have been.

Yet we can say that staff have helped the department to make progress in the job of "helping people to help themselves"—this is the face of distinct barriers of the ascending spiral of increased workloads and the limitations of poor transportation and insufficient numbers of staff.

#### INCREASING WORKLOAD

Fiscal 1953 saw the upsurge of delinquency continue, while adults coming to our attention also increased. Both the juvenile and adult divisions deal with continuing problems of a grave nature. Always, of course, children born, or to be born, are involved. To a large extent these children are our stake in the future of America. To some degree they are the ones who will become a laborer, teacher, doctor, lawyer, clerk, and who knows, among them may be a future judge, governor, Senator, scholar or a priest, minister, or rabbi. Who knows?

Yes; these are important people who come to us for help. For among these are also the potential lawbreaker. Behavior is not born, it grows, it is shaped, molded and developed by parents and those of us who along life's highway come in close touch with children and adults. In our situation we come "close" for longer periods of time than is the case for most other people. Our job is important but only because these people are important.

According to nationally accepted standards, the caseloads of our workers in both adult and juvenile are exceedingly high. The standards state that the maximum caseload for juvenile staff should be 40 while for adult staff it should be 75. Our workers are currently carrying from 87 to 96 cases per worker in the juvenile division and from 154 to 229 per worker in the adult division. Standards also state that intake workers should not carry more than 12 to 14 cases per month. All our workers are assigned from 18 to 28 new cases per month, carrying an average of 45 cases.

I will delete some of this. I want to talk for a moment about the new temporary intake procedures.

The new temporary intake procedures which "telescope" the social study, abbreviate it considerably and eliminated the written court report in favor of making such reports orally. This new procedure was put into operation in February of 1953. These changes and the fact that we have a full complement of clerical staff have helped to reduce the backlog of social studies. It is planned to review the "procedure" analyzing the effect on the qualitative production of our work. Meanwhile, a brief analysis and what has happened since January 1, 1953, to the end of the fiscal period of June 30 will be informative as to the progress made in reducing a backlog of pending social studies.

I am not including the statistics, but as you will see that points out that we were able to complete more social studies.

Mr. HANNOCH. Do you have copies of your statement?

Mr. PALMIERI. Yes.

Mr. HANNOCH. Because you are reading in such a low voice that we are not getting much of it.

Mr. PALMIERI. In spite of the fact that the new procedures have helped us more rapidly process cases for petitioning and therefore materially reduce the backlog previously noted, we should not become wedded to a practice that will so reduce the effectiveness of our service as to abrogate the purpose for which we were established, that it, "to help people to help themselves."

Some other way will have to be found, such as increasing the number of staff to meet the demands of the workload. As in the related professions of law and medicine, there is no middle ground, that is, none that should be given permanency. We may compromise and temporize temporarily, but for permanency we must get back on the high and safe ground of permitting professional staff to apply their therapeutic and diagnostic skills to a more realistic caseload, hopefully then, that those individuals thus served will become members of the "majority," able to take their rightful place in the community.

Probation, in this connection, must come in for a hard look at the existing facts regarding the caseloads referred to above. Probation, in our present organization, is the most important part of the therapeutic service which the court, in placing an individual on probation, offers the client. In both the adult and juvenile divisions workers are hard put to perform even a minimum casework service.

This applies not only to the lack of time needed to apply their casework skills and therapeutic techniques to "given situations," but also with regard to adequate recording of chronological data and treatment notes. The dynamic aspects and the continuity of the service performed is, in a large measure, lost to the worker and supervisor as they get together to review the past and plan the future work of the probation officer in meeting the needs of the clients.

#### THE CLINIC

The clinicians have been most cooperative in helping to establish a sound working relationship. The development of a workable consultation and conference schedule, together with recently established criteria for referrals have helped to promote mutual feelings of confidence. Regular monthly meetings between the psychiatrist-director, the clinical psychologist, and the social-service director have contributed to a better understanding of problems of mutual concern and thus provided a basis for more efficient handling of the day-to-day work.

I put this in here because it is awfully important because in the court we get what I refer to as "damaged goods." These youngsters have had these problems often for years, and the motivations are hidden and not easily gotten at without psychiatric workers who are particularly equipped to get at it.

The continued heavy increase in delinquency and the increase in adult complaints clearly challenges us to do something about the ever-increasing problem. We know enough about the situation and enough is known on how to meet it, that anything short of action will be a poor excuse. Studies have been made, and others are contemplated, but what is needed is enough adequate people and the facilities with which to carry out the job of "helping people to help themselves—quickly and effectively."

What we have before us, in the way of noted increases, is but portentous of what is ahead. More, not less, of the same kind of trouble. With a troubled world, uncertain peace, tensions and anxieties giving rise to greater fear and insecurity—fertile soil for the breakdown of family life and the sprouting of juvenile delinquency—we must prepare to meet our responsibilities by adding staff and whatever else is needed to stem the rising tide. We must seek to prevent as well as to correct if we are going to reduce, let alone eliminate, the problem of adult and juvenile delinquency and crime.

There are things important to getting this job done that we can do, and some that we cannot. Let's look at some things we can do.

First, and perhaps foremost, is the job of continually refining our methods, procedures, practices, and policy so that they are at all times the best we have to offer.

Second, more coordination and integration of our various units and departments.

(a) Change in present separate intake and probation systems to a single system embracing both.

(b) Development of a screening process at the complaint level, using professional staff for most, if not all, of the work involved.

(c) Development of a court manual to include policy, practices, and procedures of all court operations to be used by staff in carrying out their day-to-day work.

(d) Adequate automobile transportation for staff working in the field.

(e) Increase number of staff commensurate with workload and accepted standards of practice.

Third, greater and more effective coordination and integration of our services with those of other agencies in the community; particularly those whose interests are most closely related to those of this agency.

The CHAIRMAN. Is that all you have there?

Mr. PALMIERI. I have some specific recommendations which I will include.

The CHAIRMAN. That will be included in the record without objection.

(The information referred to reads as follows:)

#### RECOMMENDATIONS

1. Continual evaluation of all the agency and community services offered to individuals in need of help.

2. Provision for adequate staff and facilities for agencies dealing with this and related problems, in accordance with accepted standards.

3. The creation of an aggressive reaching-out program of prevention—the ultimate aim of which should be a family centered approach. The schools could play an important role in such a program for they get the youngsters earliest and keep them longest of any of our institutions.

4. A campaign of coordinated efforts against the problems which create family disorganization. Problems of nonsupport, neglected children, mental deficiency, mental sickness, overloaded schools, crowded classrooms, overworked teachers, guidance counselors, attendance officers, probation and parole officers, school principals and the uninformed public all tend to contribute to the growing problem of juvenile delinquency. Poorly equipped and understaffed detention homes, training schools and parole programs also contribute their bit to this problem situation.

5. Put the police officer back on the "beat." A good police officer can be a youngster's friend and deterrent against impulsive misdeeds.

6. Provision for more part-time and full-time employment for youngsters under 18.

7. Keep children out of our jails.

8. Bring more of the community's citizens into our agency programs.

9. Give the youth of our community(ies) a participating part in programs created to help him.

10. Provide constructive, supervised, leisure-time activities. As we have learned, some youngsters will do anything for the sake of doing something.

The CHAIRMAN. At this point in the record I would like to note that at the time we opened it was in the absence of Senator Hennings, and the reason for it was because he had to attend another important committee meeting.

Mr. HANNOCH. Captain Ryan?

The CHAIRMAN. Do you solemnly swear that the testimony you are about to give before this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Captain RYAN. I do.

#### TESTIMONY OF JOHN F. RYAN, CAPTAIN, JUVENILE SQUAD, METROPOLITAN POLICE DEPARTMENT, DISTRICT OF COLUMBIA

Mr. HANNOCH. Your full name and address for the record, Captain?

Captain RYAN. John Francis Ryan, 5104 Harper Street, Dillon Park, Md.

Mr. HANNOCH. You are captain of what is known as the juvenile squad of the Metropolitan Police, are you not?

Captain RYAN. That is correct.

Mr. HANNOCH. How big is that squad?

Captain RYAN. At the present time the squad and personnel consists of a total of 32 police officers and 1 civilian.

Mr. HANNOCH. Of what various ranks?

Captain RYAN. At the present time there is 1 captain, 1 sergeant, 1 precinct detective, 9 probational detectives, 19 male privates and 1 female private and 1 civilian.

Mr. HANNOCH. When was this squad organized?

Captain RYAN. The 1st day of October 1950.

Mr. HANNOCH. Are any of the members of the squad persons who have had any specialized training in the handling of juvenile problems?

Captain RYAN. The female private is a qualified policewoman of our Department and to qualify as a policewoman it is necessary that you have a degree in sociology or a comparable education and welfare experience or comparable experience such as personnel counseling and so forth.

The other personnel, including myself, have had only the background and training of a police officer to fit us for our work.

Mr. HANNOCH. Where would you have to go to have available to you in this vicinity any special training for yourself in this field?

Captain RYAN. The only training would be to go to one of our university courses and take a degree in sociology which I would say would be of no value to us in our work, sir. We have a unique situation in the city. I don't say that the juvenile court of the District of Columbia is alone in its character, but there are very few courts of this nature in the United States.

The Congress has set up in this city a court composed of two departments, first a social department and secondly a judicial department. Now in most of the cities of America the juvenile court consists only of a judicial department, the judge, and the probational system.

At this point I would like to challenge a statement that Mr. Robb made to this subcommittee in the opening statement in which he told you that the rate per thousand of the juveniles referred to juvenile court in the District of Columbia was somewhat like twice as great as in the average American city. His figures were incorrect in that respect.

When we stated that we sent the court a certain number of cases, we meant we sent to the social department of the juvenile court a certain number of cases. I believe if the figures were disclosed as to how many of the cases left the social department and went up to the judge for adjudication and those figures were compared with the figures of police departments in Chicago or other cities submitted to their juvenile courts you would find that we would probably have a lower rate per thousand committed to the court than is indicated.

The CHAIRMAN. But if you add the totals together, then of course, the District is higher; is it not?

Captain RYAN. The point I wish to make, sir, is that the other police departments of America have no social department within their own confine.

The CHAIRMAN. I see.

Captain RYAN. In this city the Congress saw fit to create a professional staff of social workers in the juvenile court and so the Police Department here does a job of investigation, it gathers the facts and lets the juvenile court social department do the evaluation. You will find that where we submit a very large percentage of our arrests to the court that the other cities submit only a small percentage of their arrests.

Mr. HANNOCH. You do not send any cases over to the juvenile court unless you think some crime has been committed?

Captain RYAN. The point at issue is that the other police departments have hired sociologists, and they determine how few of their cases they will actually send to the judge. In our case we send the case to the social department and let them do the evaluation as Congress intended.

Mr. HANNOCH. You said it would not be of any assistance if you had any special training. Does not the FBI Academy give special training as part of its course for police personnel in the handling of juvenile problems?

Captain RYAN. I am a graduate of the Federal Bureau of Investigation's Academy.

Mr. HANNOCH. That is what I mean. Do they not give you in the last 4 or 5 weeks a special course in that field?

Captain RYAN. They did in my time of study, sir. I do not believe that the present course continues it.

Mr. HANNOCH. I see.

Captain RYAN. The work that we do, sir, in my work, in my juvenile squad, a course in sociology—perhaps the point was misunderstood—a degree in sociology would be valueless to me because my job is to gather facts and so is that of my men. It is our job to investigate offenses against the law, and the only type of training you can get

in that is the actual experience. We give that in our work in a way that the men are referred to our squad only after they have served several years on the streets as active police officers and have indicated first of all an investigative ability and secondly we make an investigation to determine if their investigative ability is added to an interest in the youngsters of the city.

Mr. HANNOCH. I was going to ask you, are people assigned to this squad because they request it or because you select certain people and assign them to the squad? When I say "people," I mean police officers.

Captain RYAN. I would say that nearly all that have been assigned there have requested it, but that was merely incidental. They were volunteers, but the Chief of Police has assigned me the opportunity to question volunteers and to make recommendations to him for every person that has ever been sent to my squad, and I have a unique position for investigating other officers in that in my past history I was chief instructor of the Recruit Training School, and I have several hundred young men in the Department that are my friends and are willing to tell me about their friends.

The CHAIRMAN. I gather, Captain, that you have a special interest, a special personal interest?

Captain RYAN. This is my sixth year in this job, and I have a special personal interest in it.

Mr. HANNOCH. What does the juvenile squad do? Suppose you give us a sample case. Let us suppose a youngster is picked up for robbery, a policeman picks him up. Just take it from there and tell us what happens.

Captain RYAN. The officer identifies the perpetrator as being less than 18 years of age and the procedure is immediately different from that which would be used in the adult case. He calls the station house and tells them that he has under arrest a juvenile. They send him a scout car to transport that juvenile, not a station wagon.

Mr. HANNOCH. How active are these youngsters in making known to you the fact that they are juveniles or in making known to the police officer the fact that they are juveniles?

Captain RYAN. Of course the situation would be a matter of absolute observation at the time of the apprehension. The officer tells himself immediately through his observations, "this is a juvenile."

Mr. HANNOCH. Do the children like to be known that they are juvenile? Do they make it known to you quickly that they are juveniles and must be treated as such?

Captain RYAN. I don't think I can answer that question; it would be individual.

Mr. HANNOCH. All right.

Captain RYAN. The juvenile is transported to the station house in a scout car instead of in the patrol wagon. It is the first move that is different from that used for an adult. At the station they call for a juvenile squad officer to respond. These officers are on the streets 24 hours a day 7 days a week in radio cruisers. They travel in plain clothes and in unmarked cars.

A car responds to the precinct, and the officer from the juvenile squad investigates immediately to determine if there is a prima facie case in the evidence, the facts, surrounding the apprehension of this

child. If there is a prima facie case he authorizes the boy to be booked and a record of the arrest made for that particular charge.

Then according to the orders of our Chief of Police, which are in your folders, I believe, sir—General Order 18 is the most recent one of the series of 1952—the squad member has to assume the responsibility of investigating that case from the very beginning, preparing it, and then later presenting it to the juvenile court.

I might draw a parallel between the operations of any homicide squad in America on homicides in referring to our operations in juvenile offenses in the District of Columbia.

MR. HANNOCH. I think you have made it clear. Now, as part of that investigation of the juvenile, the officer to whom it has been assigned, what does he do, if anything, in addition to getting the particular facts, what does he do in finding out anything he can about the past history of the offender?

Captain RYAN. The police officer makes investigation. The first step of that investigation would be to call the juvenile squad, and say: What do you have in the books or records on John Jones? Which would give him a picture of John Jones' behavior as known to the Police Department.

MR. HANNOCH. What would that show?

Captain RYAN. That would show every offense that we had him charged for prior to that date.

MR. HANNOCH. Would it show what happened to him after he was charged?

Captain RYAN. It would show whether we had warned him or whether we had sent him to court for adjudication, and it would not show whether he was placed on probation for the offense or whether he had been committed. It wouldn't show whether he was a ward of the Board of Public Welfare or the National Training School.

MR. HANNOCH. Your records would simply show the arrest?

Captain RYAN. And what we did with it.

MR. HANNOCH. And what you did with it. Assuming you find that he has been arrested before and been sent over to the juvenile court or has been in the National Training School, do you undertake to find out what happened to him?

Captain RYAN. I do not. The purpose of asking that question would be to help us in our interrogation and, secondly, another function of our work, which is disposition of his body. We are in charge of the custody of that child. Should we release him according to the act of Congress to his parents upon their written promise to produce him in court or should we place him in detention in this temporary place of detention for children awaiting court action known as the Receiving Home?

MR. HANNOCH. Wouldn't you want to know, for example, whether he had run away from some other institution to which he had been confined by the juvenile court?

Captain RYAN. If we have been notified of this absconding we have a good big "wanted" on his record, and whenever an officer picks him up and questions his past record this so-called "stop," as we use the word, would be notified immediately.

MR. HANNOCH. I probably used an unfortunate example because that would appear. But might there not be a number of other things

which you would want to know in order to release that boy to his parents?

Captain RYAN. The act of Congress tells us, in our language, our interpretations, that unless the parent cannot or will not sign a promise, and that is one of the reasons why we want to know the past records of offenses, because a past record of offenses showing him arrested at 2 o'clock in the morning would indicate that his parents had little or no control of his activities, and the parents might not be capable of producing him before the court. It would help us to form the opinion.

Mr. HANNOCH. That is what I am trying to point out. Your records do not show that. Would you not have to contact the juvenile court to get that information as to what happened to him or where he should be?

Captain RYAN. We never have had it since 1938, sir, to know where he has been. Since you are reaching on the point, I would like to say this—this is personal, in my opinion. Senator, the Chief of Police told me that I must come up here to tell you my honest opinion, never mind what he had to say about it. I thank him very much for that personally. I am a subordinate officer in this situation.

The CHAIRMAN. We appreciate your frank personal opinion, and it will be accepted as such.

Captain RYAN. I think the people who framed this Juvenile Court Act of 1938 didn't know what they were doing. That is a terrible indictment, but there it is.

Mr. HANNOCH. Why?

Captain RYAN. For this reason: They put a cloak of secrecy around the juvenile court. What was not brought out here at any time this morning, but I am sure you are conversant with that section of the code, is that the disposition of a case cannot be made known except to the child's guardian or parent. All you read was an amendment a year old which gives the court some discretion.

Prior to that amendment of last June there was absolutely no person under the law who could get a disposition except the people we have mentioned. We have operated under that law all these years. We were told under the act of Congress that you may not have the disposition. No one said anything about making an arrest record about a juvenile all these same years.

I say that the legislation should be changed which would forbid us from booking, as we call it, making a public record of arrest on the child, and then it would make some sense to have this secrecy on the juvenile court's disposition of the child. But certainly a child's reputation is all gone the minute the booking is made, John Henry Jones, the age, address, parents' name, and the grand larceny charge or robbery charge or whatever the charge is on a public arrest record in our public department.

There is not going to be any damage done to his reputation to add to that the fact that he was acquitted or committed or put on probation. You can say all you please about a policy. That is what the department had of trying to restrain this child's record from the public, but it wasn't legal, it wasn't restricted, prohibited by law, and those records did get out and do get out, and a child is confronted with that record when he goes into the military services, for instance. They want to know what his record was with the police.

I have been writing many a letter to the child so that he could give it to the armed services to explain his record with the police.

Mr. HANNOCH. Still your record is merely a record of arrests without——

Captain RYAN. Without disposition except filed in juvenile court.

Mr. HANNOCH. The youngster might have been acquitted of every charge and still you have no information?

Captain RYAN. Absolutely. So I think the whole thing is farcical in the last 13 years. The court has been restricted by the act of Congress from giving out any information, and all during that time there has been the public record of arrest.

The CHAIRMAN. What procedure would you recommend?

Captain RYAN. I would recommend one of two things, either forbid the police booking until that child has been waived from the juvenile court to an adult case and it is put in the criminal status. Then keep your secrecy. We have made out for 13 years, and we will make out without it for the future. I say either that or withdraw this restriction from the court which says that we can't have the disposition. I say put it in the act forcing the court to give me a disposition in each and every case that is referred to that court by my agency.

Mr. HANNOCH. Are you now getting information from the juvenile court as to the disposition of the cases that are sent over by the police?

Captain RYAN. The recent agreement is that if I can show purpose, if I can show purpose as a police officer in knowing whatever happened to John Jones, I could find out about John Jones if I can get in touch with Judge Cockrill.

Mr. HANNOCH. Who do you have to call?

Captain RYAN. Judge Cockrill. She is on the bench serving all day long. I am putting in the practical procedures. Here is the only purpose——

Mr. HANNOCH. Tell us the case where you would want the information.

Captain RYAN. Here is the only place where a police officer could use this disposition. A certain method of operation is apparent to the detective in examining a crime scene or crime report. It brings to mind certain aspects because of past operations. If they are of juvenile age he will come to me and say, "Captain, can you tell me whether Johnny Jones is in our court?"

If he is in, all he has to do is contact and find out if he was in. If he is out, then he is a good suspect. I can't tell him whether he is in or out. The only way I could get that information at the present time through the court would be to contact in person the judge, and when we could get to the judge and when the judge got in and we told her why, she would give us that information. We never had that information because I had to find where he was without consulting the court.

Mr. HANNOCH. How long since has it been that the court has said that the information would be supplied?

Captain RYAN. I will refer that question to Chief Murray because he had the conference with the judge; it is just recently, this fall.

Now, the situation is in plain language that when we don't know about a juvenile, whether he is in or out, our next technique is to find

the last known address listed on our complaints and go and find his parents. If they have moved three times that is up to us to find them. Then we get hold of the parents, and he is on probation or is committed to the National Training School or is committed to the Board of Public Welfare.

Then we go to those agencies, and we find out whether he was in or out on that day.

Mr. HANNOCH. You could get all that information by just one telephone call if you could have the information made available?

Captain RYAN. Well, it should have been on records like it is on the adult records. If we are carrying a record of arrests we should have the disposition. If we are forbidden to carry a record, fine; let the rest of it be secret, too. In other words, the adult records show John Henry Jones, all the information, grand larceny and some disposition. The Congress has made it imperative that these agencies to whom he is committed as an adult reflect that information back to the Chief of Police. They have to tell him whether a man is in or out, but nothing is told us except by—

The CHAIRMAN. When you say "in or out," Captain—

Mr. HANNOCH. When he is in or out of jail.

Captain RYAN. We say about these children, there is nothing told us except by courtesy. They may determine to let us know that so-and-so—the word is "absconded," please don't use "escaped"—from the receiving home or he has absconded from one of our institutions known as industrial schools. They may tell us and they may not. There is no legislation forcing them to tell us.

Mr. HANNOCH. Do you find situations where you have rearrested the same youngster within a very short period of time?

Captain RYAN. Well, sir, we have here in our records of juveniles sent to court during any given year. Let's take this year. I arrested 1,622 boys once this year, the fiscal year just closed. I arrested 342 boys twice; 116 boys 3 times; 36, 4 times; 7, 5 times; and 3, 6 times, during the given fiscal year. Does that answer your question?

Mr. HANNOCH. Does the same general percentage apply to girls?

Captain RYAN. Well, no. No, sir; there is a vast difference.

Mr. HANNOCH. What is the situation there?

Captain RYAN. We don't handle the girls in our juvenile squad, sir. The only girls we do handle in the juvenile squad are an insignificant number, so few I don't number them as girls; I call them boys because they are the ones who have violated our traffic violations. The men who enforce our traffic law do so with motorcycles and they are more competent to discuss an infraction than one in the Women's Bureau and the Chief of Police saw fit to give me those few girls.

The rest of the work I do is primarily the male offenders. It is our duty to present the legal complaints against male offenders.

Mr. HANNOCH. Are all the members of your staff in squad cars?

Captain RYAN. I have three cars on the street as often as I can fill that many with two men in each car.

Mr. HANNOCH. Do you think it would be of any assistance in the reduction in the amount of juvenile offenders if you were to have people on the street, not in cars but as patrolmen, so that they were in the neighborhoods where the children knew them and they knew the children and they could keep an eye on what was going on?

Captain RYAN. You know, this squad was started without any additional manpower being added to the Department. These 30 men were robbed, I might say, from existing agencies and it has operated that way for the past 3 years. When this Department achieves a large enough manpower, why, our Chief of Police has discussed with me the advisability of adding what would be known as regular and efficient patrolling, the supervision of certain known hot spots in the city in our language.

You cannot do that by scattered enforcement. It has to be uniform enforcement. You have to come around regularly to achieve a good result. If you just go into this place tonight and another place tomorrow night, you do not achieve good results. We have aided precinct commanders in their difficulties in select places by their requesting through the Chief of Police that assistance be given them, and he in turn has referred the complaints to me, and my men have been assigned to assist those captains in their problems, and they have been many and frequent.

We do assist them and the juveniles understand and know the words "juvenile squad" to the extent we have had a great effect, a very good deterrent effect, by dropping into this particular restaurant or that particular corner where the children are congregating and violating the law.

Mr. HANNOCH. Someone mentioned the problem of the children being picked up. You make an investigation and then you reach a conclusion as to whether or not the case is of sufficient importance to turn over to the juvenile court.

Captain RYAN. That is not done at the scene, sir. Each officer prepares a case ready for trial.

Mr. HANNOCH. Will you describe that procedure?

Captain RYAN. Certainly.

The officer has determined that there is a prima facie case. The order of the Department states that his name may not be placed on the arrest book until authorized by myself, the officer in charge of the juvenile squad. As a matter of fact, only when that is a dispute will that be necessary. My men are well trained and so are the police officers in the city, but there comes a time when there is a technicality, should it be larceny or embezzlement after trust. Then is the only time the officer would say, "I will refer this to my commanding officer before we book him." The case is booked on our arrest book. The officer then takes over complete charge. He has to start at the beginning and investigate the case, checking the record through the telephone system.

Then he takes the juvenile down to the complainant and lets the juvenile either deny or admit the facts as they have been developed in the investigation to the complainant. They have discussion with the parents in our office. If they are going to take the child home, they take him home themselves and get the parental release signed by the parents.

It is a form that we have devised that they have promised to produce the child in accordance with the code. So, we tell the parents right then and there all the facts in the case, why the child was arrested, and that they will have to answer to the court later. This paper is prepared, it is an investigative statement of facts, in our parlance we call it the complaint to the juvenile court because that happens to be the heading of that particular paper but on it are developed the facts

about this offense and about the perpetrator and those involved with him. That paper is submitted in several copies to me as head of the juvenile squad.

Once a day those papers are screened to determine whether they should be sent immediately to court or be retained for further investigation by our men. Only those which would be retained would be a first offense misdemeanor case, a boy who has never been known to the court, to the police, who was charged with what would amount to a minor misdemeanor, not a major one, and he is not involved with another boy or boys who have already been known to the court.

The CHAIRMAN. What would you call a minor misdemeanor?

Captain RYAN. Stealing a pair of roller skates, a small larceny from the 10-cent store or even one of the so-called Safeway larcenies. He didn't tell you that he referred children to me for 5-cent larcenies or 10-cent larcenies but that is what he does. I mean minor larcenies, sir, of that type, and cases in which the age of the child is taken into consideration, too. We are more inclined to hold back from court a minor of the age of 8 or 9 years old or 10 than we would be one of 17, although we do hold back some at the age of 17. It would depend actually on each and every case, sir. There is no rule of thumb.

Now, the reason we do that is because the Congress has told the Social Department in only those cases deemed necessary by the director of the social work need go to the judge and the judge knows of our progress and the court knows of it and we keep a record of each and every case so that at any time the court could ask us for that record and we would produce it.

Now, if we do not send the case to court the next morning, a different officer from the investigating officer is assigned to that particular boy and his problem and he summons the parent and the boy into our office. The complainant is summoned or contacted. We need, first of all, the attitude of the complainant.

Of course, I have no legal right to keep that case in court, if the complainant would not agree with it we could not do it. Certainly we are interested in the attitude of the boy. If he is not impressed now with the seriousness of his offense and indicates he will never do it again, we are certainly not going to keep him from the court.

And, thirdly, the attitude of the parent. When the parent tells me that I am wrong and threatens to get my buttons in the presence of the child, naturally that case will go to the court as a result of that hearing. And it does happen.

Now, we sometimes send a case to court 2 weeks late due to that. It is the result of this quasi-judicial hearing. But if we do not send it to court and we warn that child, the case is filed under his name just as though it did go to court although it is marked "retained" and if the child ever does repeat another offense, that second offense goes immediately to court with a transcript of the first offense and our action on it, so that the court knows that we did once have that child in our possession.

Mr. HANNOCH. How many times would you say in the course of a year you retain the complaint?

Captain RYAN. Approximately a thousand. It varies in different years.

Mr. HANNOCH. But it approximates a thousand?

Captain RYAN. Yes; 800, 900, a thousand. During this last year I sent to court 4,294 cases, as we call them—they call them complaints—on 2,126 boys.

Now, the Park Police, postal inspectors, FBI, would also send children to the juvenile court. But the number that the Park Police send is in the few hundred, I am sure, and the postal inspectors and FBI would send only what you could count on your hand. Of course, we work hand in glove with them, we would have some knowledge of what they were doing. This is the only accurate count of the boys that are sent to court because even the court themselves do not have an accurate count. They make an accurate count each month, but if John Jones is sent to them 5 or 6 times, as long as it is in a different month he is counted as an additional boy.

So here is the straight story. I have given the figures on just how many boys were arrested last year as human beings; a total of 2,126 human beings were sent to court last year for 4,294 cases. Now, the part that we are alarmed about, sir, is the type of case that children of these ages, under the age of 18, are found guilty of.

The CHAIRMAN. You mean seriousness?

Captain RYAN. Yes.

Mr. HANNOCH. Suppose you tell us what that situation is.

Captain RYAN. Our reports are in conformity with the uniform crime report system, sir, which is the system recommended by the Federal Bureau of Investigation, part 1 and part 2 offenses.

Part 1 offenses are several different types of offenses, including car theft and burglary or housebreaking, as we call it in our city. Although only 6.3 percent of all the offenses charged to human beings in the city of Washington were charged to those under 18—these offenses do not include traffic but drunkenness, larceny—6.3 percent of all offenses excepting traffic were charged to juveniles, however, of part 1 offenses, which are all serious crimes, 30.6 of those part 1 offenses were charged to persons under the age of 18 during the past year. And that figure has been stationary.

Roughly, those are the figures, between 4½ to 6 percent for the past—since the year 1949—of the total offenses, from 4½ to 6 percent of the part 1 offenses, it has run 31, 31, 34, so about 30 percent of the cases are serious crimes. It is true I mentioned auto theft and housebreaking as being a part of part 1 because 1 out of every 2 housebreakings in the District of Columbia last year was charged to those under the age of 18 and 1 out of every 2 car thefts that were charged to human beings.

In other words, the cases we cleared in both cases were charged to juveniles. Naturally, 1 out of 2 in those 2 crimes would bring up the age of the other crimes to the point it reaches 30 percent. Naturally, in murder, once in a while we get 1 under 18 who is a murderer, but it might be 1 or 2 in a whole year or 3. It would not run to a big percent.

But those two big crimes, housebreaking and car theft, are that high.

Mr. HANNOCH. What is the percentage in robbery? Does that include mugging?

Captain RYAN. Yes; robbery in our District would be by force or violence or, in addition, in the District it includes pocketbook snatching or other forms of stealthy snatching or thievery about the person.

I would say the robbery complaints are about 27 percent of the attempted robberies. That would be assault with attempt to rob and so forth.

Mr. HANNOCH. What is all the cause of this, in working with the children over the years?

Captain RYAN. My honest opinion has been because in Washington I think there are less homes that are homes than anywhere else in America. I think we have more houses here and less homes than any place else in America. I am not just being facetious. Both parents work here I think more than they do anywhere else in America. The standard of living here in general is very high. The boys have more money to spend than they would in other places, on an average. There is less control of them and less discipline.

Mr. HANNOCH. Do these children in your opinion get the idea that because they are juveniles they can get away with anything?

Captain RYAN. Such opinions have been expressed to us by citizens. I would like to make the statement that I would like to divorce delinquency from crime. There is delinquency, general hell raising by young men spending their animal energy, and there are youthful criminals and those are the ones that are worrying our policemen.

In the delinquency problems, boys will stand up to a storekeeper who will say "You had better get away from the corner or I will call the police" or they will say, "You can't do anything to us, I am a juvenile." Or they might be impudent to the owner of the theater when he is trying to keep them from the entrance to the parking lot. They don't have any such attitude there with regard to these crimes that they are just a juvenile and nobody can do anything with them. That has never been expressed to me in that respect. They have the same feelings there, they know they are doing wrong and they know if the police can, they are going to catch them. The big problem is this repeating problem that I mentioned to you, 2, 3, 4, 5, 6, 7. The judge explained some of that to you a minute ago. A boy is committed to the Department of Welfare and the Department of Welfare in the beginning decides to put him in an institution until they decide what is best for him but there is absolutely no security in that institution and the boy to my mind—and this is going to cause a lot of dis-sension now—I am just a policeman and I have no business discussing the juveniles, penology is not in the purview of a law-enforcement officer—has no regard for the prestige of our society's authority when he is committed to a home from which he can leave as easily as he leaves his own father's or mother's doorstep whenever he feels like it he can just walk out of there. So I am supposed to be against it—I am a "voice crying in the wilderness." I can't conceive of a child knowing that they are put in control of this institution or this Department of Welfare for offenses against the law and he can just walk off the same as I can get up and walk out of this room. Who is going to stop me?

And the court is criticized for the constant repetition of offenses by children because of this secrecy rule. No one knows that that court committed that child 3 or 4 years ago to the institution so far as the commission, and her action is limited, that is all she can do is commit the child to this guardian. Now, I keep sending new crime reports over. He is picked up and charged and put back in the receiving home today. Tomorrow he is taken back to the institution and tomor-

row evening I have learned that he has left again. I am not exaggerating, that has happened that quickly.

Mr. HANNOCH. What about these children that are out on parole? Do you think they are being adequately supervised?

Captain RYAN. I don't know who is on parole so I can't answer your question. The only way we know anything about a child's status is when we first pick him up. We are policemen and we ask him, "Who is your probation officer?" and he says "Mr. Jones," so we know he is on probation. Any officer asks the youngster, "Who is your probation officer?" He says, "Mr. Jones."

We really don't know what his status is. I don't know whether he is on probation from juvenile court or whether he has been committed to the Department of Welfare and he is on probation with their social worker, unless I know the names of the personnel workers, that is the only way I can determine that.

Mr. HANNOCH. Is there not some way you can get together and talk to each other and find out what is going on?

Captain RYAN. Police officers don't know anything, sir. You must understand we are talking about two separate human beings. One is a police officer and another one is a sociologist. We don't think the same language, we don't think the same thing, we don't live on the same plane. This is a fact which you will find as you go around the cities of America.

Mr. HANNOCH. Do I understand that after you had sent the youngster to the juvenile court with the investigation that you have made, that is the last you hear of the case?

Captain RYAN. One of the main reasons for creating a juvenile squad, sir, is because the approximately 2,000 men had a moral feeling that nothing is ever done with a child because they made a report, they sent it through the juvenile court, and they never heard about that case again as long as they lived. They had no way of even knowing whether they got to juvenile court or not. They know they sent it through their own channels of communication in the Department, but since they heard nothing about it, they often wondered if it went into the wastebasket. They didn't know that the juvenile court system was to have it examined and processed in this social department, and if successful adjustment was made that stopped it right there.

Mr. HANNOCH. Do these social investigators ever come over and interview the police about a case sent over by the police?

Captain RYAN. This will be my sixth year, sir, and once a member of the court staff called me and asked me had I completed my investigation on John Doe or Willie Jones who had been in the receiving home now some 3 days, that they had reason to believe that they would release this child to the parent and they wanted to release him provided I had completed the investigation.

I was speechless, and I don't think you think I suffer from speechlessness, but I did. Once in 6 years they asked me that question. That was the only time I ever was asked a question about the juvenile in the 6 years.

Senator KEFAUVER. Captain, will you describe how it would be helpful to you and to the overall administration of justice if there were a liaison established between the social workers after the child is placed before the court, before the board, and you as head of the juvenile squad; that is, what good would come from such a liason, and describe

it in some detail, listing any advantages that might arise if you did have continuing information about what happened to the juvenile and also if you would meet from time to time with social workers to discuss the outcome of cases?

Captain RYAN. I believe it would be to the advantage of those who are seeking for the truth in the juvenile court if they questioned the officer about what they knew about a certain family or a certain child, because they might find out that the boy is living in a home with a sister who is unmarried and the mother of three already, and certain other facts that would be known to the police officer, but that the social worker never learned while sitting at a desk talking to a member of the family.

Senator KEFAUVER. Do you not send with the juvenile some memorandum about the information that you have that the social worker can consider when he is considering the case?

Captain RYAN. The information we send them, sir, would be the information which would tend to prove the allegation of the offense. We do not attempt to furnish them what we would call in our language social information, sir, because it has never been asked for and therefore we were led to believe it was not desirable.

Senator KEFAUVER. Most of the time you would have a good deal of information about the background of the child and the condition of the home and the living conditions of the family which would be beneficial.

Captain RYAN. We would assume so, sir. The situation has never arisen in these 13 years that the court has operated under the act that they decided that the police officers had anything to offer.

Senator KEFAUVER. In that connection, have you ever suggested—I don't know whether it would be the head of the probation system or to the other organization—that you would be willing to furnish this information and you thought it would be helpful?

Captain RYAN. We have found a very pleasant relationship, sir, socially, if you will put it that way, or in business. There has been no reason for not suggesting other than it was indicated to me when I took this post in 1948 that we were policemen and we were to remember that we were policemen; we were not professional social workers trained in the art or science, and we were to keep our mouths out of that part of it.

I was led to believe that I should bring them the information pertaining to the offense alleged, and say nothing more. And never has an officer been asked for anything more, to my knowledge.

Senator KEFAUVER. Thank you, Captain.

The CHAIRMAN. Did I not gather, Captain, from your previous testimony that in most cities that you know of, this work is done in the Police Department?

Captain RYAN. The Police Department stepped into the void that exists, recognizing the need of the social approach to the youngsters' problems, particularly those that are not the type of hardened criminal, and they certainly do exist. That is where I am different from the sociologist. The sociologists believe there is no such thing as a bad boy. I deal with these boys and I deal with the victims of these boys. The people who have been injured by them, both in property and in their person, and I hear the moans and the groans

of those people. I know what they are suffering. And to say that there is no such thing as a bad boy is a lot of nonsense unless you are going to divorce bad boys from criminals.

The CHAIRMAN. Captain, you have heard testimony here to the effect that in the work of the social department of the juvenile court, there are only approximately 25 percent of the cases where visits were made to the home?

Captain RYAN. I heard that, sir.

The CHAIRMAN. Of course that was an estimate, it was qualified. Do you think that if the police had all-out control of this phase of the matter that they could improve the situation? First of all, I might ask you what do you think of these visits to the home? How important are they?

Captain RYAN. You mean from a policeman's viewpoint and not from the sociologists? I am not a sociologist, sir. I try to keep that point before everybody. So many police in that assignment you find are sociologists. The officers in the juvenile work will be sociologists. We have in our department such persons. In our Women's Bureau, you will find they are sociologists. I am a police officer, pure and simple.

The CHAIRMAN. First of all, do you recommend integration in our departments of this work?

Captain RYAN. I think that is an ideal setup that you have at present in Washington in which the police officer remains the police officer and lets the trained professional staff, which the Congress has set up, do the social work. They are suited for that work. If they are not, they have no business in the job.

Mr. HANNOCH. You want them to talk to each other while they are doing it?

Captain RYAN. I mean—frankly, I am not being facetious, I am trying to keep away from any levity. Some of my remarks have gotten titters around the table. It is not intentional. I don't think that the actual talking would be of any benefit because the police officer and the social worker live in two different planes of existence. And even if we told them this information, I don't believe that they would really believe that we knew what we were talking about. That is their opinion about us, we are just absolutely not supposed to be in their field.

The CHAIRMAN. Then how can the District, as you have said here, have the ideal situation?

Captain RYAN. I think that it is the ideal situation only to this extent, that whenever the police officer attempts to do any social approach to the subject, they will be criticized just as they are criticized in that report that you have in your hand. It was a survey of the juvenile court in 1951 or 1952, they criticized the police. They always criticize the police, even though once in Washington they criticized me when I was not doing social work; I was doing policeman's work, but they are so used to criticizing the policeman for doing social work that you see the criticism in there.

The CHAIRMAN. Would the lifting of the veil of secrecy do any good?

Captain RYAN. Either forbid us to book the child, keep it secret from the arrest period right on through to its destination, or give me the result of every case I refer to juvenile court, just the same as I get

the result of every adult case I refer to an adult court. That is my position in the matter, sir.

The CHAIRMAN. With the provision that if you were given that information it would be still secret.

Captain RYAN. How secret?

The CHAIRMAN. Except for your use.

Captain RYAN. The only purpose of our wanting the information is for the purpose of law enforcement, to aid us and to assist us in detecting the perpetrators of the crime. We have no other desire for the information.

The CHAIRMAN. I assume then that you are telling the subcommittee that the police, that because of training would automatically protect the fair name of the child?

Captain RYAN. As far as we possibly could, sir, and to that extent, as I say, if you want to protect them—and the Congress apparently did when they created this act, they certainly put the curtain down on the court—then they should have ordered us not to book the child at all and the child would have really been protected.

But I can't see any value in this secrecy at the present time as long as John Henry Jones' name is on the public-arrest record, known to all, the papers print his name and address, name and everything else. It is right there on the arrest book.

Mr. HANNOCH. Captain, in the report that was sent to the subcommittee, you have made a number of recommendations. Will you just refer to those and tell us what they are?

Captain RYAN. Because of the seriousness of the offenses we have dealt with, these armed robberies, strong arm robberies, rapes, murders that I have dealt with in my work—and this will be my sixth year—I would like to take under discussion with the interested parties the changing of the Juvenile Court Act by legislation.

The act defines the juvenile as a person under the age of 18 years and then places such person under the jurisdiction of a juvenile court.

First of all, I would like to have this act amended to exclude those members of the armed services who are under 18.

Now first of all, they have to be 17 years of age to enlist with their parents' consent and they don't always get in right on their birthday, so some time of that 17 years has already elapsed and then they go to the boot camp and they don't get in trouble with the police while in boot camp, so they are very close to their 18th birthday. And in the interest of the young man who has volunteered, I would like to see him excluded from our Juvenile Act, but not in the serious offenses—it has never come to my attention where they were picked up for serious offenses at that tender age—but in the minor offenses.

The poor little fellow has volunteered to do a man's job. He is on his way through the District of Columbia, he is picked up for a traffic violation. He is forbidden to put up collateral as an adult, and I am in an awful position to know how to handle that man. No one can sign for him to put him in court. The military authorities refuse to do it. His parents can't do it because he is in the military.

He should be excluded from the Juvenile Court Act absolutely by legislation. It would break that young man's heart for me to put him in that receiving home for children when he has volunteered to be a Marine.

I am being frank with you gentlemen. One of my boys just came out of boot camp in my own family. I know how he would feel. If he is permitted to be accepted by the armed services to do a man's job, let us exclude him from the Juvenile Court Act of the District.

After all, you will find, as you go around America, that the Juvenile Court Act is as low as 14, in some cases, 15 in others, 16 in others, 17.

It was 17 here until 1938—it is 18 now.

Then I would like to see the Court Act amended to exclude those from the act once jurisdiction has been waived upon them. We have the farcical situation here of a boy having a waiver issued by juvenile court to adult court. He is awaiting action of the grand jury as an adult. He is out on bond. He commits a new crime and nobody knows who has jurisdiction over him because it is not clear in the act as to whether he was waived upon or his case.

No it does not make sense to me. They deal with an individual as they put him in the court, not a case. If I send a boy over there with 5 housebreakings, they say I have sent them 1 case, 1 boy. It goes all the way through the tunnel of love and when it comes out at the other end I am told they waive on his case and not on him.

Certainly if the facilities are inadequate to correct him for this one offense, they are inadequate to correct him for any more that he commits. This has actually happened and I believe he should be excluded by legislation; once he has been waived on, waived on for life.

I think the court should be allowed to waive in its discretion on a child of any age because of this gradual lowering of the age of juveniles committing serious offenses.

Sometimes it is a nonsensical situation. We had one recently where two boys, 15 and 16, committed a very serious act of robbery. I could ask for a waiver for the two 16-year-olds but could not ask for one for 15 because the judge in the court is not empowered, because of the statute, to waive on anyone under 16 unless they have committed what we call a capital offense.

That was the amendment of 1947 you spoke about. I would like to see that 16-year limit removed.

I think that the act should exempt any body over the age of 16 who has been arrested a second time for felony over the age of 16. I would not go with those who say that the age limit in juveniles should be reduced to 16, Mr. Senator. That is one theory. That is one extreme. Another extreme is that there has been expressed in the press by the Director of Social Work that no person under 18 should be tried by any court but the juvenile court. That is the other extreme.

But I do think after a boy has had his chance, under this procedure—now he is over 16, he has committed a felony or he has been arrested once, sent to the juvenile court, we get him for more felonies again, he should be excluded right then and there would not be any question about which court to go to. If the act excludes him, there is no question about waiver.

The CHAIRMAN. This type of case is very often dangerous, is it not? I mean your enforcement officers are jeopardized.

Captain RYAN. Very much so. I am in a strange position. Do you realize that the Juvenile Court Act says that no person under 18 can be charged with or convicted of a criminal offense, and yet I am a police officer? I have a wife and kids to go home to and I have to handle this duty.

The CHAIRMAN. That is exactly what I mean.

Captain RYAN. And he will shoot me or cut me much quicker than an adult with some sense of responsibility. The question of breaking down doors and all, it is a very, very serious thing to the police officer, this whole juvenile court deal.

Under our basic American law it says that a person under the age of 7 is incapable of forming a criminal intent; from 7 to 14 that presumption is rebuttable. It is up to the judge to decide if this human being can or cannot form criminal intent.

And over 14, unless they can prove insanity, it is presumed by the court that they can form criminal intent. The court has said in the District of Columbia that nobody under the age of 16 can form criminal intent, and from 16 to 18 it is rebuttable.

They did make one exception where the boy shot a police officer in cold blood. They could not waive on it.

I think that the court should be forced by the statute to disclose to the law-enforcement agencies of the District the disposition of each complaint referred to the court by said agency or go to the other extreme, sir, and by legislation forbid me to book the boy. I think we ought to settle this thing one way or the other, this secrecy provision.

I certainly agree with keeping the court secret if you are going to forbid me to book the boy. But as long as the public arrest record is on the books, no harm comes to the boy's reputation by the police officer learning of the disposition of the case, and since the public can learn of his arrest record, I don't see why the public should not know of its disposition, too. I can see no harm in it to the boy's future, and I have three boys of my own.

Mr. HANNOCH. It certainly would be of no harm if he was acquitted of the charge.

Captain RYAN. Absolutely, or what would amount to no petition, which would mean no papers in an adult court.

If the social department closes the case, if you follow me, it would have to be marked "no petition."

The CHAIRMAN. The fact of acquittal should be made a part of the record.

Captain RYAN. And no petition also, just like the District Attorney issues nolle prosequi, no papers, that is put on my orders showing it was not sufficiently grave to send before a judge.

Now we have a provision in the court which says if I can contact the judge or the director of social work, I can get permission to place a boy under the age of 18 but over the age of 16 in a lockup or place of detention other than the receiving home. The code provides that if I can reach the judge of the juvenile court, this one human being, or the director of social work, they may permit me to place in a lockup other than the receiving home—and in plain language my jail, my cell in a precinct station—such a person who has committed what would amount to a felony. No, what is says is, who has committed an offense. In other words, the juvenile court judge or the director of social work could authorize me to place any juvenile over the age of 16 in a cell for any offense, however minor or major, it does not say in the code.

As a matter of practicality and procedure, it would assist the Police Department greatly if the legislation were changed to read that we, the police, had the power to place a boy who was 16 and who had com-

mitted what would amount to a felony if perpetrated by an adult, in such a cell until arrangements could be made to commit him to the District of Columbia jail.

Such a boy, in our opinion, is unfit to be put in a receiving home, either because he has already escaped and has committed a new crime or because of the heinousness of his offense, because of the insecurity of the institution, or various reasons why we feel the boy should be placed in our jail which is permitted by the code.

But it has to be commitment, permitted by the judge. The judge is the only one. In your Federal Code, you give the right to the marshal or Federal officer when it is necessary. He doesn't have to call somebody.

The impractical procedure of the thing is that in all honesty we have had to awaken that nice person at 2 o'clock and 3 o'clock and 4 o'clock in the morning for permission to put this youthful criminal in a cell until such time as we could have the court open next morning and ask for commitment to the jail.

I do not think that is an unreasonable request. It requires a change in the legislation for it. The fact is we actually have to find, most of the time it is one person, Judge Cockrill. If she should happen to go on a trip, we could not do it. If we can't find Judge Cockrill, we have no right to place the boy in a receiving home, no matter how vicious he was or how unruly he was.

When they wrote the Juvenile Act, they wrote an act for delinquents. Once in a great while somebody under 18 might have committed a serious offense. That is why they put that waiver provision in there. In those days boys of 21 and 22 were committing serious crime.

Once in a great while there would be a stray down below 18. This is my 22d year in police work and I have seen this change in my own lifetime where these vicious crimes of safecracking, armed robbery, robbery by violence, strong-arm robbery, we call it yoke robbery here, each part of the country has a different name for it—crimes of that character, sir, were never committed by youngsters of 15, 16, and 17 as they have been made in my recent experience.

And I am afraid that this Juvenile Court Act needs certain legislative changes to conditions itself for the conditions of today.

If we were given the right to put a boy in the cell, then we would need to have a schedule of bonds set up for each offense. We have such a schedule of bonds in the District for the adults and our lieutenant of detectives is sworn in by the courts to act as their clerk of the court during the night hours and holidays. He has a schedule set by the judges, such an offense, so many thousand dollars bond; that is what he will take. We have nothing for the juvenile court on that because it is rarely that the juvenile court ever had anyone ask for a bond.

When they do, the judge feels they should tell her all about it and make her set the bond individually.

We have discussed many times the problem of curfew, parental responsibility. No police officer will advocate a law, sir, knowingly that he does not think he can enforce, much as he would love to have it, and we are afraid we could not enforce a curfew statute if the Congress saw fit to place it on us because we would need the parents to enforce it, not us. We would not have anything like enough men to enforce a curfew statute.

But there is a condition existing in our city today which we would not deny, that youngsters 13, 14, 15, are roaming the streets at 2, 3, and 4 a. m. We have the right under the act, you have given us very broad powers of arrest of juveniles and we have the right to pick them up. If we take them to their parents we are tongue-lashed for waking the parents up. If we keep the children in the station house and tell the parents to come and get them and if the parents refuse to come and get them, we have no redress. Such things have happened.

The CHAIRMAN. Do you know how many of these children wander about the streets at night? Has it turned out to be a real problem?

Captain RYAN. Our officers have picked up as high as 20 in one 8-hour period reported through to us by calling the juvenile squad to take them home or to report them to their parents in one given night.

I will be frank with you, sir, our officers as a whole give an unusual amount of attention to juveniles, so much so that these little fugitives from out of State—and we have a tremendous problem on that because we are centrally located between the North and South, we pick up I estimate 200 a year that don't belong in Washington, fugitives from their parents—they tell me in plain language that they have been told by other such fugitives to stay out of Washington because the police will get you if you hang around the streets at night or in the parks or in the open spaces.

I think you read about that young lad that was brought all the way here from Nebraska by a married couple and they were stealing all the way across the country. As soon as they hit Washington, we picked them up. He was one of them that told me, "I am sorry, I was told to stay out of Washington."

I merely mention that to show you that our officers as a general rule are on their toes and alert to this juvenile problem. They are doing the best they can with it.

There is no provision in our code, sir, to force a parent to pay restitution in larceny cases. The code provides that in larceny cases the judge may order restitution to be made, but in the District of Columbia no law makes the parent responsible for the act of the child unless negligence can be proven.

I would like to see the court be given the authority to force the parents to make restitution when in the judgment of the court the parents are capable of so doing.

The same thing would apply to vandalism. There is no statute here making a parent responsible for the damage done by their child. They cannot make them pay. If the child breaks the windshield of your automobile or the window of your home or does your own child some damage by a rock that is thrown, there is no way to force the parents to pay for the damage.

Mr. HANNOCH. Do the average parents in the District that have these children have any money with which to pay such damage?

Captain RYAN. You can't make such a broad statement because they have money to do other things with. They are not so poverty stricken on the average, and the vast majority would be perfectly capable of taking care of the acts of their children in at least a reasonable amount.

I think some States limit that to \$25 for vandalism or \$50, some reasonable amount. At present there is no way that a judge in the juvenile court could force a parent to pay for larceny committed by the child and then in the other problem there is no way any court in

our jurisdiction can force the parent to pay for damages caused by their children.

We have a problem where the juvenile court is allowed to accept—and you discussed it today and I thought I would clear this for you, what is known as habitual truancy—the court is permitted to take jurisdiction of a person under 18 who is habitually truant from school or home, but no one has been able to tell me in these 6 years just what is habitual.

I do not know how many days away from home a boy must be before he can be considered habitual, nor do I know how many times he must leave home before he is considered habitual.

The school system informs me that the word “habitual” is extremely flexible so that the school attendance officers are doing a social adjustment on these truants instead of sending them to the juvenile court. There is no definition of “habitual truancy.”

Each time a child is truant from school, whether he is just cutting classes for the afternoon or whether absent for the whole day or week, he is a problem to the Police Department. That is why I bring it to your attention. The code could be amended to define “habitual” in that respect.

At the present time, sir, if a boy commits what amounts to a felony but leaves the District, we can neither remove him under Federal proceedings nor can we extradite him, either from the District or to the District.

Your Federal Bureau of Investigation is unable to bring a boy to the District of Columbia from any other jurisdiction in their 96 judicial districts. They can bring him from Maine to Florida but they can't bring him from Baltimore to Washington.

If he is in Washington, they can't bring him legally back to Baltimore or to New York, wherever he stole the car from in the Dyer cases.

The Juvenile Court Act of 1938 supersedes your Federal Code provision that you have listed, I think it is 5001, delinquents or others that need to be removed. This act supersedes that.

We are living in a half-world, Mr. Senator, we poor policemen. We have had to do our best. Now we have a small jurisdiction here. If a boy runs out of town with an automobile and ends up in Marlboro, legally, I have no right to get him except under the technical provision that I have the right to take into custody any boy that I believe to be a fugitive from his parents. I don't want him for that; I want him for stealing the auto.

These things are practical things that I believe you wanted to hear from me. Am I right? Have I taken up your time unnecessarily?

The CHAIRMAN. You have been very helpful to the subcommittee.

Captain RYAN. They commit crimes of grand larceny; they are picked up in Alexandria selling the articles. The Alexandria police call me and tell me “We have your boy.” Legally I have no right to get him. I have to get his parents and have them go with me and bring him back.

Mr. HANNOCH. How do you get him?

Captain RYAN. Do you wish to force me to answer the question? I prefer not to.

Senator KEFAUVER. I think it is Public Law 117 of some Congress some years back that gives the Federal Government and the FBI

jurisdiction, it makes a Federal offense out of leaving a State to avoid prosecution or arrest for the commission of certain felonies. Is that not applicable to the District?

Captain RYAN. No, sir; because the district attorney could not take the complaint from the Federal jurisdiction man. He has no jurisdiction over the man over 18. The juvenile court would have to waive jurisdiction before we could go to the United States attorney with the problem.

Senator KEFAUVER. The Federal statute does not make any distinction between juvenile and adult.

Captain RYAN. It is superseded by your act which tells you in the District of Columbia there is a distinction. No person under the age of 18 can be taken into jurisdiction by any other court until the waiver of the jurisdiction has been placed before that court from the juvenile court.

Senator KEFAUVER. Then a clarification of the effect of these two acts or the rights you have under them would certainly help?

Captain RYAN. Very much so. The juvenile court informs me they could not waive jurisdiction on the case unless the boy is in their possession, in their jurisdiction. Now he is gone and I know it.

Senator KEFAUVER. There is also a uniform statute which I think has been adopted by all of the States.

Captain RYAN. The Fresh Pursuit Act.

Senator KEFAUVER. Does that apply to the District of Columbia?

Captain RYAN. You have stated in your act that no person under 18 can be charged as a criminal, but yet your Fresh Pursuit Act says that the felony must be committed in the jurisdiction in which you are chasing.

Senator KEFAUVER. Apparently the courts have interpreted that Fresh Pursuit Act, also Public Law 117, giving the FBI jurisdiction, but that is delimited under the Juvenile Court Act here, it does not apply to people with the juvenile definition.

Captain RYAN. That seems to be it.

For instance, if under the Fresh Pursuit Act, I did pursue a juvenile across the District line into Maryland, I placed him under arrest, I took him to the committing magistrate and he says, "All right, I will hold him for extradition," then I come back to Washington, how do you get the extradition?

The juvenile court can't extradite anybody. They can't waive jurisdiction on him unless you bring him before the court. They say you have to investigate him. Congress says you have to make a full investigation before you can make a waiver of jurisdiction, and you can't investigate a boy who is over in West Virginia someplace.

Senator KEFAUVER. Under this interpretation the District of Columbia is certainly out of line with the procedure in all of the rest of the States. I served on the District of Columbia Committee, as did the chairman, until recently and that was never called to my attention. I do think that is one point that we certainly should call to the attention of the District Committee for the purpose of getting it clarified. Manifestly that interferes a great deal with your operation.

Captain RYAN. I think I will be supported 100 percent by the field agents of the Washington field office. The other field agents would know nothing about it.

Senator KEFAUVER. This does not get into the question of whether the parents of the juveniles should be under the Police Department or whether they should be under the social agencies. The only question is getting the child back to where he belongs.

Captain RYAN. Yes, sir, for prosecution.

The CHAIRMAN. The Chair wishes to assure the Senator from Tennessee that all these observations that have so much real value will be referred to the District Committee.

Captain RYAN. Now on the matter of censorship, there has never been established in the District of Columbia a statute that puts the burden of censorship on any one spot in the District of Columbia. We have for censorship purposes in the District one statute in our code known as the indecent publication statute. It was written more than 50 years ago. It has never been amended. It more or less indirectly by inference puts it on the Police Department in its general broad powers or duties of enforcing all law in the District to do the job of censoring in the District of Columbia.

Mr. HANNOCH. Censoring what?

Captain RYAN. Censoring anything. There is just nothing here. All States have boards of censorship. There has been some discussion of a national board of censorship.

You see, today we police officers who deal with children feel that the material known as comic books and movies and magazines and phonograph records or any other type of literature or articles, which tend to pervert the mind of a juvenile to indecency or lawlessness, should be censored by a properly constituted board of persons that we believe should be outside of the law enforcement agency. We think they should represent the general public opinion by being persons of the general public. And they should have the authority to set up a definite program of what is and is not indecent in the jurisdiction.

That is a great big broad term, indecent, and you have a very difficult situation from the practical policeman's standpoint of making a case. Everyone in America has a different opinion of what is indecent.

Mr. HANNOCH. Among the other problems that you have there is no Federal jurisdiction. Is there, except in cases where it is transported either through the mail or by an interstate public carrier? If it is brought into the District in a private automobile there is no Federal jurisdiction whatsoever?

Captain RYAN. That is right, and we have to find them in possession and charge them with not only having the possession but with the intent to display it. That is where we run into trouble in the court. We have to prove that intent to display it. If it is merely in boxes or tied up in bales, we know it is going to be sold, but the man is presumed innocent until proven guilty. It was only in transit. We have a problem there. It is merely a misdemeanor anyway. There is one statute relating to any indecency in the District which is known as indecent publications in the District of Columbia Code.

But we in the police with our many duties have to add one more. That means not only our live shows but the movies.

Senator KEFAUVER. Is there a special division in the Police Department looking after those matters?

Captain RYAN. No, sir. We have a morals division which does that in connection with all the work it does on vice, gambling, liquor, and so forth. But there is no one specific division just to do that.

Mr. HANNOCH. Captain Ryan, I have to leave to make a train. By leaving at this time, I do not want you to think that I am not interested in your testimony because I have been very much interested in listening to you.

The CHAIRMAN. Counsel may be excused. Proceed.

Captain RYAN. We have almost finished because in the earlier questioning of Mr. Hannoeh, the counsel brought out some of his work.

For instance, I recommend that provision be made for maximum security of juveniles both in the Receiving Home and in the Industrial Home School so as not to permit the commission of any new offenses by persons so committed.

To be actually frank with you, sir, one night not too many months ago a certain group of boys had effected their release from the Receiving Home. They broke out, in plain language, but you can't call it "escape" under the law, because they are not committed to a penal institution, and therefore the present breach statute does not apply.

The CHAIRMAN. There is no security there anyway.

Captain RYAN. If the Receiving Home is what they call security; it is more or less a little bit of obstruction. They can't just walk out unless they leave a door open, which they have on occasion, just left the door open.

This time the boys broke out. That night they returned with a ladder. They climbed over the fence with the ladder. They broke out the windows and effected what would be a jail break, if it were a jail.

My men responded promptly to the emergency call from the place and we arrested every person involved in that case and all we could charge those boys with, who had come from the outside and effected that jail break, was destruction of District of Columbia property.

The CHAIRMAN. When did that happen?

Captain RYAN. Within the past year I am going to say, sir. I have lived this life for 6 years and my mind is not too clear.

That is just one point why I think some maximum security should be provided.

I think that the Chief of Police by statute should be notified of the release, whether it be temporary, permanent, or one of these escapes, of any juvenile delinquent that has been committed to an institution. At present we only effect that as a form of courtesy. They should tell us; maybe they do, maybe they don't. I think it is important that we should know.

Mr. BEASER. How promptly are you notified?

Captain RYAN. When they get around to it. I mean there is no statute on it. It is merely a matter of courtesy. They may tell us immediately or tomorrow or 2 weeks from now, or they may do, as it happens, a boy says, "Yes, I belong to the Industrial Home School." I called up and asked, "Do you have so and so on your records?" I asked, "Is he there now?" They say, "Sure, he is here." I said, "He is sitting here in my office." Then they finally came up with the idea that they let him go home Friday until Monday with a weekend pass. We didn't know it. They didn't tell us about it. In the first place nobody ever told us he was ever put in the place in the first place. Officially we don't know that.

We have been dealing with this half world, this Dr. Jekyll and Mr. Hyde situation, since 1938, doing the best we can as policemen are prone to do.

I think there should be some form of offense created by statute by any child that is committed to an institution and leaves that institution without permission. At the present time if a child leaves one of these institutions 55 times, there is no new complaint to the court itself; the court can do nothing about it. It is not a matter of record of the child. There is no offense for that child leaving, so the child is given an attitude of disregarding the seriousness, the prestige of lawful authority by being committed by a process of law to an institution from which he can walk out twice a day and three times on Sunday without anyone's permission or anyone trying to stop him and very little, if any effort, is ever made to pick him up by the institutional authorities.

If it was not for our Police Department, they would stay out.

Mr. BEASER. I have two more questions. If you make it an offense for a child to leave one of these institutions, would not the practical effect be that all the court would do would be to send the child back to the same institution?

Captain RYAN. That would be a matter to be studied out by proper authorities. These are my recommendations as to what is the problem insofar as it affects me. I don't like to go into the treatment of a child or the punishment, if you wish to even use that word. That is not my purview, sir.

Let these authorities tell you what is best to do with the child but certainly something should happen to the child that knows he is committed by lawful authority to an institution and he just goes off.

Mr. BEASER. How are runaways handled? You say you have 200 a year.

Captain RYAN. I gave you an estimate. In other words, I will find a child who is away from his home, and on suspicion we question him and he admits it. We check our missing persons' records, maybe we have a lookout for him. If we place a child in a Receiving Home, we send a teletype message or a telegram to the police authority in the jurisdiction that this boy claims to come from, notifying them immediately that we have the child and they should get in touch with the Receiving Home personnel.

Then if they do not get in touch with them, it is up to the Receiving Home personnel under the Department of Welfare to make provision to get that child home and in that Department they have a Bureau of Interstate Services with money to transport them home. It is cheaper to pay their fare home than to board them in the District at the taxpayer's expense.

Senator KEFAUVER. I have one question that I wanted to ask, which may have been covered already, Captain. It does not have anything to do with juveniles, but it is a rather interesting figure. It is on pages 74 and 75 of the District of Columbia Metropolitan Police Annual Report.

Captain RYAN. I have never seen it. I know approximately what it is like. It is like that every year. What is the question, sir.

Senator KEFAUVER. It indicates the persons charged with crimes, total for both classes, and I guess that is both male and female, number 88,335.

Captain RYAN. There is a total—part 1, sir, on page 74 and this is arrest, disposition, by color, by sex.

You are just dealing with the colored people by sex in this particular chart.

Senator KEFAUVER. On page 74 it is 99,648.

Captain RYAN. 9,347.

Senator KEFAUVER. It is 99,648.

Captain RYAN. That is at the base of the page. That would be colored people, male and female in the District of Columbia for all offenses, 99,000. For part 2 offenses, 90,000; for part 1 offenses, 9,000.

Senator KEFAUVER. Where is the total of all arrests? The point I want to make is that those figures seem to be a pretty high number of people charged with crime in the District. Do you know how they compare with the national average?

Captain RYAN. I am not in a position to say. I am sure that the Chief of Police will have the information on that, sir, more than I would. I am not sure how.

One thing I will tell you, sir—they say comparisons are odious—but the truth is that every crime that we know is reported in the District of Columbia and you cannot say that for every city in the United States, and every arrest is recorded here. This is an open book and every city does not do that.

The CHAIRMAN. Does that total that we were discussing—99,000, approximately—include juveniles?

Captain RYAN. Yes, sir; on that particular breakdown which was colored, male and female, that is all. It did not include the white. You have another set of pages, on 72 to 73, which would be the white breakdown. But it also apparently includes traffic arrests, too.

The CHAIRMAN. I am familiar with that table.

Senator KEFAUVER. Thank you, very much, Mr. Chairman.

The CHAIRMAN. Captain, I want to take this opportunity on behalf of the subcommittee to thank you for the splendid contribution you have made to this record today. I think the material you have furnished will prove to be very helpful to the subcommittee as it undertakes a very major task of writing a report on the findings of our hearing.

Captain RYAN. Thank you, Senator, I appreciate that.

The CHAIRMAN. Now, Chief Murray, I would like to ask you if you would like to start your testimony this afternoon, or would it be more convenient for you to have the hearing go over until Monday.

Chief MURRAY. At the subcommittee's pleasure. I prefer to start it now and carry over to Monday.

The CHAIRMAN. Chief Murray, we have two witnesses here from the Department of Health, Dr. Heath and Dr. Pate. I am sure that their testimony will not take over 15 minutes total. Would you object to having them go on first?

Chief MURRAY. No, sir; go right ahead.

The CHAIRMAN. Then we will hear from Dr. Heath.

Do you swear that the evidence you are about to give to this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Dr. HEATH. I do.

**TESTIMONY OF DR. FREDERICK C. HEATH, ACTING DIRECTOR,  
DEPARTMENT OF PUBLIC HEALTH, DISTRICT OF COLUMBIA**

The CHAIRMAN. You may sit down. Will you please give your name and position for the record?

Dr. HEATH. My name is Frederick C. Heath, Acting Director of Public Health for the District of Columbia.

The CHAIRMAN. First of all, before you testify I want to say on behalf of the subcommittee that we appreciate very much the excellent and exhaustive report submitted under the title "Report on Relationship of Juvenile Delinquency to Public Health." This report was dated October 19, 1953, under the signature of Dr. Daniel L. Seekinger, Director Public Health, District of Columbia, and addressed to the chairman of this subcommittee. The presentation of factual material and basic material in this report has proved most helpful to the subcommittee and to the staff.

The gratitude of the subcommittee is extended to the staff of the Public Health Department who prepared this very orderly and efficient document.

Dr. HEATH. Thank you, sir.

The CHAIRMAN. Doctor, do you have a statement you wish to make or would you rather proceed under the usual question-and-answer policy?

Dr. HEATH. I simply want to make a short statement, Mr. Chairman.

Mr. Chairman and gentlemen of the subcommittee, the Department of Public Health is grateful for the existence of this subcommittee and the expenditure of efforts to determine the most effective means for dealing with this problem of juvenile delinquency.

We are pleased to have certain selected members of our staff testify specifically in what manner the problem of juvenile delinquency is a public health responsibility. And on Monday, with your permission, I would like to present for your consideration definitive recommendations for the public health approach to the problem of juvenile delinquency.

We have only one witness today, Dr. John R. Pate, who is the Director of the Bureau of Disease Control, and under our organizational pattern the Division of Mental Hygiene comes under this Bureau. Dr. Pate is pleased to testify to you today concerning that phase and then I will sum it up next week.

The CHAIRMAN. All right, doctor; thank you very much.

Dr. HEATH. This is Dr. Pate.

The CHAIRMAN. Dr. Pate, will you be sworn?

Do you swear that the evidence you will present to this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Dr. PATE. I do.

**TESTIMONY OF DR. JOHN R. PATE, DIRECTOR, BUREAU OF DISEASE  
CONTROL, DEPARTMENT OF PUBLIC HEALTH, DISTRICT OF  
COLUMBIA**

The CHAIRMAN. Will you state your full name and address?

Dr. PATE. John R. Pate, M. D., District of Columbia, Department of Public Health.

Mr. Chairman, I have just a 3-minute statement which I can read briefly to you.

As the representative of the District of Columbia, Department of Health, I consider it a personal privilege and distinction to be able to make this statement regarding our seriously increasing problem of delinquency. As you have stated, you have this report on the relationship of juvenile delinquency to public health.

It is estimated, however, that there are 160,000 children in the city of Washington now under 15 years of age at this time and by 1960 this figure is estimated to increase to at least 232,000.

Our report including several census tracts for complaints against children between 7 and 17 years of age was considered to be an alarming rate. By and large these census tracts are overpopulated, overcrowded areas and with rundown homes.

I am more familiar, Mr. Chairman, with Southwest Washington since for nearly 6 years I have been in the area as health officer in that section.

If I may use an example, one census tract in which the Southwest Health Center is located would indicate to you an environmental condition under which these growing young citizens live and have their being. I refer to census tract No. 60 which extends from the Mall on the north to M Street on the south, South Capitol Street on the east, and Four and One-Half Street on the west.

In this area live 10,106 people, 9.8 percent white, 90.2 percent non-white. There are 2,008 structures in which people live. 55.4 percent were constructed before 1899 and many years prior to that date. Almost 84 percent of these structures are without heat except for the kitchen stove or a kerosene heater. Almost half, 46.3 percent, depend on outside plumbing.

Nearly 85 percent of these buildings are tenant occupied.

It cannot be proven statistically that bad housing or slum environment is the cause of delinquency or a mental maladjustment, for, as you know, it happens in all strata of society and is due to many reasons. Therefore, its prevention would require many cures.

However, as a well-known public health official has recently stated, no one has yet been able to separate statistically the effects of housing on health and the effects of other factors such as income, occupation, and consumption of food. There is not a health official in this country who does not have a wealth of evidence that housing and health, particularly mental health, are inevitably linked. Families easily obtain cleanliness, pure water, isolation of sick persons, protracted convalescent patients, safekeeping arrangements, freedom from rats, and what have you. We expect constantly and consistently higher figures in the sickness and mortality table of our cities' slums and juvenile delinquents as well.

To a great extent juvenile delinquency begets delinquency. That is, a delinquent parent will beget a delinquent child. That is especially true in the areas of illegitimacy, addiction, alcoholism, disrespect for parental authority, school, church, recreational influences, as well as the development of feeling of mockery and traffic regulations, and of the sacredness of property and for the persons of others. At least that has been my experience, sir.

In higher brackets and more normal surroundings, with more opportunity for children, here and there you will find a delinquent or

group of delinquents, but by and large that type of delinquency is successfully stopped in one generation.

I am thinking of families where in 3 or 4 generations delinquency has been prevalent and becomes a fixed pattern. If you examine all figures in this report that has been made available to you, you will also find where venereal and tuberculosis rates are higher in these sections and the delinquency record is also higher.

The same is true where there is parental alcoholism. To avoid repetition, I merely call that fact to your attention.

At the present time in this country 1 in 4 Americans lives in or near 1 of our largest 10 cities and consequently the opportunity for employment and absorption of leisure time of children is relegated further to the background. That I think is an important factor and must be considered in the increase of juvenile delinquency problems.

It may be that children of today are not any worse than in the past. However, in our ever-increasing urban population the problem of being concentrated causes attention and concern to be directed to its elimination and of course prevention.

I have two brief examples that I would like to present for your consideration.

Four years ago the youngest child of a widowed mother, who had a chronic illness, became a delinquent, in her terms, and also a truant in school and he stopped school. She thought he was mentally deteriorating. That was not the case. He began taking her money. He began staying out at all hours of the day and night and when he was not lying down at home, she found him squatting or kneeling in alleys and he was shooting dice. He did that as an outlet with other boys of his own age.

She finally brought him to our child-guidance clinic for health and the psychiatrist found that he was mentally perfectly all right for his age level, but when he had a physical examination we found that he had a very serious hernia and sitting down or in a kneeling position he could get some relief and he had home-made dice, which I still have as a souvenir. That youngster was given medical care, surgical care. Today he is over 18. He is the complete support of his widowed mother and he is, I think, a promising young citizen.

One other example I would like to point out is the young 13-year-old female who was thought to be a mental patient because she constantly created disturbance in her schoolroom and created annoyance everywhere she went.

The CHAIRMAN. A mental patient, doctor, or delinquent?

Dr. PATE. They thought it was mental but she was really, neither, Mr. Chairman.

That child had a physical examination. We found she could not see. After she was given glasses, that child today is now a senior high-school student.

We are doing what we can with our personnel, which is limited, because a good many of these children have remedial defects that can be corrected.

Many of them are not mentally disturbed. Of course many of them are. We need more help in that line, too.

Those are just two examples in which health factors played a very important part in putting these citizens on the road to good citizenship.

The CHAIRMAN. Is it safe to assume that there are hundreds of such cases in the District of Columbia?

Dr. PATE. I gather from the figures from the Superintendent of Schools of the school records that they think about 2 percent of our school population needs some sort of remedial psychiatric service.

The CHAIRMAN. Doctor, you have no contact with the juvenile court at all?

Dr. PATE. No, sir.

The CHAIRMAN. Nor with the police?

Dr. PATE. No.

The CHAIRMAN. Is there any occasion for your Department to have contact with either of these agencies in respect to juveniles?

Dr. PATE. Yes, Senator, at times; and they have been very cooperatives, the police have, every time we have asked for their help—very cooperative.

I think we all try to correlate all our services as much as we possibly can and we call on all of these agencies when we need to.

The CHAIRMAN. Now, have you any suggestions that you would care to make, from your experience, to this subcommittee as to what it might do to minimize in this great Capital of ours the ever-growing problem of juvenile delinquency?

Dr. PATE. Sir, as we all are interested in our Nation's Capital, we are trying very much to give the services needed from the health point of view to eliminate as much delinquency as possible, particularly on a health basis. I would suggest that our staff be increased proportionately to care—for example, if the school figures are correct, we have 2,000 under psychiatric care. We can give only half of them help with our present budget. Somewhat less than 2 percent of our total budget is under the child guidance for mental hygiene clinics.

We don't have the personnel; we don't have enough workers to absorb the problem. That would be my idea and suggestion so as to give us enough leeway to meet the needs that we have before us.

The CHAIRMAN. What contacts have you had, Doctor, with the institutions in which juveniles in the District are housed?

Dr. PATE. By visiting these institutions. They are not my responsibility. However, I have been to several of these institutions in regard to outbreaks of communicable diseases—things of that nature. I don't have anything to do with their regulations or running those institutions.

The CHAIRMAN. Have you ever been down to the receiving center?

Dr. PATE. Yes.

The CHAIRMAN. How recently?

Dr. PATE. I was there, I think, in July.

The CHAIRMAN. What was your observation with respect to the overcrowded condition?

Dr. PATE. I thought it was very bad. It probably increased a great many of the tensions that the children had rather than decreased them.

The CHAIRMAN. Were you impressed, as was the chairman, with the fact that an epidemic there might be very serious?

Dr. PATE. Very serious and spread very rapidly.

The CHAIRMAN. I think that is all. Does the counsel have any questions?

Mr. BEASER. Were you also impressed with the lack of treatment facilities, especially in the girls' place at the Receiving Home?

Dr. PATE. Yes; I was, indeed I was. I think they are quite obsolete and should be more modernized in their technical and physical equipment in these institutions. We should give these children a very different type of environment in order to improve them physically.

Mr. BEASER. In the security center?

Dr. PATE. I was thinking of their environment in the Receiving Home and other places of detention.

The CHAIRMAN. I assume that the doctor would recommend though that any improvements made in the Receiving Center might well include adequate security?

Dr. PATE. Yes, indeed. If they are there for that reason, I would think certainly they would have to have that.

Mr. BEASER. You will have somebody from your division here on Monday?

Dr. PATE. Yes, on Monday we will continue and break down the needs for you in our specialties.

The CHAIRMAN. I have no more questions. Thank you very much. I am sorry we had to keep you waiting.

Dr. PATE. Thank you, Mr. Chairman.

The CHAIRMAN. Now, Chief Murray, before I swear you, I want to thank you, as the chairman and member of the subcommittee, for your patience here this afternoon.

Do you swear that the testimony that you are about to give to this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Chief MURRAY. I do.

#### TESTIMONY OF ROBERT V. MURRAY, CHIEF, METROPOLITAN POLICE DEPARTMENT, DISTRICT OF COLUMBIA

Mr. BEASER. Would you give the stenographer your full name and address?

Chief MURRAY. Robert V. Murray, Chief of Police, Metropolitan Police Department, home address, 1325 Tuckerman Street NW.

Mr. Chairman and members of the staff, I have a statement here that I would like to put in the record. In addition to the statement I have a few other matters I would like to touch on. After I am finished with that, any questions that the subcommittee or the staff might have I will try to answer.

The CHAIRMAN. Would you like to read your statement in the record?

Chief MURRAY. I would, sir.

The CHAIRMAN. You may proceed.

Chief MURRAY. Mr. Chairman and members of the subcommittee, I appreciate the opportunity of appearing before your subcommittee to discuss with you the subject of juvenile delinquency in the District of Columbia, and its many problems as related to the effectiveness of law enforcement as a police responsibility. I am sure this subcommittee will render valuable assistance to our community as Congress did in the last session, both as to the Police Department and law enforcement in general.

These remarks seem to fit into three separate but closely allied classifications:

First, the magnitude and significance of the problem and the specific responsibilities of law enforcement agencies.

Second, the methods and procedures utilized by the Metropolitan Police Department for the prevention of juvenile crime and the processing of juvenile offenders.

Third, factors relating to the causes of delinquency as observed and reported by law enforcement officers, both in the District of Columbia and in other metropolitan areas.

As you are well aware, the problem of the juvenile offender is not unique with any locality but is a matter of national concern. In the December issue of the FBI Law Enforcement Bulletin, Mr. J. Edgar Hoover states, in part, the following:

The juvenile crime problem has reached a point where it calls for a clear and unsentimental analysis of the offenses being committed by minors. The large number of children just beginning to reach the minimum delinquency age foreshadows a dangerous situation within a few years unless something is done to reduce the high crime rate prevalent in this segment of our society. The offenses being committed by minors are serious crimes, not the pranks of adolescent children. The gravity of most of them is obvious if the observer simply places himself or a member of his own family in the position of the victim.

Juvenile crime is partially a police problem, and one of the finest law enforcement developments of this century is the preventive work sponsored by city police departments and sheriffs' offices all over the country.

At this time I would like to point out, and I am sure all of our District residents are aware, of the constant efforts the Washington Police Department is making in dealing with our youth through its 9 boys' clubs and 2 summer camps. The many other clubs and youth organizations in the city are doing an outstanding job in this field and such work, without a doubt, produces excellent results. For example, our past Hallowe'en celebration shows what can be accomplished when we all work together. It was through the efforts of many groups, organizations, and individuals throughout the District that we were able to provide our youth with one of their most enjoyable Halloweens as well as one of the safest for the citizenry.

Mr. Hoover further states:

The problem is not one for police officers alone, however. My personal belief is that the forces which compound this problem spring from sources deep within the social, political and economic structure of our society. They are to be found in the general state of public morals, the relative respect or lack of respect for person and property in an age convulsed by war and revolution, the overcrowding of schools and playgrounds in congested urban areas, the inadequacy—for whatever the cause—of parental supervision, and numerous other factors. If this is true, responsible action against the problem must be taken not only by the police but by the courts, schools, parents, newspapers, radio and television and every other segment of our society which bears either a private or a general responsibility to the children of this complex age in which we live.

In the District of Columbia about 30 percent of part I offenses, or offenses of a serious nature, are committed by juveniles. This is a reality which we must face in determining the policies and procedures to be utilized for the most effective job of law enforcement. Police officers traditionally have been specifically responsible for the apprehension of offenders, but during recent years increasing stress has been placed on police responsibility as related to the prevention of crime, particularly juvenile crime. There are two primary reasons for this

shift in emphasis. First, it has become obvious that most serious adult offenders have a long history of prior offenses, usually dating back to their childhood and youth, and that criminal careers tend to progress in seriousness and intensity from trivial complaints to vicious felonies. Second, that it is economically more practicable to attempt to terminate an individual's criminal tendencies in early childhood rather than to apprehend, convict, and incarcerate the mature criminal.

If crime prevention, then, is accepted as a legitimate law enforcement function, how can we vets discharge our responsibilities in this area? From the perspective of a law enforcement officer, I believe one of the most effective deterrents to criminal activity, and particularly as it relates to juveniles, is adequate police coverage by the uniformed officer in the community. Certainly of apprehension and fear of punishment is an effective control on the conduct of each of us. Just as the driver of an automobile is not likely to commit a traffic violation while in the presence of a police officer, the juvenile offender is going to improve his conduct to the degree that he feels he cannot get away with his depredation, and that when he is caught there will be a reasonable relationship between his act and the consequences of the act.

It is with considerable hesitation that I have used the expression "fear of punishment." I am aware of studies that have indicated that long or harsh sentences are not a complete deterrent to crime; I do not subscribe to nor advocate any harshness or brutality in the treatment of any offender, either juvenile or adult. However, to live in our complex urban society it is necessary to abide by certain rules of conduct. When these rules are violated and when one transgresses upon the rights of others, he must be subjected to some type of disciplinary control as a logical consequence of his antisocial act.

For several years nearly everyone, including the police department, who handles juvenile offenders has gone to great lengths to protect the juvenile from publicity and from acquiring a police record, which is as it should be.

The CHAIRMAN. You therefore do not recommend lifting the curtain of secrecy?

Chief MURRAY. Not by any means.

However, I feel that a great many of the serious juvenile offenders have taken advantage of this desire we have to protect and assist them. I believe the time has come to deal severely with the hardened young criminals who are juveniles only in chronological age and who commit almost every crime imaginable.

Adequate police coverage has several additional advantages, among which are—the opportunity to know more thoroughly the people residing or doing business in a limited area and thus become better acquainted with their problems, to better supervise places which might tend to encourage the gathering together of youths for questionable activities, to direct children and youths toward places of constructive recreation, to demonstrate an interest in the individual and his welfare, and to more closely observe and remedy those situations which might be conducive to crime. The police officer has a responsibility to encourage children toward good behavior whenever possible and to protect them from the abuses of parental neglect or mistreatment, from exploitation in employment, and from the influences of undesirable adults in the community.

A police department has a further responsibility in that it must cooperate with other community agencies, both public and private, as well as organizations of citizens and business people, to attempt to better understand the problems of these agencies or groups as related to delinquency control of prevention, and to participate as far as possible in creating better community facilities or activities that will aid in deterring crime. A modern police department cannot isolate itself from the other constructive forces in the community. I feel that the council on law enforcement in the District of Columbia, which was approved by Congress and is a part of the District of Columbia Law Enforcement Act of 1953, will be of immense value in bringing about improvements in the field of crime and law enforcement.

Mr. Chairman, the next page and a half is a repetition of the testimony of the organization and function of the juvenile squad. I will skip over that if that is agreeable to you.

The CHAIRMAN. You have the permission of the Chair to do that, Chief, but the full statement will be incorporated in the record.

Chief MURRAY. The causes of crime or delinquent behavior are many and complex. I would like to indicate, however, the three major causes submitted by the Committee on Juvenile Delinquency of the International Association of Chiefs of Police at their last annual meeting, namely:

1. The inadequacy of home and family life and the unwillingness of parents to subjugate their personal desires to the healthy growth of their children, physically, mentally, and morally.
2. A need for revival of religious and moral standards.
3. The prevalence of entertainment and literature that tends to glorify crime and emphasize obscenity and sex.

I believe all law-enforcement officers would concur in certain basic observations.

Slums breed crime. In the most deteriorated sections of our city, criminal conduct often becomes the accepted standard of behavior.

Providing legitimate outlets for excess energy of youth during their leisure time by means of wholesome recreational and social programs is essential if we are to avoid antisocial conduct.

One of the earliest indications of potential delinquent behavior is frequent truancy from school.

Youth needs greater opportunities to find gainful employment to provide for their material wants and to keep them occupied when they leave school at the minimum age.

Every metropolitan city has within its boundaries a vast number of criminals. These hoodlums tend to become the heroes of unstable or underprivileged youths who emulate their conduct.

Parents tend more and more to leave their children at day-care nurseries, recreation centers, or theaters. Theater operators claim some parents are figuratively making babysitters of them, bringing their children to the theater early in the afternoon and calling for them late in the evening.

A steady diet of violent crime in the form of television and radio programs, motion pictures, novels, magazines, and comic books is fed to our young people day after day.

The glorification of gangsters, gunmen, and hoodlums has amounted to—not hero worship—but hoodlum worship in recent years. It cre-

ates the sort of atmosphere that appears to have existed in a recent case at one of our high schools where a boy, himself an intended victim of a crime, was later assaulted and beaten because he reported the crime to school officials and police. This is what I mean by "hoodlum worship."

A clipping from a newspaper was sent to me not long ago in which a reporter had kept a tally on the television shows in the early evening when young children ordinarily watch television. In 1 evening there were 18 assorted violent crimes against the person, including murders by shooting, stabbing, strangling, and poisoning, several assaults on the person, and other miscellaneous crimes. This, in one evening.

The CHAIRMAN. You are referring to crimes depicted on television? Chief MURRAY. Yes.

An internationally known European police official, while visiting at my office last month, told me that meetings were being held in his city, by responsible groups, to ban the showing of gangster motion pictures, all of which, he stated, are made in the United States of America.

Maj. Gen. William F. Dean, after his release from a Communist prison camp and over 3 years away from this country, stated in a press interview that he was disturbed upon his return to the United States by the crime programs on radio and television, by the comic strips and comic books at every newsstand and by the emphasis on sex—suggestive pictures and stories.

I have a clipping in the paper. I would like to quote a question to General Dean and his reply verbatim. This following verbatim exchange occurred on NBC's Meet the Press television show last Sunday with Frank Coniff, New York Journal-American.

Mr. CONIFF. General, the fact that you have been out of circulation, as you say for 3 years, may have its advantages. Coming back to America after that period, what strikes you about our country, the good and the bad, that is? Has there been anything that disturbs you?

General DEAN. I sound rather like a purist but I am disturbed by the crime programs that I hear on the radio, on television, by the comic strips and the comic books that I see at every newsstand and by the emphasis on sex, suggestive pictures, and stories and so on. I don't feel that is good for the coming generation and although we cuss about Koreans, I lived very closely to the North Korean soldiers for 3 years, lived in the same room with them, and sex does not mean to them what it means to our youth.

That is the end of his quote, but I feel, Mr. Chairman, that a steady diet of crime that I spoke of is bound to have a bad effect on youngsters. I think it is reflected in the serious personal assaults that we come in contact with.

The CHAIRMAN. It is very hard to trace, though, is it not? It is very hard to trace the connection.

Chief MURRAY. I have another clipping here, I won't take the time of the committee to read it but a 9-year-old youngster was brought into White Plains, N. Y., under date of October 1, he was brought into the police station. He had been involved in a large number of house-breakings in which safes were opened. The detectives questioning him doubted his ability to open the safe but he demonstrated that he could open the safe and he opened the one in the police station. He said he learned that from watching television shows.

The CHAIRMAN. I know how serious it can be. I have four grandchildren living with us up in my Newark home and when I am permitted to be home I am constantly turning off that television at certain hours of the day.

Chief MURRAY. Why couldn't all these media of entertainment be utilized so as to exercise a constructive influence on the youth of our Nation rather than the destructive pattern they are now following?

The problem of the mature youth who has progressed to a serious degree of criminality is one of particular concern. While it is generally not desirable to incarcerate him with more hardened adult offenders, it is equally dangerous to incarcerate him with less mature offenders in an institution without adequate custody. Providing facilities to implement the Youth Authority Act would seem desirable.

It is my belief that the many factors which tend to precipitate delinquent behavior are deep rooted in the insecurities and frustrations that exist in the social, economic, and moral structure of our society. Remedial action is a joint responsibility of the police, courts, institutions, schools, parents, newspapers, radio and television, and every other segment of our society which bears either a private or public responsibility to the children of this complex age in which we live. We must realize, as Mr. J. Edgar Hoover so aptly put it:

Crime in a community is chargeable not to law-enforcement agencies alone, but rather to the community as a whole.

In closing, I would like to add that all citizens have a duty to be law-abiding citizens, and we need the cooperation of all individuals and groups to see that our juveniles develop into this type of citizen.

The CHAIRMAN. The entire statement will be made a part of the record.

Chief MURRAY. Thank you, sir.

(The entire statement was marked "Exhibit No. 17," and is on file with the subcommittee.)

The CHAIRMAN. Now you had some observations you wished to make to this subcommittee?

Chief MURRAY. Yes. In the press recently there seemed to be some doubt as to the responsibility of the waiver of jurisdiction in case of juveniles charged with serious crime. I would like to make it clear to the subcommittee that the authority to waive jurisdiction is vested solely in a juvenile court judge. The Police Department has absolutely no authority or jurisdiction in these matters. Sometimes in aggravated cases we make a request and the juvenile court judge considers such waivers but it is only a request. We have no authority or responsibility for the waiving of these cases.

The CHAIRMAN. In that connection, Chief, we have had a lot of discussion on this subject today and part of yesterday. Would you have any recommendations that you would care to make as to the statutory changes which might be made in respect to waivers?

Chief MURRAY. Yes, I have.

Mr. Chairman, under date of December 9, 1953, there was an editorial that appeared in the Evening Star, the lead of which states, "The Public Needs Protection, Too." I will read it in part:

Federal Judge Alexander Holtzoff's stern attitude toward youthful criminals is more in accord with the public interest than the protective-arm tendency evidenced in a number of cases before the juvenile court. A study by the Star of the response to police requests in the past 6 months for juvenile court waivers of jurisdiction showed that it is not the practice of that court to surrender juvenile offenders of 16 or under to district court. In adhering to this practice the juvenile court obviously was unmoved by the seriousness of charges of the past records of the teen-agers.

Now, the editorial is lengthy. I won't take the time of the subcommittee to read it all except to say that I have great confidence in Judge

Holtzoff's knowledge and ability and I believe from his statements that he would approve that that authority be vested in the United States attorney.

I also have great confidence in Mr. Rover and in his ability and I feel that he should have some say in the waiving of serious juvenile cases.

The CHAIRMAN. Without objection, Chief, that entire editorial can be entered in the record.

(The editorial referred to reads as follows:)

[From the Washington Star, Wednesday, December 9, 1953]

#### THE PUBLIC NEEDS PROTECTION, TOO

Federal Judge Alexander Holtzoff's stern attitude toward youthful criminals is more in accord with the public interest than the protective-arm tendency evidenced in a number of cases before the juvenile court. A study by the Star of the response to police requests in the past 6 months for juvenile court waivers of jurisdiction showed that it is not the practice of that court to surrender juvenile offenders of 16 or under to district court. In adhering to this practice the juvenile court obviously was unmoved by the seriousness of charges or the past records of the teen-agers.

Judge Holtzoff, in sending an 18-year-old offender to prison for from 5 to 15 years for breaking into a home and hitting a housewife with a stick, declared he had no special sympathy for a plea of leniency based on youthfulness of the defendant. He pointed out that Washington has been suffering unduly from lawless acts of youths from 16 to 19 who were young in years but hardened and vicious in their tendencies.

It is of interest in connection with this comment to consider one of the 16-year-old delinquent cases which the juvenile court refused to let the district court handle. One of a pair of 16-year-old hoodlums arrested for the knifing and robbery of Mrs. Ruth Prebilich last October had a police record dating back to 1946, when he was charged with pulling false fire alarms. Since then he has been arrested for housebreaking in 1950, false alarms in 1951, 2 cases of assault and 2 cases of housebreaking in 1952, and 2 purse snatchings this year (not counting the slashing of Mrs. Prebilich during a pocketbook snatching). Police Chief Murray cited the Prebilich case as one justifying a waiver of jurisdiction by the juvenile court, but the police request was rejected. Because of the secrecy rules of the juvenile court, police have been unable to learn the disposition of the many charges made against this young criminal.

Judge Holtzoff recently suggested that authority to decide court jurisdiction in such cases be vested in the United States attorney rather than in the juvenile court judge. That is the practice in many other cities. In view of the failure of the present system to give adequate protection to the general public, the Holtzoff recommendation is worth careful consideration.

The CHAIRMAN. I suppose you have not studied that matter sufficiently, I mean from a legal standpoint to propose any formula or legal device by which this whole matter of waivers could be solved, have you.

Chief MURRAY. I have given it some thought, Mr. Chairman, I am a member of the council on law enforcement that I just mentioned and a committee to study the juvenile problem and waivers and so forth has been set up. They have been working and I believe making very good progress. I, being a member of the council, would like to have their thoughts on these matters and I do not happen to be a member of that particular subcommittee but I would prefer to wait until they have completed their job and made recommendations.

But I would agree that the district attorney should have some say in the waiving of cases.

The CHAIRMAN. It is the hope of the Chair—I cannot speak for my colleagues who are absent—that we will have some formula reduced

to legislative form so that we can study it before we make our report, so that we can be in a position to recommend, because it seems to the Chair there is a definite need in this area.

Mr. BEASER. Chief, did you say you thought that the district attorney should have some say in it or should have the deciding voice in the waivers?

Chief MURRAY. I think we should have the deciding voice. Mr. Chairman, of all the number of cases that Captain Ryan spoke of, that does not mean the district attorney would have to consider all those cases for waivers to court. As we know, there may be a small number of those cases that would merit prosecution in Federal court. But I do think that he should have that authority.

The CHAIRMAN. At least you think he should have concurrent authority?

Chief MURRAY. At least that, yes.

Mr. Chairman, I would like to touch on one other matter that I believe has been gone into by the subcommittee at some length about this drinking in the area of Turner's Arena. I have a report here from Captain Layton of the Morals Division, which indicates that a well-known bootlegger, who was just convicted a few days ago and had a pretty large group of men working for him—I believe several of those men have been convicted, too—was quite active in the area of Turner's Arena on selling whisky, not in the premises but to people that might be patrons of the premises.

The report is lengthy. I would be happy to leave it with the subcommittee for their information. I believe it will throw some light on that area of Turner's Arena, and I think in fairness to any legitimate businessmen in that area we should submit this to you.

The CHAIRMAN. Well. We would like to have this report. It will not be inserted in the record at this point but it may be inserted at a later point.

I want to say that although naturally the situation will always give us concern, all of us, it is one of the facets that we confront in this great problem of juvenile delinquency that is of a great major nature. Of course, it is something we want to be on guard about but we have so many problems in this field that are so vastly more important that we have to give attention to these other problems first.

While we are talking about that, does your Department regard its present role in relation to investigation of a license application to be an appropriate one?

Chief MURRAY. Are you speaking, Mr. Chairman, of the ABC?

The CHAIRMAN. Yes.

Your present role in relation to investigation.

Chief MURRAY. I haven't given it much consideration but I feel that we have a pretty good investigation of it. Of course, an application or renewal of an application, too, is publicly posted for anyone that might have any objection to it.

Mr. Chairman, I worked on ABC work back in 1934, I believe, when the prohibition law was first repealed. I came in contact with a lot of those people. Of course, there will be some violation from time to time but on the whole I would say that the overwhelming majority were very conscious that they jeopardize their license and in many cases their lifetime savings.

I think the overwhelming majority of those people are not going to take too many chances on losing their license.

The CHAIRMAN. But there are always a few who are willing to risk anything for \$1 or less?

Chief MURRAY. There are; yes.

The CHAIRMAN. We have to be on guard against those fellows because they corrupt the whole scheme of things.

Chief MURRAY. As a matter of fact, Mr. Chairman, I took a lot of them to the ABC Board for violation but I would like to repeat that most of them, I believe, really tried hard to live by the rules and regulations.

The CHAIRMAN. It has been my observation generally since I have been in Washington the last 5 years, at least where I have spent most of my time in the last 5 years, that by and large your taverns are pretty respectable places.

Chief MURRAY. I think so, sir.

The CHAIRMAN. I think probably there are some that need to be very severely disciplined.

Chief MURRAY. Mr. Chairman, I believe that an adequate number of uniform footmen on the street would be a deterrent to not only juvenile crime but to adult crime. I think that is the very best deterrent, to put foot patrolmen on the street. I am not saying we do not have enough money. We have enough money but can't recruit the full strength.

The CHAIRMAN. The subcommittee has the figures. What is your present strength?

Chief MURRAY. Mr. Chairman, it is 2,270 men. We lack about 175 men at this time. The actual force is 2,096 up to date. Now, with our retirements, our separation for other reasons, our resignations, we have picked up about 60 men since last spring, which is encouraging. We do feel that Congress was very good in granting us a pay raise and permitting us to use the funds for existing vacancies to pay men to work 6 days, which has been restricted for the most part to night tours of duty and that has been of immense value to us.

In fact, in a 4-month period through the 30th of November, August, September, October, and November, crime in the District dropped 14 percent over the same period in 1952. And I think that putting those extra men on the street had a great deal to do with that.

The CHAIRMAN. Do you find it hard to get good men, the type of men you really want to get?

Chief MURRAY. Yes. Frankly, I was disappointed that we were not able to fill our vacancies immediately after that pay raise became effective last July. But in going to the convention and talking to the chiefs of police from other cities and particularly cites that pay even more than our city—Los Angeles has \$500 more, they have \$5,100 a year where we have \$4,600 for the private—

The CHAIRMAN. That is your lowest grade, is it not?

Chief MURRAY. That is top grade, private. Our entrance salary is \$3,600. But Los Angeles and Detroit, with \$500 more per year, had more vacancies than we had and they believe it is not a question of salary alone but you have heavy employment—I guess employment is at an all time high throughout the country—but men can get jobs where they can work just at a straight daytime job.

The CHAIRMAN. How do the living costs out there compare with the living costs here?

Chief MURRAY. I think they are just as high, just about the same. Detroit is the same, but as one man that we wanted for an applicant stated, he said, "No, I am working a daytime job and there is no chance of being shot at 3 o'clock in the morning, I will be home in bed."

The CHAIRMAN. Chief, we have a number of questions that we would like to develop, we would like you to answer, to help guide us in our deliberations on some of the police aspects of the problem that we confront.

It is now half-past 5. I thought I would be well on my way to New Jersey by this time. I am willing to stay but some of the staff members have other responsibilities. I wondered if it would be convenient for you to return on Monday as the first witness?

Chief MURRAY. I will be glad to.

The CHAIRMAN. We will dispose of you as quickly as we can.

Chief MURRAY. Mr. Chairman, there is just one paragraph that fits in with that Turner's Arena that I would like to mention if I may. It will only take me one minute.

From some of those stories in the paper it might be interpreted as a lax enforcement attitude toward licensed beverage establishments.

The CHAIRMAN. I might say as one member of the subcommittee I did not gather, as some people drew the conclusion, that there was fault on the part of the police. I did not gather any such impression at all. It would be impossible to charge the policemen that were there with any acts of omission. But I did gather that there was some drinking. As I recall the testimony, the man admitted there was some drinking and they advised the police as quickly as possible. I refused to become unduly excited about some of these things.

Chief MURRAY. Of course, when those things come out we have complaints about the members of the Department.

The CHAIRMAN. It seems to reflect on you but by the same token some of the things we say come back here, are misinterpreted and we get scolded, too.

Chief MURRAY. Could I put just one thing in the record. I would like to state for the record that there is no one in the District of Columbia, a beverage dealer, a lawful businessman, or any unlawful citizen who can claim any special privileges from me. There is no member of the Police Department who can hope to avoid disciplinary action by me if he conducts himself improperly or fails to take proper police action.

The CHAIRMAN. The Chair is quite sure of that. I would like to ask you this question because we had some colloquy on it concerning the situation. Is it good policy to have police officers, members of the Metropolitan Police, in this or any other city for that matter, serving a private establishment in that way, as we have been doing in the case of Turner's?

Chief MURRAY. No, sir. Mr. Chairman, on December 15 of 1952 I made a recommendation to the Commissioners that it was harmful for use to furnish men for those details because it stripped the streets of the men that were badly needed, where crime was being committed. I made the suggestion that we try to go into the possibilities of employing volunteer men or off-duty men who would

be furnished through the Chief of Police and that salary would be at the same hourly rate that they are paid while working for us.

The CHAIRMAN. And paid to the District.

Chief MURRAY. And paid to them, yes.

The CHAIRMAN. Somebody told me about that.

Chief MURRAY. As a matter of fact, a Member of Congress drew up a rough draft of the bill and he stated that he will work on it when he gets back at the next session.

The CHAIRMAN. That may well be the solution.

Chief MURRAY. I think it will be a good one.

The CHAIRMAN. We'll see you on Monday. Before you go I want to take this opportunity again to thank the Metropolitan Police and its Chief for the wonderful cooperation that this subcommittee has had ever since we opened our doors.

Chief MURRAY. Thank you, sir. I sincerely hope that you can help us in this problem.

The CHAIRMAN. I also appreciate, Chief, the service of your detective, Joseph F. Longo, who has been so helpful to the subcommittee's staff and the members of the subcommittee.

Chief MURRAY. Thank you, sir.

The CHAIRMAN. The subcommittee stands in recess until Monday morning at 10 o'clock.

(Thereupon, at 5:30 p. m., the hearing recessed on Friday, December 19, 1953, until Monday, December 21, 1953, at 10 a. m.)



# JUVENILE DELINQUENCY

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MONDAY, DECEMBER 21, 1953

UNITED STATES SENATE,  
SUBCOMMITTEE OF THE COMMITTEE ON THE JUDICIARY  
TO INVESTIGATE JUVENILE DELINQUENCY,  
*Washington, D. C.*

The subcommittee met at 10 a. m., pursuant to recess, in the old Supreme Court room, the Capitol, Senator Robert C. Hendrickson (chairman of the subcommittee) presiding.

Present: Senators Hendrickson, Kefauver, and Hennings.

Also present: Herbert Wilson Beaser, assistant counsel, and James Bobo, assistant counsel.

The CHAIRMAN. The subcommittee will be in order.

The subcommittee will resume with the testimony of Chief Murray.

Chief, you were sworn on Friday, last, so it will not be necessary to swear you again.

## TESTIMONY OF ROBERT V. MURRAY, CHIEF, METROPOLITAN POLICE DEPARTMENT, DISTRICT OF COLUMBIA, ACCOMPANIED BY JOHN F. RYAN, CAPTAIN, JUVENILE SQUAD

MR. BEASER. Chief, I understand you have some material you would like to enter for the record, some statement you want to make.

Chief MURRAY. Yes; there is a little additional information I want to bring to the attention of the subcommittee.

The CHAIRMAN. All right, proceed in your own way.

Chief MURRAY. Mr. Chairman, there was some testimony here about servicemen being victimized by what was referred to as procurers. I would like to give the subcommittee a little further information on that.

We have had quite a few cases of that kind. It is not actually procurers; it is men who victimize servicemen by pretending that they will find a prostitute for them, but they actually flimflam them out of money. We have had many, many arrests for such type of cases.

In relation to the prostitution in the District, I would like to read a clipping under date of January 6, 1953. The heading is "Vice Survey Praises D. C."

Commercialized prostitution continues to be almost nonexistent in Washington, the executive secretary of the District Social Hygiene Society declared yesterday.

The CHAIRMAN. Where did this article appear, Chief?

Chief MURRAY. It appeared in the Washington Daily News under date of January 6, 1953.

The statement of Ray H. Everett was based on a study conducted here during the last year by workers of the American Social Hygiene Association.

They found that Washington apparently has no streetwalkers or brothels and that cabdrivers and bellhops cannot be induced to provide "go-between" service.

Credit for this goes to our very active vice squad which keeps Washington the cleanest large city in the world, Everett said.

This is especially difficult to do here because the prostitution racketeers would love to get a toehold in Washington which attracts great numbers of unattached men with large amounts of money.

That survey was made individually and unknown to the Washington Police Department. I thought in fairness to the subcommittee they should have that information and in fairness to the police department I should make that statement.

The CHAIRMAN. The subcommittee is glad to have the information, Chief. The articles will be made a part of the record.

(The article referred to was marked "Exhibit No. 18" and is on file with the subcommittee.)

Chief MURRAY. That practice of victimizing servicemen, it is known to the police as the Murphy game.

In other words, it is just a swindle. We have 20 cases listed here which were made in the past year.

I might say that we work very closely with the armed services police even to the extent of posting notices around the various service camps in the Washington area of the practice that these people use against servicemen.

I would like to leave also the names of the men arrested and the disposition and the cases.

The CHAIRMAN. Let that be exhibit No. 19.

(The report was marked "Exhibit No. 19," and is on file with the subcommittee.)

Chief MURRAY. One other matter I would like to touch on, Mr. Chairman, is narcotic addiction. I don't believe it has been brought out here, but I feel that the subcommittee should know that the picture in narcotic addiction is not as bad as it might be.

Of course, we feel that even a single case of addiction among juveniles is bad.

The CHAIRMAN. There is no question about that.

Chief MURRAY. Yes, but during the past year our narcotic squad, I think, has done a wonderful job. We have but 9 cases of juveniles known to use narcotics under the age of 18.

Of that number, 1 is 17 years 11 months; 1 is 17 years 2 months; 17 years 10 months; 17 years 7 months; 17 years 5 months.

Another one is 17 years 10 months. Sixteen years 4 months; 16 years 1 month, and the youngest is 15 years 6 months.

Now, this information was gathered from our narcotics squad, from the Federal Bureau of Narcotics, and from the various institutions where addiction or the use of narcotics was brought to the attention after they passed through the hands of the police.

So there are only 9 cases under the age of 18 years known to the police and other authorities in the year 1953 in the District of Columbia.

The CHAIRMAN. That is very interesting. Let that be exhibit No. 20.

(The report was marked "Exhibit No. 20," and is on file with the subcommittee.)

Mr. BEASER. Is there anything else you wanted to add?

Chief MURRAY. I believe there was another item. Since I testified last Friday, I received a copy of a magazine, the Ladies Home Journal, the November 1953 issue, which contains an article by one Frederick Wertham, M. D., and it is entitled "What Parents Don't Know About Comic Books." I would like to leave that with the subcommittee if they feel they would like to have it in the record.

I think it does emphasize what I stated here Friday about the danger of those books. I understand from this article that there are some 90 million copies a month distributed throughout this country.

The CHAIRMAN. Your article will be made a part of the subcommittee's files, but not incorporated in the record.

(The article referred to was marked "Exhibit No. 21" and is on file with the subcommittee.)

Chief MURRAY. One of the statements, Mr. Chairman, is: "The keynote of crime-comic books is violence and sadism," contempt for law and order; in fact, for anything decent. Some of those things must be the product of a diseased mind. They are bound to do tremendous damage to young people.

I wish the subcommittee would take time to look at that article.

The CHAIRMAN. The subcommittee will do that, you may be assured.

Mr. BEASER. Captain Ryan, Friday afternoon, made a number of recommendations. I wonder if you would care to comment on those. Are you in accord with them?

Chief MURRAY. No; not entirely. When Captain Ryan forwarded those recommendations to me I forwarded them intact to the subcommittee with the notation that these were his recommendations and while I was not in complete accord with all of them, I felt I should forward them to the subcommittee as they were.

One thing I would like to comment on is the curfew. Of course, a curfew would be wonderful, but we couldn't say we could enforce a curfew in this city and I don't think the police department of any large city could enforce a curfew.

I think a curfew is something that the parents will have to enforce on the children. I would say it would be good if we could work it, but I know we don't have enough policemen to enforce it.

Parental responsibility is also good in theory, but most of the parents whose children are in trouble, not all, but a great many of them, don't have any money to start with. A good many of them are poverty stricken and to impose further penalties on them would not be workable.

I would agree that it be left to the discretion of the judge and where a parent is able to assume responsibility or make restitution, that it be done.

He has here about a board of censors. I, as a matter of fact, have taken that matter up with the law enforcement council with the idea of having some sort of board of review to review these various things that I have mentioned here Friday, the books, and crime comics and so forth, indecency in publications.

Mr. BEASER. So many other cities have a board of censors, have you any information how those are working out?

Chief MURRAY. I understand they are working out very well. Detroit, for instance, has one, and I understand it works out very well.

I think it would be something worthwhile to try here because I do think that the stand should be cleansed of a lot of that material. That is not covered by law now.

Mr. BEASER. Were you going to touch on specifically the first recommendation by Captain Ryan on the exclusion of armed services men from the Juvenile Court Act?

Chief MURRAY. My first thought on that was that I would oppose that because I thought it might discriminate against servicemen, but after talking further with Captain Ryan I think his recommendation was made for the purpose of helping the servicemen rather than to harm him.

So I would give that favorable consideration. I don't feel that a serviceman who is picked up on a minor charge should be committed to the Receiving Home, where if he wasn't a serviceman he could be turned over to a parent or guardian.

Mr. BEASER. I wonder, Chief, whether by simply amending the Juvenile Court Act in a small way to permit a serviceman to post bond, at the present moment it has to be posted by guaranty, return must be guaranteed by his parent or guardian—by making a special exemption that way you save a serviceman a criminal record.

Chief MURRAY. Yes; I would like to give favorable consideration to that after further conversation with Captain Ryan.

Mr. BEASER. Were you going to talk at all about the definition of truancy?

Chief MURRAY. I would rather leave that to the school authorities. It does seem to me that if a boy can go to school just once every day and not be considered a truant, it seems to me to be a little bit liberal, but I would rather the school passed on that.

Mr. BEASER. I would like to return a little bit to the total strength of your department, Chief. How does it compare with comparable cities?

Chief MURRAY. It is pretty hard, Mr. Counsel, to make a comparison with cities for this reason: I feel that you must consider your overall strength of policemen, your overall strength of civilian employees. Some cities who have maybe a couple hundred fewer police officers may have two or three hundred more civilian employees.

I feel, too, that we have a situation here as the Nation's Capital that no other city has. For instance, we have to use about 14 men on an average of an 8-hour tour of duty, 365 days a year, on strictly Federal functions, such as visiting dignitaries and details and so on, which other cities, if they have at all, have to a very lesser degree.

Another thing, just in the case of the Rosenberg pickets that came here, it cost this Department more than \$10,000 in service to furnish police protection there around the White House and where they were picketing around the Capitol. That not only in dollars and cents, but it also takes the manpower away from other duties which we feel is bad.

Mr. BEASER. Would you say that you have fewer men than a city of comparable size?

Chief MURRAY. When we consider all these other things, I think we have fewer men available for the regular routine police duties; yes, sir.

Mr. BEASER. How do footmen compare with other cities?

Chief MURRAY. I think it will compare favorably with the number of footmen we have on the street with other cities. In the year 1951 we had 355 foot patrolmen average per day and that is for the 3 tours of duty, for the entire city. In fiscal year 1952, we had 313 men for foot patrol duty.

In the fiscal year 1953, it dropped down to 241 for the 3 tours of duty. However, that has been corrected to a great extent by Congress giving us permission to use appropriation for existing vacancies to pay men to work a sixth day, which I would say permits us to put more than an average of a hundred more men on the street.

We started that on August 1, 1953, and for the 4-month period following August 1, crime dropped down 14 percent over the same 4-month period of 1952, when we did not have that many patrolling the street.

I think the foot patrolman on the street is the answer or deterrent to crime, both juvenile and adult. I think that if we can have an adequate number of foot patrolmen on the streets that it will reduce both categories of crimes.

Mr. BEASER. These men you have put on an extra tour of duty to raise the number of men in the street, are they regularly assigned to particular beats so they can get to know the children on the beat?

Chief MURRAY. Yes, sir. What we do, we have confined the use of that service to privates of the Department and detectives, mostly in the 4-to-12 and 12 midnight section. Nearly all that manpower is used in the night tours of duty.

Mr. BEASER. So there is an opportunity for the men to know the children, but those are the children that might be out at night; is that it, that they get to know?

Chief MURRAY. We feel that the man on the beat gets to know the children, the adults. I have said many times that the uniform foot patrolman is the best single deterrent to crime that there is and the police chiefs all over the country are in agreement with that statement.

Mr. BEASER. There has been some testimony that if some of the applicable laws were changed so that these places of amusement could be accessible from the sidewalk as far as view is concerned, that might ease the policeman's lot in his patrol. What do you think of that statement, if the establishments were required to maintain a place in such a way that the patrolman could look in every time that he could have an easier job of patrolling?

Chief MURRAY. I imagine it would make it easier if he could see in there and be seen. I think it probably would be easier.

Mr. BEASER. The statement is made that that is the system in a number of other cities which has eased the patrolman's lot.

Chief, as far as the juvenile squad is concerned, how many men do you think you need to bring it up to the strength you think it should have?

Chief MURRAY. That is a hard question because every man that is put into plainclothes work must eventually or in some manner be taken from the foot patrolmen on the streets so it is a question of spreading your force to the best advantage.

It is true we could use a few more men in the juvenile squad and if our force was brought up to the strength that has been recommended

by every chief of police since 1945, and also by outside agencies who have studied the situation, such as the Criminal Justice Association, they have all recommended a minimum force of 2,500 men.

Now, in fairness to Congress on that, I think probably they would let us have that many men when we can show that we can fill our vacancies. I think the thing that has deterred the strengthening of the force to that figure is the fact that we have not been able, even since we got the past raise last July 1, to fill all vacancies.

The CHAIRMAN. 2,500 would furnish an adequate force, then?

Chief MURRAY. Yes, sir; that would be my opinion, that it would give us a man to cover each beat for the three tours of duty.

You see, Mr. Chairman, under the present situation a police officer works a 40-hour week, 5-day week, yet we must provide police coverage 7 days a week and 24 hours a day. So when we say we have a force of 22,000 men, or 2,200 men, we don't have those men all at one time.

These figures that I just mentioned about 300 men on foot for the 3 tours of duty, a daily average of three-hundred-some, I think that gives us a little clearer picture of how many policemen we have available.

Mr. BEASER. You say you have how many squad cars out at all times on the juvenile squad?

Chief MURRAY. We have 3 cars out in the evening and I believe after midnight they have 1 car.

Mr. BEASER. Do they check up on children they see wandering around, or is that the precinct man's job?

Chief MURRAY. Well, they are still police officers and they are supposed to check up on anything that they think might be delinquency or might lead to delinquency.

I might say along those lines that many complaints, or several complaints that have come to me have been referred not only to the precinct but to Captain Ryan so that his men may give attention to some certain area where there were complaints.

Mr. BEASER. In other words, their instructions as they cruise around are that if they see a child wandering around, to stop and question him or would that be the cruiser's job?

Chief MURRAY. Could I read an order that I sent out here on August 28? I think that it might be helpful to the subcommittee.

GOVERNMENT OF THE DISTRICT OF COLUMBIA

METROPOLITAN POLICE DEPARTMENT

AUGUST 28, 1953.

MEMORANDUM ORDER No. 41, SERIES 1953

Subject: Complaints of groups of teen-age boys being disorderly at late and unusual hours of the night.

*To the Force:*

Headquarters has received a number of complaints recently that there are groups of teen-age boys roving about the streets and small parks of the city, usually during the night hours, and as late as 1 or 2 a. m.

Complaints indicate that many of these boys carry sticks and apparently roam the streets just looking for trouble, are loud, boisterous, and in some cases disorderly.

Section 22-1107 of the District of Columbia Code, entitled "Disorderly Conduct" is published for your information and guidance:

"D. C. Code, section 22-1107 (Unlawful Assembly—Profane and Indecent Language) is amended by striking out (twenty-five dollars) and inserting in lieu thereof '\$250 or imprisonment for not more than ninety days, or both.'

"D. C. Code is further amended by adding the following new section:

"Whoever, with intent to provoke a breach of the peace, or under circumstances such that a breach of the peace may be occasioned thereby—

"1. Acts in such a manner as to annoy, disturb, interfere with, obstruct, or be offensive to others;

"2. Congregates with others on a public street and refused to move on when ordered by the police;

"3. Shouts or makes a noise either outside or inside a building during the nighttime to the annoyance or disturbance of any considerable number of persons;

"4. Interferes with any person in any place by jostling against such person or unnecessarily crowding him or by placing a hand in the proximity of such person's pocketbook, or handbag; or

"5. Causes a disturbance in any streetcar, railroad car, omnibus, or other public conveyance, by running through it, climbing through windows or upon the seats, or otherwise annoying passengers or employees,'

shall be fined not more than \$250 or imprisoned not more than 90 days, or both" (sec. 211).

Commanding officers shall advise all members of their commands that crime statistics indicate that the age of juvenile offenders is constantly lowering. A large proportion of crime is being committed by juveniles 15 years of age and younger. This should be given serious consideration by every member of the department.

While the department is anxious to work with juveniles in the prevention of crime, the personnel rights and property rights of law-abiding citizens must be protected and proper police action must be taken to curb the conduct of some juveniles, which ranges from disorderly conduct and vandalism to more serious crimes.

ROBERT V. MURRAY, *Chief of Police.*

INDEX SUBJECTS:

Juveniles and teenagers, disorderly at late and unusual hours of night.

Teenage boys, disorderly at late and unusual hours of night.

Chief MURRAY. I would like to put that in the record.

The CHAIRMAN. That will be incorporated in the record at this point in connection with your testimony.

Chief, I do not think we have had any testimony from your department as to just what type of training your officers get after they come on the force in respect to the juvenile problem.

Chief MURRAY. Mr. Chairman, most of the training that they have gotten or, I would say, all of the training, has been from practical experience in the handling of cases. We have not had the manpower nor the facilities to give them any advance training in that field.

There have been members such as Captain Ryan that we sent to the 12-week FBI course, key members, which was not specifically for juvenile work, but I think it was very helpful to him.

I think we have also sent Captain Ryan to a course in human relations in Chicago and any course that we think might help him as the head of the squad we have undertaken to do.

But the members of the squads themselves are selected by Captain Ryan, who interviews them and no man is sent into the squad unless Captain Ryan recommends it.

As I say, he selects them because he feels that they will be men who can work with juveniles.

The CHAIRMAN. Of course, the juvenile squad is especially trained, but how about the new patrolman who comes on the force?

Chief MURRAY. The new patrolman, Mr. Chairman, only has his recruit training which was 4 weeks, but which I advanced to a 12-week

course. He gets the regular routine training, not any specialized training.

I would like to ask Captain Ryan.

Captain RYAN. I am instructor in the training school for each class.

Chief MURRAY. Captain Ryan does instruct in each rookie class that we get in.

The CHAIRMAN. Captain Ryan instructs all the new men?

Chief MURRAY. Yes, sir.

Mr. BEASER. Chief, is there any place that you would be able to send them to for training for the juvenile squad?

Chief MURRAY. I don't know of any in the city, sir.

Mr. BEASER. In the East?

Chief MURRAY. What special training did you have in mind?

Mr. BEASER. Well, any special courses especially designed for juvenile officers such as they have out in Berkeley, Calif.

Chief MURRAY. I don't know of any such course in the East.

Mr. BEASER. Do you think there is a need for the establishment of such course for juvenile squad officers?

Chief MURRAY. I can't see any great need for that; no, sir, because the juvenile officers handle all juvenile cases.

Of course, the juvenile is picked up by members of the force, but the juvenile officer is called into the case and helps to prepare the case and then handles it in court. Of course, as Captain Ryan testified the other day they do have the social workers attached to the juvenile court itself who I believe screen out the cases before they go to the judge.

Mr. BEASER. I was talking particularly of the juvenile officer and what training he could get outside of your own department.

Chief MURRAY. If there can be shown any need for that, I would be happy to look into it, but frankly, I don't see any great need for it.

The CHAIRMAN. There was testimony presented before this subcommittee in its initial hearings by some authorities on the subject of juvenile delinquency in which we were urged to promote if we could especially trained officers in the juvenile field.

I think Judge Gill was one of the witnesses who urged such a course. Judge Gill of Connecticut, it was.

But it is one of those things the subcommittee would like to explore and think about. If you could bring us any recommendations at any time before we cease to exist as a subcommittee, I will appreciate it very much, chief.

Chief MURRAY. If there are any studies of that kind, or any services of that kind that would help us in the handling of juveniles, I would be most happy to bring it to the attention of the subcommittee.

The CHAIRMAN. We are informed that this course they have in California works out very well.

Are there any further questions?

Mr. BEASER. I have one further question.

There has also been testimony here so far as the sale of intoxicating beverages to youngsters that the law should be amended to prohibit the sale of any intoxicating beverages, including beer, to a youngster under 21. Would you have any comment on it? Are you for it, or against it?

Chief MURRAY. I would rather give that a little study. I do know, Mr. Counsel, when I was working on that ABC work in 1934 and 1935,

when the prohibition law was repealed, that it was right hard even then, and it still is today, for the licensee or his employees to distinguish between an 18-year-old and a 19- or 20-year-old.

I understand in some cities that they have to be 21. That is my understanding.

Mr. BEASER. That was the basis for the recommendation?

The CHAIRMAN. Detection would be easier if the age was 21, would it not?

Chief MURRAY. Yes.

Mr. BEASER. I have no further questions.

The CHAIRMAN. Chief, again I want to thank you for the assistance you have given this subcommittee. I want you to feel quite free to make any suggestion or recommendations in this rather vast field if it occurs to you that you can be helpful to us.

Chief MURRAY. Thank you, sir.

There is one thing I would like to add. I touched on Friday about waivers in juvenile cases. I feel, Mr. Chairman, that where any serious crime has been committed, whether it is by a juvenile or an adult, that the United States attorney should at least look into the case. I think if a lot of these hardened young criminals know that if they commit a big crime that they may get big punishment, that it will deter a lot of that crime.

There was some comment here the other day about whether any juveniles had been heard to say that "You can't do anything to me because I am a juvenile."

Well, back as far as 1947, when I was in charge of the robbery squad, the detective bureau, we had a group of juveniles ranging in age from 13 to 17. I think there were seven boys altogether, and they had committed some particularly vicious assaults and robberies. Two of the victims had been hospitalized with broken jaws. Some of the others had been put in the hospital with lesser injuries. We had them all in the robbery squad, and they had stolen billfolds and wristwatches.

I heard the smallest boy, 13 years old, talking to the others, and assuring them, "We don't have to worry about anything; we are all juveniles, they can't do a thing to us, so what are you worrying about?"

That was some 6 years ago. I feel that if the juveniles in this city know that if they commit a serious crime that the United States attorney may prosecute them in the district court, I feel it will have a very sobering effect on them.

Now, about the disposition of cases; that was mentioned the other day, too. I believe that we should have the dispositions of the cases. In other words, as Captain Ryan testified to, if you get a boy in for a serious crime, like one case that we mentioned where this youngster had knocked a woman down and cut her with a penknife and stolen her pocketbook, we should know whether that boy had been in or out so we could check into his activities.

I see no harm in having the disposition in those cases.

The CHAIRMAN. Senator Hennings has just arrived. I wonder if he has any questions he would like to ask the Chief.

Senator HENNING. No, I have not at this time, thank you, Mr. Chairman.

The CHAIRMAN. Are there any further questions by counsel?

Mr. BEASER. I have no other questions.

The CHAIRMAN. Chief, aside from the recommendations which have been made by Captain Ryan, that you have made yourself, have you any other suggestions which this subcommittee might follow in its effort to help you and help the people of the District reduce juvenile delinquency in the District?

Chief MURRAY. Yes, sir. I have mentioned them, but I will repeat them.

I think that if we have a full force, an adequate force of uniform patrolmen on the street, that would be a great deterrent to juvenile and adult crime.

No. 2, I feel that the United States attorney should have a voice at least in any prosecution of any serious crime, whether committed by a juvenile or an adult.

Three, I feel that we should have the dispositions on juvenile cases. They are booked now under our present system. I don't see any additional harm in having the dispositions on those cases.

Now, there was some comment here—this is not in line with your question, Mr. Chairman—but there was some comment here Friday about whether or not there had been an increase in juvenile cases. There has been an increase in juvenile cases.

And, above all, the seriousness of the cases has increased, not only here, but I think you will find that all over the country. The juveniles are more prone to commit crimes of violence and the age group is constantly lowering, so it is not unusual for a 12- and 13-year-old boy to commit a vicious assault and robbery or to open a safe.

In fact, I testified here Friday about a 9-year-old who had opened safes in the State of New York.

The CHAIRMAN. The Chair recalls that testimony.

Senator HENNINGS. Has the Chief completed his observations?

Chief MURRAY. Yes, sir; I think so.

Senator HENNINGS. What do you attribute that to?

Chief MURRAY. The juvenile violent crime?

Senator HENNINGS. Yes. What do you attribute to the increase in juvenile crime and the character and nature of juvenile crime, departing from the trend that you heretofore noted in terms of the offense and the seriousness of which, if they were adults, would bring them in the United States court as misdemeanors?

Chief MURRAY. Senator, when I testified here Friday—

Senator HENNINGS. I must at this time say, Chief, I regret very much I was not here for your testimony. I am a member of another committee which is meeting at the same time. I had to be at that committee in the afternoon.

Chief MURRAY. Yes. I put this in the record last Friday. Could I touch briefly on it, sir?

Senator HENNINGS. I would be very happy if you would. I do not want to impose on the time of the subcommittee or your time with repetitious testimony.

Chief MURRAY (reading):

A steady diet of violent crime in the form of television and radio programs, motion pictures, novels, magazines, and comic books is fed to our young people day after day.

The glorification of gangsters, gunmen, and hoodlums has amounted to—not hero worship—but “hoodlum worship” in recent years. It creates the sort of atmosphere that appears to have existed in a recent case at one of our high schools where a boy, himself an intended victim of a crime, was later assaulted and beaten because he reported the crime to school officials and police. This is what I mean by “hoodlum worship.”

A clipping from a newspaper was sent to me not long ago in which a reporter had kept a tally on the television shows in the early evening when young children ordinarily watch television. In 1 evening there were 18 assorted violent crimes against the person, including murders by shooting, stabbing, strangling, and poisoning, several assaults on the person, and other miscellaneous crimes. This, in one evening.

Maj. Gen. William F. Dean after his release from a Communist prison camp and over 3 years away from this country stated in a press interview—this is following a verbatim exchange with Mr. Coniff:

“General, the fact that you have been out of circulation, as you say, for 3 years, may have its advantages. Coming back to America after that period what strikes you about our country, the good and the bad, that is? Has there been anything that disturbs you?”

“General DEAN. I sound rather as a purist, but I am disturbed by the crime programs that I hear on the radio, on television, by the comic strips and comic books that I see at any newsstand and by the emphasis on sex, suggestive pictures and stories, and so on. I don’t feel that is good for the coming generations. And although we cuss about Koreans, I lived very closely to the North Korean soldiers for 3 years, lived in the same room with them. Sex does not mean to them what it does to our youth.”

Inspector Blake has some material, Mr. Senator, that I looked at this morning before coming over here. It is very bulky. It would take two men I believe to carry it all. It is appalling, stuff that is sold under the counter, stuff that is sold over the counter.

Senator HENNINGS. You mean pornographic?

Chief MURRAY. Yes; and what they call crime books of which there are 90 million published each month. It is a blueprint for crime.

The keynote of it is violent crime and sadism. I think it is bound to have a terrible effect on the young people of this country and to make crime commonplace, that it is the thing to do.

As I mentioned before you came in this morning, a lot of that stuff must be contrived by diseased minds and put out and circulated in public.

Now, one other thing—this note calls it to my attention—about the testimony on the increase in juvenile complaints. Now, in the spring of 1951 we put an order out to the force, particularly the juvenile squad, that any case that would amount to a felony if committed by an adult, or any aggravated misdemeanor, would not be retained by our squad and a hearing held with the parents, but would be sent to the juvenile court for disposition.

I believe that was used here Friday as a reason why there was an increase in crime; in other words, that the increase was in statistics only.

But that was in 1951. We had a genuine increase in 1953 over 1952.

Senator HENNINGS. Chief, do you think these hearings we have been holding have been of any value insofar as you are acquainted with what we have undertaken to develop here?

Chief MURRAY. Yes, sir; and most helpful.

Senator HENNINGS. I do not ask you to say something that is pleasing to the subcommittee, but do you think that as a result of these hearings that we have, among other things, helped to point up and draw attention to the acute nature of this problem?

Chief MURRAY. I do, Mr. Senator. As I told Senator Hendrickson Friday when I came here, the last Congress has been very helpful not only to the Police Department of the city, but to law enforcement in general. I was very hopeful that this subcommittee would help us as much as the last Congress did in this problem of juvenile delinquency.

It is a serious problem and I think we should all be concerned about it. It has been a serious problem for some years. But I think we can get the best of it; I think we can control it, and I think one of the keypoints to control is to let the hardened young criminal know that if he commits a serious crime he is going to be taken into the district court and given adequate punishment for his crimes.

Now, I don't mean a boy that has committed his first crime. I think the first offender should be given every consideration—of course, if it is not too serious a crime. But when they commit one serious crime after the other, I think they should be punished severely.

The CHAIRMAN. Thank you very much, Chief.

Counsel will call the next witness.

Mr. BEASER. Captain Gainey.

The CHAIRMAN. Captain Gainey, will you be sworn?

Do you swear that the evidence you will give before this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Captain GAINNEY. I do.

#### TESTIMONY OF CAPT. MARY GAINNEY, CHIEF, WOMEN'S BUREAU, METROPOLITAN POLICE DEPARTMENT, WASHINGTON, D. C.

The CHAIRMAN. Captain, will you state your full name and occupation and address, for the record?

Captain GAINNEY. Mary Gainey, 1916 Rhode Island Avenue NE. Office address, 1224 Fifth Street NW., which is the Women's Bureau.

Mr. BEASER. Would you state for us the duties and functions of the Women's Bureau, how it is organized, what it does, and how it does it?

Captain GAINNEY. It was organized 35 years ago after the First World War when it became apparent that women with police authority could be very helpful in police departments. We were established to deal legally and socially with all of the women and children who come to the attention of the police, either as criminals or as victims of crime or in any other way.

We were also to include in our program something which is very important, I would think, that was the patrol of public places of amusement, places where the public gather, these taverns, bus stations, railway stations, hotel lobbies.

In the early days of our service when the town was very much smaller, we were able to do some of that with very good results. There are so many of them now and there are so few of the policewomen that that phase of our work is not being followed very systematically. We do it at times when we go on call.

Two, the policewomen's service was given the investigation of such things as dependent and delinquent children, abused children, cruelly treated children, deserted babies—there are quite a few of those—the lost children, any stranded women that might come.

The CHAIRMAN. You say there are quite a few deserted babies?

Captain GAINNEY. Not now. I must take that back. I don't think you would call it quite a few in a community of this size, but there are some.

The CHAIRMAN. In the course of a year, how many deserted babies would you have?

Captain GAINNEY. Probably it wouldn't average one a month, perhaps.

In addition to the regular squad work of the policewoman, we operate the house of detention for adults. In the house of detention some 8,000 women who are arrested by the police during the year pass through.

The CHAIRMAN. Eight thousand women and what proportion of those women would be juveniles?

Captain GAINNEY. None of them, sir. We do not shelter the juveniles. They are taken care of by the Board of Welfare.

And in this house of detention each of those women that come through has to be identified by the policewomen, their records made and taken to court the next morning.

In their problems that they have that we deal with we try to use the social technique of case work in taking care of these problems.

The policewomen do not function in the police department as social workers, but they all have social work training and in a limited way they diagnose the cases and refer them to the best community agent in the city that they think can be of service.

Mr. BEASER. Captain, exactly how does the bureau function in relation to a juvenile? A girl is picked up by a precinct officer; is that it, and brought to the station house?

Captain GAINNEY. Yes.

Mr. BEASER. And then you are called?

Captain GAINNEY. Well, we are called, if they should take them to the station house, but they usually bring them up to our building.

Mr. BEASER. Now, do you process the juvenile from then on?

Captain GAINNEY. We do. We get the history of whatever happened and then we send for the parents and if the parents are reliable and will sign responsibility for them, we turn them over to them.

If the case is one that we think can be helped by no other agency in the city except treatment by the juvenile court, we file the petition in the juvenile court within 24 hours.

If the parents feel they cannot take care of that child, that it would runaway or it would be disastrous if we did not keep it overnight, we take that child, a girl, to the Receiving Home for Children where it is sheltered and produced in court or returned to its parents on order of the court.

Mr. BEASER. Do you go and testify in the child's case in juvenile court?

Captain GAINNEY. Yes; the policewoman who has knowledge of it will go when called to juvenile court.

Mr. BEASER. You testify in most cases?

Captain GAINNEY. In each case? No; they only go when the court summons them.

Mr. BEASER. In how many cases would that be, percentagewise?

Captain GAINNEY. That, I don't know. I think the usual procedure is if the child is not denying the misconduct, perhaps there is no need

for the officer to testify because her information is already on the court record.

Mr. BEASER. Does the court notify you as to disposition?

Captain GAINNEY. No; they do not, not now.

Mr. BEASER. Do you think you need the disposition of the juvenile, the girl, in your work?

Captain GAINNEY. No, sir; I don't think it makes any material difference with our work. I can readily see how it does with the work with boys.

Mr. BEASER. What is the difference, Captain Gainney?

Captain GAINNEY. This is how it looks to me: Sometimes the juvenile squad are looking for unknown boys described as having engaged in some violent crime. I think if they had the disposition of some of the cases they could probably eliminate anybody they knew was already in some secure institution. In that way I think it would be helpful to them.

Now, with us, we don't have that particular problem. We would file the petition on the child regardless of whether she was on probation or not. That would not be the deciding thing at all.

I think welfare institutions that have to receive these children perhaps would be benefited by knowing something of their background.

Mr. BEASER. Do you book the girl in your Bureau?

Captain GAINNEY. Yes; we book them on our own arrest book, or sometimes in the station, but the policewomen decide whether they shall be booked or not.

Mr. BEASER. In the case of the juvenile the arrest booking does not show any disposition?

Captain GAINNEY. The disposition on our books is as to juvenile court.

Mr. BEASER. And that is all?

Captain GAINNEY. Yes; and the only way I think it could benefit the child to have disposition on our book would be if it was a dismissed case. The other would not benefit the child.

The CHAIRMAN. Under the procedure your records do not show ever whether a case was dismissed; is that correct?

Captain GAINNEY. No, sir; they do not.

Mr. BEASER. You say, Captain Gainney, sometimes in the past you were able to police some of these taverns and amusement places.

Captain GAINNEY. Yes.

Mr. BEASER. How late did that continue? Up until what date?

Captain GAINNEY. I would say along about the late forties; maybe up to 1948 we did some of it, but none of it was done as systematically as we would like to have it because I think it is productive of more good if it is done nightly.

Mr. BEASER. You used to have policewomen going to all these places?

Captain GAINNEY. We have a couple of them.

Mr. BEASER. Two of them?

Captain GAINNEY. Yes; just about that. I really think that the police inspection of those places is good in many ways. It may not perhaps be that so many juveniles are actually in there and drinking. I know when I have gone into those places I got the impression of "My, how young these patrons are. We must do something about it."

But by the time you sorted them out, investigated them, and found out who and what they were, there were not too many in there of the juvenile age.

You know, it is a very difficult thing to tell a 17½-year-old girl from one who is 18. It is very hard.

Also, even older ones look quite young because of the way they dress, maybe the way they act. And while when you first look at it you think there are many of them there below the age of 18, without having an investigation made you would never come upon an answer as to how many are there.

MR. BEASER. Do you think the enforcement problem as far as the juvenile is concerned would be easier if the minimum drinking age for any intoxicating beverage was 21?

Captain GAINNEY. I am not so sure about that.

MR. BEASER. Getting back to your visitations which you used to make to these places, how many additional women would you need in order to resume that function?

Captain GAINNEY. I have recommended that our staff be 50, if possible. It is very difficult to get women for police work. I will tell you why.

The hours, the salary, and the conditions under which they work. You see, we are working around the clock because police service would be no good at all if we weren't available when wanted and most of the people going to work nowadays want their evenings off; they want their weekends off. They like to have their holidays off and you know, come Christmas Day some of us are working, and all that sort of thing.

So it is difficult to get people to fill those positions.

MR. BEASER. Are you often called upon by complaints from the public that this little girl is running around late at night and something should be done?

Captain GAINNEY. Yes; we get complaints from the public, from the agencies, and most of the complaints from our own Police Department who are there and observe these things happening.

The policeman, although he would not admit it, I am sure, should be and is a very good social worker. He is right there before things happen. He is right there when they happen.

It is through him that they get to us and through us they get to the treatment agency.

So I think he is the beginning of the social work and an awfully good social worker when he is alert to what is going on.

MR. BEASER. What do you do about these complaints about the girl running around late at nights? Does one of your policewomen investigate?

Captain GAINNEY. Yes; we go right into the home in those cases. That is what they seem to be trying to do now, although we have always done it, is to go into the home. They call it reaching the unreachable.

MR. BEASER. Supposing you find a home situation with a badly disturbed girl who needs, say, psychiatric treatment. Do you refer that to some agency in the community?

Captain GAINNEY. That is arranged for in whatever way is indicated. In order to get children to clinics there is such a long waiting

list—we are able sometimes to get an appointment for them, but they have to wait so long that the parents get weary and sometimes do not take the child at all.

Mr. BEASER. In other words, there is no facility available?

Captain GAINNEY. No, sir; there is quite a lack of it. It was brought out in the committee last year that there is quite a lack of treatment centers for children and adults.

Mr. BEASER. We have had some testimony here, too.

If you have this disturbed youngster running around late at night, who needs psychiatric treatment, he cannot get that for 6 months, you say?

Captain GAINNEY. I think it is all of that.

Mr. BEASER. Do you refer them to the Department of Public Welfare?

Captain GAINNEY. Yes; the children's service there does a very fine job on correcting situations of that sort.

Mr. BEASER. I have one other question, Captain Gainney. As to these booking records which you have in your Bureau, arrests of juveniles, is the public given access to that?

Captain GAINNEY. That is a public record of arrest and it would have the same status in our Bureau as it would in any police station.

I must say hardly anybody ever comes to look at it.

Mr. BEASER. You call it the same practice that Captain Ryan described with regard to boys?

Captain GAINNEY. Yes.

Mr. BEASER. How about the fingerprinting of girls, do you fingerprint them?

Captain GAINNEY. No; they are not fingerprinted.

Senator HENNINGS. Captain Gainney, on the matter of waivers from the juvenile court, what has been your experience with respect to those in a general way?

Captain GAINNEY. I don't know, sir; that any of the girls have been waived to another court.

Senator HENNINGS. Have you made any application for waivers?

Captain GAINNEY. No, I haven't; nor have I had occasion to.

But I don't believe that is so much the police function; that is a function of the court.

Senator HENNINGS. You do not believe, then, that it is the police function primarily?

Captain GAINNEY. Primarily, that is it exactly. It seems to me that the judge of the juvenile court would be the best person to decide who should go to one court or another, and about the waiving I think wherever the facilities for the treatment are best, that would be the place to send the child.

If the upper court can give some better training through their institution than the juvenile court, then that would change the appearance of it entirely.

Senator HENNINGS. Your emphasis is upon treatment rather than on punishment?

Captain GAINNEY. Yes, sir; that is how I feel about it, it is very important.

Mr. BEASER. Actually, Captain, in the District, if you have a 17-year-old girl, an emotionally disturbed girl who is in, say, for

soliciting, your office has picked her up for soliciting, what is the difference between the treatment she would get if handled through the juvenile court and the treatment she would get if handled through the district court?

Captain GAINNEY. You mean soliciting prostitution would not go to the district court?

Mr. BEASER. Assuming the statute was such that you could waive it to the district court.

Captain GAINNEY. It would all come down to this: Whether the training school to which the judge of the juvenile court could commit her, that is, to the Board of Welfare, has better or less facilities than the jail or prison.

Mr. BEASER. Do you know what they have?

Captain GAINNEY. I know this, that they should be strengthened. All through the years there has been a great neglect of the institutions in the District. Now, you could have as fine protective service by way of police, by way of the probation officers in the juvenile court, the welfare workers in the children's service, but if you neglect the institutions where those unfortunate children who cannot be rehabilitated in their own home—you know, there are some that can and some that cannot—and when they have to go to an institution it should be the very best we can provide and they should stay there long enough to benefit by it.

I think the great weakness here is the treatment, although we must strengthen our protective services, as I have outlined.

Mr. BEASER. In some cases, Captain, if the statute were such as to permit the waiver of that girl to the district court, she might be actually in the jail less than she was in the training school; is not that so?

Captain GAINNEY. I think so, yes; on boys, you see, they can be sent to the training school—or girls, too—until they are 21 years of age.

If they are 16, that is 5 years, and it is not likely that the higher court would give them very much more when you take into account parole.

Mr. BEASER. Now, in the case of the girl I mentioned a little while ago, running around late at night or being neglected by parents, if you get that sort of complaint, have you enough officers to investigate that complaint?

Captain GAINNEY. That is what we are doing. We are using our officers almost exclusively for investigations like that. If we had a case of a girl like that it is very possible, when we determined all the factors in it, that we would think the better thing to do with her would be to file the petition in the court and let the judge decide the merits of the case after her staff of probation officers had gone into it.

Mr. BEASER. But your officers can get out to the home very quickly?

Captain GAINNEY. Yes; that is what they do.

Mr. BEASER. It is practically immediately?

Captain GAINNEY. They have always done that. We have a good service there.

Senator KEFAUVER. Mr. Chairman, I wanted to ask Captain Gainney, have you discussed in your testimony the suggestions brought out by Captain Murray, on Friday, I believe, as to the incompatibility of the District juvenile law with other laws with reference to being able to go out of the District in pursuit of people who go to other States, which causes some difficulty?

Captain GAINNEY. Well, juveniles can't be extradited.

Senator KEFAUVER. It is what they call the hot pursuit law?

Captain GAINNEY. I thought our juvenile court law was a rather good one. I had never thought very much about juveniles as criminals and going into other States. It can happen, of course.

Senator KEFAUVER. Has that happened frequently under your jurisdiction?

Captain GAINNEY. Not as far as I know, Senator, anything about that. Any juvenile who is picked up in another jurisdiction can be returned because she is a juvenile. The parents can go and get her; they can send someone for her. She can be put on the train and sent home. She would be a fugitive from parents.

Senator KEFAUVER. Captain Ryan also said there were no conferences or exchange of information between him as captain of the juvenile squad and the social workers or those who handle juveniles after they had gone through the juvenile court. Do you have liaison, consultations, with the social workers after the case has gone to court?

Captain GAINNEY. Yes, sir; we do. The probation officers of the juvenile court come to the Women's Bureau to read the social case history that we have on their children. That, I think, is the liaison that the police would have to offer to the courtworkers, anything they have within their knowledge that would be helpful in getting a clear picture of the social conditions.

The criminal condition is already written on the information.

Senator KEFAUVER. He said that very frequently he asked the police officer who had information relative to the home and living conditions and what not of the juvenile which a probation officer did not get and did not seem to be interested in.

Captain GAINNEY. Well, they seemed to be interested in ours. They come up to the Bureau and read them and make transcripts of them on occasion.

Senator KEFAUVER. You say on occasion. Is that the usual rule or does it just happen once in a while?

Captain GAINNEY. No; I think that they like to get the full rounded picture of anything that the community would have to offer. We have always had that there and they just come up for it.

Now, we do not take anything like that down to them.

Senator KEFAUVER. Do you think a more systematic system of conferences and exchanging of information between you as the Chief of the Women's Bureau of the Police Department, and the probation officers would be helpful?

Captain GAINNEY. Yes; I think that is very fine.

Senator KEFAUVER. Are you satisfied with the way it is now, or do you think it could be improved upon?

Captain GAINNEY. Well, Senator, I think we could improve it more.

Senator KEFAUVER. How would you improve it if you were asked to write out a recipe?

Captain GAINNEY. A recipe for improvement? I would just think that they should feel free to call us into conferences and we should bring with us whatever we have.

Now, we are not called insofar as I know. I think that would help.

Senator KEFAUVER. They should feel free to call you. How about you feeling free to call upon them?

Captain GAINNEY. I think the judge would have to decide that. I don't think she would object to our discussing any case with her probation officers.

Senator HENNINGS. Have you found any impediment to such frequent discussion, Captain?

Captain GAINNEY. No; I haven't.

Senator HENNINGS. Would that be because you have never attempted it?

Captain GAINNEY. I think that has something to do with it, too, you see. We are a little hesitant.

Senator HENNINGS. You have some reluctance about your undertaking that?

Captain GAINNEY. Yes; but the judge assures us that if there is anything that we want to know, if we contact here and it is in the best interest of the child, which is always the paramount thing, I think, she will take care of it. I have every reason to believe she would.

Senator KEFAUVER. Have you seen instances, Captain Gainney, where you feel if you could get some information about a child or its background, it might be helpful to the probation officer, but you feel that the officer does not have that information?

Captain GAINNEY. Well, the policewomen do call up and visit the probation officers and ask them if they knew about this or that or the other thing. They do make that type of offer.

Senator KEFAUVER. Your recommendation would be that there be more frequent and freer exchange of information?

Captain GAINNEY. I think that would help the overall problem.

Senator KEFAUVER. What if you had regular meetings once every week or once every 2 weeks between probation officers and you and certain women of your department, do you think that would help out?

Captain GAINNEY. Yes; I do, sir. We have never had that all through the years with the juvenile court although we had very good liaison with them.

Senator KEFAUVER. That is all I have.

Senator HENNINGS. Captain, thank you very much for your testimony. I want to commend you, at least on the part of the acting chairman, for your attitude with respect to juveniles and particularly your conviction that the principal objective is that of treatment and rehabilitation. Thank you very much, Captain.

Captain GAINNEY. Thank you, Mr. Chairman.

Senator HENNINGS. The next witness is Chief Mark H. Raspberry. Chief, would you please be sworn?

Do you swear that the testimony you are about to give before this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Chief RASPBERRY. I do.

**TESTIMONY OF MARK H. RASPBERRY, CHIEF, UNITED STATES PARK POLICE, DEPARTMENT OF THE INTERIOR, WASHINGTON, D. C.**

Senator HENNINGS. Mr. Counsel, you may proceed.

Mr. BEASER. Will you state your full name, home address, and position occupied?

Chief RASPBERRY. Mark H. Raspberry, Chief of the United States Park Police of the Department of the Interior. My home address is 9649 East Dexhill Drive, Kensington, Md.

Mr. BEASER. Do you have any prepared statement you want to read?

Chief RASPBERRY. Yes; I do, Mr. Counsel.

Mr. BEASER. Will you proceed.

Chief RASPBERRY. Mr. Chairman and members of the committee, I wish to thank you for this opportunity of appearing before you to report on the problems of juvenile delinquency, as experienced by the United States Park Police.

Before entering upon this discussion, I think it is only appropriate that a few facts concerning the United States Park Police be established, in order that those members of the subcommittee who are not well acquainted with our force may know something of our responsibilities and scope of activities.

The Park Police force, consisting of approximately 190 members, is the protective agency for the national capital parks of the Department of the Interior, and, as such, is responsible for the policing of all park areas under the jurisdiction of that office.

These areas comprise some 35,000 acres of Federal property in the District of Columbia and Maryland and Virginia.

Since most of these properties are dedicated to the purpose of affording recreational opportunities and sites for the many national and foreign monuments and shrines of great historical significance, millions of visitors, local, national, and foreign, avail themselves of the opportunity to visit these revered points of interest and enjoy the parks annually.

Part of the work of the park police is that of protecting these valuable assets belonging to the people of the United States and affording them every opportunity to enjoy them.

Our duties in this connection are "in addition to the primary responsibilities of a police force.

Since an exceedingly large portion of the visitors to the National Capital Parks are children, it follows that the Park Police would be faced with a terrific juvenile problem; however, such is not the case. Juvenile delinquency is not a major problem with the United States Park Police. Such problems as we do have with juveniles are not reflected in the conduct on the part of the visiting children to our city, but on the part of the local element, who should pride themselves in the fact that they live in the Nation's Capital, which only a comparatively few children see once in their lifetime and many never see.

The success which the Park Police has had in curbing juvenile misbehavior can be attributed to at least two outstanding practices:

1. The friendly attitude of the patrolman who works with the children in the parks in a spirit of helpfulness and guidance and other preventive measures taken to reduce the opportunities which encourage delinquency.

2. The youth programs conducted by the National Capital Parks intended to achieved popular appreciation, understanding, inspiration, and guidance in the use of the parks and their resources. Details of this and other programs will be presented later by a representative of the Park Service.

The juvenile section of the crime prevention division of the United States Park Police is charged with work of carrying on our program

in the prevention of juvenile delinquency. One of the purposes of this section is to guide and counsel juveniles and to prevail upon the youngsters that the policeman is their friend. Innumerable instances where youngsters have returned to the officer and proudly told him that they are willing to cooperate and help are on record.

To cope with some of the problems, hearings were conducted with parents and children. This has proven very successful. As a result of these hearings, less than 2 percent of those children involved have come to our attention a second time. In 1952, 291 such hearings were held as against 128 juvenile court commitments.

Vandalism cases have decreased steadily from 40 in 1950 to 35 in 1951 and to a low of 22 in 1952. Most of these complaints arose from areas not directly under police supervision. In instances where cases of vandalism arose from playgrounds, preventive measures have been suggested, such as better protection for playground buildings and indoctrinating instructors in adequate safeguarding of equipment. This "protective policing" has proved very valuable in curbing vandalism as well as attempts at housebreaking and larcenies. Damage to park property during the year amounted to approximately \$5,000. Constant patrol of the affected areas by foot patrolmen has been of great deterrent influence.

Curbing truancy has had no little effect upon reducing juvenile delinquency. Daytime patrols are constantly on the alert for youngsters found in the parks during school hours. Immediate handling of such cases has had the effect of impressing "would-be truants" that the parks are not a good place in which to play "hooky."

The effectiveness of the individual uniform officer in his work with the juveniles was enhanced by the establishment of a practice within the crime prevention division whereby the juvenile section prepares all reports and conduct investigations of all juvenile complaints. Relieving the uniform officer of this work allowed him more time to direct his efforts toward the preventive program. In many instances members of the juvenile section actually takes the juvenile to court; thereby allowing the uniform officer more time on his beat.

There are several factors which might account for the increased number of juvenile cases in 1952; however, our analysis would indicate that this condition is caused mainly by the increase in population and a greater emphasis placed upon preventive program in combating the delinquency problem. Fortunately, the noticeable increase in certain offenses indicates that they are acts of the nuisance variety rather than those of criminal intent.

Fugitives from parents accounts for a portion of this increase, indicating that home conditions and parents' attention to their children is not as it should be. Other accountable increases are noted in violation of minor park regulations established for the purpose of removing certain annoyances to the public when visiting the parks for recreation and relaxation. Most of such complaints are disposed of through hearings held on Saturdays, when parents can be present without being absent from their work and when the children are not in school.

Unfortunately, the more serious complaints arise from the actions of youngsters residing in the southwest section of Washington; however, some are committed by youths living in other sections of the city where more and better facilities are available and less inducement

prevails for children to engage in lawless conduct. Inasmuch as the park areas have few, if any, domiciles, statistics as to the delinquent's residence has not been found necessary.

In spite of the fact that juvenile delinquency is not a major problem with the Park Police, we nevertheless appreciate the experience of not only our local Police Department but others throughout the Nation, and realize that there is an immediate need for increased juvenile corrective programs and changes in present-day corrective methods in dealing with the problem.

Mr. BEASER. Chief, in your dealing with the juveniles in the District, when you pick up a youngster in one of the parks, what is your relationship as far as reporting that to the juvenile squad of the Metropolitan Police Department?

Chief RASPBERRY. In cases serious enough to report to the juvenile court or refer to the juvenile court, a copy of such complaint is furnished to Captain Ryan's department. In the more or less minor instances which have no criminal reflection at all they are dealt with in these hearings with the parents.

Mr. BEASER. Would you explain for us in greater detail the type of minor cases that you are talking about and your procedure in these hearings?

Chief RASPBERRY. Well, the minor cases, Mr. Counsel, would probably be such things as illegal swimming in fountains, stealing of property such as shrubs and flowers. They are more or less insignificant, but they are those types of conduct which must be corrected or else the parks will suffer by it.

For instance, playing ball in illegal areas is a sample of the type of minor cases.

Mr. BEASER. Would homosexuals be handled?

Chief RASPBERRY. No; they would not. Any case that had a homosexual or pervert attitude about it would be referred to the juvenile court.

Mr. BEASER. Then on these Saturday morning hearings that you hold, what kind of action do you take?

Chief RASPBERRY. Well, the parents are called in in the presence of the children and a conference is held in which the parents are informed of the child's conduct, the possibility of what a continuance of that conduct might lead to. We determine what the conditions are in the home. If the conditions are favorable and this is a first offense on the part of the child, then the child is released to the parents with the admonishment not to do it again and requesting the parents to cooperate with the police in seeing that the child does behave himself.

Mr. BEASER. Is the child ever told to report back at stated intervals?

Chief RASPBERRY. In a few instances where we have been particularly concerned about the individual and questioned probably the future conduct of the child, we have asked them to come back. Those have been very few in number, though.

Mr. BEASER. Have you at times made as a condition of your release the fact that the child should take hospitalization?

Chief RASPBERRY. In cases where it was indicated that it was necessary, yes, sir, they have been. In some instances arrangements have been made through the Freedmen's Hospital to take some of the cases.

Mr. BEASER. For what kind of conditions?

Chief RASPBERRY. Well, cases in which a juvenile might show signs of having a perverted condition. The background of the child might

indicate that home conditions or acquaintances or associations might have caused this situation to develop and rather than to permit it to go further we request the parents to see that the child is submitted for treatment.

Mr. BEASER. You mean, Chief, where you suspect the child of being a latent homosexual, is that it?

Chief RASPBERRY. That is correct.

Mr. BEASER. You require as part of the release that he undergo hospitalization?

Chief RASPBERRY. That is correct. These are in cases where we don't have any definite charge to bring against the child. In those instances where there is a direct charge, why, the matter is referred to the juvenile court.

Mr. BEASER. Now, do you follow the cases up in any way after you require hospitalization?

Chief RASPBERRY. Yes, they have been followed up to determine whether or not the parents have lived up to their promises to see that they do submit to this treatment.

Mr. BEASER. If they don't?

Chief RASPBERRY. Such cases are very few, Counsel.

Mr. BEASER. Would it be better to make a referral directly to the juvenile court to get the child this treatment at the hospital, or do you think it is better to handle it in this informal way?

Chief RASPBERRY. Probably it could be done that way. However, the instances I have stated are very few, and in such cases where there is a charge to be preferred against a child it is automatically taken before the juvenile court. We have had the policy in our department for years of trying as far as possible to remove or prevent a child starting a record for itself in any shape, form, or fashion if we can, giving every possible opportunity to the parents to correct the situation before we take other action.

Mr. BEASER. As I understand it, there is a sort of divided responsibility on the patrolling of certain park areas in the District; is that so?

Chief RASPBERRY. Divided control?

Mr. BEASER. Well, in other words, you patrol Lafayette Park, for example?

Chief RASPBERRY. Yes.

Mr. BEASER. And the Metropolitan Police Department does not? Am I correct in that?

Chief RASPBERRY. I wouldn't say you are incorrect. I would say it is primarily not the responsibility of the Metropolitan Police to patrol those parks. However, we do enjoy the situation of having concurrent jurisdiction so if the Metropolitan Police should observe something within one of our parks he has the authority to go in.

Likewise, if we observe anything on the city streets we have the authority to handle it. Primarily we try to direct our efforts toward the park system. There is no divided control as such or responsibility. It is just that the primary responsibility for the protection of the parks rests with us.

Mr. BEASER. Have you an officer patrolling Lafayette Park?

Chief RASPBERRY. Yes, sir.

Mr. BEASER. Or does the Metropolitan Police?

Chief RASPBERRY. Only in passing through. They have no direct responsibility for patrolling it other than that it forms a part of their

beat. All of our parks in the District are situated in 1 of the 14 precincts; consequently it becomes a part of the precinct. The arrest in a particular area would go to that particular precinct that covers it.

Mr. BEASER. What I am getting at is this: Would it not be easier for the man on the beat of the Metropolitan Police to patrol the park rather than have you send in a special officer?

Chief RASPBERRY. No; I don't believe it would be any easier. That question has been asked, I am satisfied, many, many times. It is a situation where you have a park system under the jurisdiction of the Federal agency, and the responsibilities of that agency are such that they have to provide their own police department or police force.

The matter of overlapping duties is something that very rarely occurs. As a matter of fact, I am sure that Chief Murray and his men have about all they can tend to if they carry out the responsibilities set out for them, and likewise we have all we can do to take care of our direct responsibilities.

Mr. BEASER. Have you any figures on what vandalism cost in 1952 or 1953?

Chief RASPBERRY. The best estimate we could get, Mr. Counselor, was that it was about \$5,000 for the entire park system, which we feel is relatively low in comparison to the number of visitors that we have and particularly children in the park system over a period of the year.

Mr. BEASER. Would you have any idea whether that was done by juveniles or not, or is that just a guess?

Chief RASPBERRY. That figure was given as representing the damage done by juveniles.

Mr. BEASER. Would you have any idea as to what needed to be done to reduce that figure?

Chief RASPBERRY. Well, as I said before, it is comparatively small when you consider the area that is covered by the National Capital Parks and the amount of property and the possibility of damage being done, it is an awfully small amount. It is not anything that the Department has gotten very much disturbed about. They expect a certain amount of that. Most of the damage is by kids of the teenage group, I will say 12 to 14 years old, who get a hatchet for the first time, and they go out to one of the lesser-frequented parks, and they try to make a woodsman out of themselves by trying to cut down several trees.

To know the expense or the cost of that tree you have to talk to a horticulturist before he can tell you how much that tree might be replaced for. Defacing of structures is one of the things that is most common, I think.

Mr. BEASER. Chief, you say that your policy has been to protect the youngster you pick up on any of these charges that is not too serious, and the first time you find a youngster in trouble you use this informal hearing procedure?

Chief RASPBERRY. That is correct.

Mr. BEASER. Is it not possible, though, that that same youngster is picked up unknown to the juvenile squad or the Metropolitan Police? Do you check with them?

Chief RASPBERRY. It is likely, yes. If it is a case that might be serious, but not a minor case which we might refer to the juvenile court. We do confer with them many, many times.

Mr. BEASER. What I am getting at is if you find a boy stealing shrubs and you hold an informal hearing, do you inform the Metropolitan Police Department or, if they find him stealing a wallet or something?

Chief RASPBERRY. No.

Mr. BEASER. There is no cross reference?

Chief RASPBERRY. We keep the records in our own office. We do check the records of the juvenile squad on many of these cases where the preliminary or informal hearing is conducted to determine whether the child has ever been in any trouble before.

Senator HENNINGS. Do you ever send duplicate copies of reports, Chief, to the Metropolitan Police?

Chief RASPBERRY. Copies of all cases referred to the juvenile court are forwarded to Captain Ryan's squads. Copies of these informal hearings which are conducted on Saturdays are not. However, they are available for check by Captain Ryan's office any time he sees fit.

Senator HENNINGS. They are open to Captain Ryan?

Chief RASPBERRY. Yes, sir.

Senator HENNINGS. By the same token, his records are open to you?

Chief RASPBERRY. Correct.

Mr. BEASER. Do they come to check?

Chief RASPBERRY. Yes.

Senator KEFAUVER. Is the same thing available to the comparable police organizations of Maryland and Virginia?

Chief RASPBERRY. That is done in the adjoining counties, yes, Mr. Senator. The cases in Virginia and Maryland fortunately are not too many.

Senator KEFAUVER. I did not understand you, sir.

Chief RASPBERRY. I say fortunately the juvenile cases in the two adjoining States or counties have not reached a number to be disturbing, but we do check with their agency in such cases as require it, and they with us, as a matter of fact.

Senator KEFAUVER. Thank you.

Mr. BEASER. Chief, when you send a complaint or petition over to juvenile court, are you then brought in to testify in that case in juvenile court?

Chief RASPBERRY. Yes, the officer that takes the case into court; yes, sir.

Mr. BEASER. Is he called upon to testify frequently?

Chief RASPBERRY. I believe he testifies in every case.

This is Lt. Charles P. Apfelbey. He informs me that in those cases where a child pleads not guilty that they are called in to testify.

Mr. BEASER. The others?

Chief RASPBERRY. The others is the taking of facts.

Mr. BEASER. You are not furnished disposition as to the child?

Chief RASPBERRY. No, sir; we are not.

Mr. BEASER. Would you want to know the disposition of these cases?

Chief RASPBERRY. I think it would be helpful in a lot of instances if we knew whether or not the individual child had even been referred to court. It would be at least the means of eliminating some if we knew that probably John Doe was in the Training School. If we knew he was there it would at least eliminate him from being a suspect in some complaint that we might have. I think the records, knowing the

dispositions of the cases held in juvenile court, they should be held in strictest confidence with the department, but at the same time I don't see how it could do harm.

Senator HENNINGS. Do you not believe, Chief, that it not only would not do harm but a freer and more comprehensive exchange of information between the several departments and functions would be helpful to you all?

Chief RASPBERRY. I believe it would.

Senator HENNINGS. As a matter of routine?

Chief RASPBERRY. Yes. I can't see any reason why such condition doesn't exist at this time. It seems to me to have been created over the years by decision, maybe of the court, that maybe they didn't want this decision revealed. I just can't understand why it hasn't been done a long time ago rather than be brought up for discussion now. We should be working in close harmony, and that information should be available to the Police Department.

Senator HENNINGS. It would not be too difficult as a matter of procedure to furnish copies of the various things that transpire from one department to another or several agencies, would there?

Chief RASPBERRY. I see no harm at all, and in fact it certainly should be beneficial.

Mr. BEASER. Do you keep an arrest book?

Chief RASPBERRY. Yes, sir.

Mr. BEASER. Is it open to the public?

Chief RASPBERRY. Yes, sir.

Mr. BEASER. I imagine the disposition of the child does not appear?

Chief RASPBERRY. No, sir.

Mr. BEASER. If you were to get the documents from the court as to the disposition of a child, would you see any reason for keeping the disposition secret, or would you have that arrest book open?

Chief RASPBERRY. I don't see any reason why the disposition shouldn't be put there. The arrest book is a matter of public document. If the arrest is made of a child and referred to the juvenile court, as far as any embarrassment to the parents is concerned I think that creates an embarrassment if he is sent to the Training School as a result of a hearing before the juvenile court because he probably is a child who deserves it, and I see no reason why the disposition shouldn't go with it.

Mr. BEASER. I ask that because Captain Ryan in testifying made the statement that the book should also be closed or opened, but he did bring out that fact that it seemed an anomaly to him that they do have the court records sealed and the book open, which is your situation, too; is it not?

Chief RASPBERRY. Yes.

Senator HENNINGS. Have you any questions, Senator Kefauver?

Senator KEFAUVER. No further questions.

Senator HENNINGS. Thank you very much, Chief, for your testimony here this morning.

Chief RASPBERRY. Thank you very much.

Senator HENNINGS. The next witness?

Mr. BEASER. Mr. Gerard Shea.

Senator HENNINGS. Mr. Shea, will you please be sworn in conformity with the practice of this subcommittee?

Do you solemnly swear that the testimony you are about to give before this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Mr. SHEA. I do.

**TESTIMONY OF GERARD SHEA, DIRECTOR, DEPARTMENT OF  
PUBLIC WELFARE, DISTRICT OF COLUMBIA**

Senator HENNINGS. Mr. Beaser, you may proceed, sir.

Mr. BEASER. Would you state for the record your name and home address?

Mr. SHEA. My name is Gerard Shea, Director of Public Welfare, 4225 Albemarle Street NW.

Mr. Chairman, I have a rather detailed statement here. If I may I would like to read it.

Senator HENNINGS. We are very happy to have you read it if you will.

Mr. SHEA. It covers pretty much the total problem of welfare in the District as we see it.

Today, as I come before you, the Department of Public Welfare is providing service in one form or another to over 10,000 children in the District of Columbia. Over 6,000 of these children are receiving financial assistance in their own or relatives' homes. The rest are in foster homes, public institutions, or other forms of special placements. Seven hundred and fifty of these children are under our care by court commitment because of specific acts of misconduct. This is the group known as "delinquents" and the group that specifically concerns you gentlemen. However, it is the preventive welfare services affecting not only these 750 children, but the services for all of these 10,000 children about which the Department and the community must be concerned.

First then, I would like to discuss our program of financial assistance, aid to dependent children. This is an important program. No child should be deprived of a home with his own parents because of financial reasons, only. In addition, when a child has to be deprived of the benefits of his own home, the eventual costs to the community far exceed those of an adequate financial grant. As you know, aid to dependent children is the Federal security program which permits us to give financial aid to children in their own homes who are deprived of parental support due to the absence or incapacity of one or both parents.

A typical ADC family is a mother and three children. She receives about \$127 a month. The allowance for food is actually 22 percent less than the minimum required based on February 1953 food costs.

While these grants are insufficient, this is not our only concern. It is not enough simply to supply money to these families. Three-fourths of these children are in need because of the absence of a parent; not because the parent is ill or deceased. This is an alarming indication of family breakdown. Children need both parents. They must have the love, affection, training, and security which can best be provided by both parents working together. Caseloads in public assistance average 144 families per caseworker. There is little time for counseling.

In addition to the public assistance program the District of Columbia is fortunate in the soundness of its basic child welfare legislation. The Juvenile Court Act permits the commitment of children to the

Department of Public Welfare, rather than to any specific institution. Delinquents are committed on an indeterminate basis. This means we can give the child the type of service he needs and can help him as long as we believe he requires such services.

The Juvenile Court Act also provides for the commitment of the older, teen-age aggressive boy to the National Training School for Boys. For this type of girl at this time, there is no such provision. Public Law 397 also permits us, upon request of the parent or any person or agency, to accept a child for care. A child does not have to commit a specific act before this care and service can be given. If a parent, the school, the police, or any interested person reports a child to us who is believed in danger of getting into trouble, we can take action. This permits us to work with situations before they become too critical. Here is where real preventive measures can be taken.

To handle this work we have a protective services unit. During fiscal 1953, this unit dealt with 484 families involving 2,117 children. As a result of working with these children and their families, it was necessary to recommend juvenile court commitment for continuing care for only 209, or less than 1 in 10 of these children. However, this is still but a small percent of the families and children in the community for whom we should be providing this service.

Because of staff limitations, we can accept only the most critical cases. We should be getting into situations earlier and should be accepting more cases. This is one of the services which the community rightly expects us to offer on a more comprehensive basis than we are able to do. As it is now, there is hardly a day goes by that we do not turn down requests because of the pressure of more critical situations. This program must be strengthened.

More than 1,000 of our children are in foster homes. This is the nearest substitute for the child's own home. We have about 386 of these in the District, Maryland, and Virginia. Some are as far as 150 miles from Washington. We need more foster homes for boys and girls in all age groups for both races. Our greatest need is for foster homes for Negro children, homes for infants, and for boys of all ages. We need more urban foster homes. Our children are urban children. When we place the child in rural foster homes, the child is required to make additional adjustments from urban to rural life and then when he returns to the community, he is required to readjust to urban living.

Foster homes in the city are difficult to get. District of Columbia housing regulations are such that the zoning regulations do not differentiate between foster family homes and the boarding and rooming homes. There are many aspects to this matter of zoning, and the Department has given a great deal of study to it during the past year. I have forwarded to the Zoning Commission a petition requesting some modification in present regulations.

For most children we pay \$45 a month board. This we feel should be raised. We provide medical services and about one-half of the clothing needs of the child. Foster parents are expected to provide many incidentals, such as haircuts, spending money, school textbooks, church contributions, and special items of clothing. While foster parents do not care for children primarily to make money, we do think they should be fully compensated for their services. They are not under the present board rate.

Furthermore, staff inadequacies, we believe, affect the recruitment and retention of foster homes. Foster parents and their children require more services than is now being supplied. Large caseloads and the great distances that it is necessary to cover reduce services to the children and to the foster parents. Of equal importance is our inability to devote enough time to the children's own families. If we could give more services to these families while the child is in the foster home we could help them so they could care for their own children.

Closely allied in this area of prevention of delinquency is the unmarried mother and child. We offer the unmarried mother but one service: adoption for the child if she wishes to relinquish the child and if we have the resources. For many, we do not have the resources. The tragedy is that we do not have personnel to help those unmarried mothers who relinquish children not to help the unmarried mother who keeps her child willingly or unwillingly.

In their dilemmas the mothers need help and guidance in planning for their children and themselves. What happens to these mothers, we do not know. As for the children, we do know newborn infants are found abandoned. We do know that people come to us to be relieved of children left with them recently or years ago by these mothers. We do know that the shock to a growing child to learn he is with strangers who now do not want him has contributed to delinquency. We do know that children "given away" or abandoned in desperation by the unmarried mother do not have a fair chance to grow up with a feeling of security and of being wanted.

As we have stated earlier, the Department has under care approximately 10,000 children. For these children we have no psychiatric care or consultation. The Department is dependent entirely upon the already overtaxed facilities of the community, both public and private. Many of our children are emotionally disturbed and many of the parents with whom we deal need psychiatric guidance. Dependent as we are upon facilities outside of the Department, many situations which could be remedied by short-term treatment become so aggravated that long-term care is required.

For the child who comes to us as a delinquent we need, first, adequate physical facilities. This means sufficient space so that we can keep the child as long as he can profit by institutional care. We need sufficient staff so that we can operate an adequate program in these facilities. This means casework and psychiatric services, academic and vocational training, a constructive recreation program, and religious experience.

With this we need adequate staff to work with the family and the community while the child is in the institution so that he can return to community and family situations which will help rather than hinder his future progress.

For many years the District of Columbia has been in a tragic situation in regard to its physical facilities for children. However, with the completion of the two new institutions at the Children's Center, Laurel, Md., we believe we will have as complete and as modern facilities as any place in the country. The institution for white children will be ready for occupancy early in 1954. The institution for Negro children will be completed in May 1955. In the meantime, facilities for Negro children are totally inadequate. Negro boys are

now staying at the institution on an average of less than 3 months. We have to return them to the community to make room for new commitments. As a result, they do not stay long enough to be treated, and they return to situations which are not adequate to help them. Many return to us because of this. The Receiving Home you have seen. It is badly overcrowded. Children cannot be suitably segregated by age and type of behavior problems, nor can we operate a suitable program because of lack of space.

Standards of personnel in our institutions are gradually improving. This year for the first time we have set up and had approved by the United States Civil Service Commission, standards for counselors. These positions have to do with the immediate supervision of the children and range in salary from GS-3, \$2,950 to GS-7, \$4,206. We are able to provide much needed remedial school work and some prevocational training. We will be able to provide even more extensive vocational training when our facilities are completed.

Many teen-age boys and girls have no family or adequate home to return to and who are in our institutions require the opportunity to live in the community under supervision during the time they start to work and get themselves established. Youth hostels are preventive. This group of young people now being returned to the community are not receiving the guidance and supervision they need and are not being inducted into good work habits.

Because of this, some are falling into antisocial behavior they have not exhibited in the past. The 16- and 17-year-olds are at a crucial point in assuming adult responsibilities and need the help otherwise not available to them. They need to relearn to live in the community. In order to do this preventive work, we need funds and personnel in order to establish youth hostels and to give them continuous supervision. We have one such hostel for 6 Negro boys. Hostels are needed for at least 60 boys and 30 girls at all times.

In addition to the particular inadequacies of the Department of Public Welfare, there are many conditions and deficiencies in the community which affect our work. Poor housing conditions have a direct bearing on the care the children of the community receive. We have many children under our care who came from such overcrowded homes that we cannot return them to their families when they are otherwise ready to go back. It is well known that poor housing areas contribute more than their share to the rate of delinquency in any community.

The public schools should have more services for the child who needs special attention. Children who come to us are retarded in school from 2 to 4 years. Particular emphasis is needed in the area of remedial reading. It is not uncommon for us to receive 15- and 16-year-old children who read at the third and fourth grade level. Most of these children are of normal intelligence and, with small special classes, improve rapidly in reading ability.

The CHAIRMAN. Mr. Shea, just for purposes of the record, what do you mean by "remedial reading"? The Chair thinks he knows.

Mr. SHEA. It is a specialized teacher trained in remedial reading to begin with and a group of not more than 12 children to whom individual attention is given on a regular basis for several hours a day.

The CHAIRMAN. Is that the sort of thing we saw at the institution, the colored institution?

Mr. SHEA. Yes, sir.

The CHAIRMAN. Thank you.

Mr. SHEA. Overcrowded classrooms and heavy teacher loads make this work difficult at present. The most deprived neighborhoods should have the smallest teacher load. Lack of interest in school leads directly to truancy and delinquency.

Every child goes to school. For each level of schooling there should be available counseling and casework services; then when the first symptoms of maladjustment appear the teacher can turn to help for the child. Such maladjustments are observable to teachers as early as the kindergarten age.

In the histories of the children committed for delinquency there runs a theme of low wages and big families, of mothers working to supplement fathers' earnings, and of fathers working two jobs because neither job pays enough to support his family. Children from such homes are inevitably without parental supervision and attention. Parents are too tired to give these children much in the way of attention or training after returning from work. Some children steal from sheer material deprivation. This gap in welfare planning should receive attention now, namely, employment possibilities for older children.

The staff of the juvenile court should be strengthened so that more effective work can be done through probation and so that more information is known about the child when he is committed to our care. In spite of the interpretation of the present juvenile court law, we believe also that we should in some cases be able to plan jointly with the court prior to commitment and be able to exchange information regarding children and their families prior to commitment when indicated. This we believe pertains not only to children but to parents before the court on nonsupport and related family matters.

Through recent arrangements we are able to clear with the juvenile court the names of 25 fathers monthly whose families are supported through public assistance. This is helpful. We believe, however, that when a man's family is being supported through public funds and when that man is on probation to a court for nonsupport of that family, there should be close coordination between the two agencies regarding planning for that family. Far more than financial support is involved. We cannot hope to attack the problem of parental responsibility except by coordinated effort.

The CHAIRMAN. Mr. Shea, were you here when Mr. Palmieri testified on Friday?

Mr. SHEA. No, sir.

The CHAIRMAN. He indicated that in only about 25 percent of the cases were there home visitations.

Mr. SHEA. No, sir.

The CHAIRMAN. Would you care to comment on that?

Mr. SHEA. Home visitations by whom, sir?

The CHAIRMAN. By the Welfare Department.

Mr. SHEA. Well, we have the Superintendent of Child Welfare and Public Assistance here. As far as the public-assistance caseload is concerned, as I indicated in the testimony, the average caseload is 144.

The CHAIRMAN. I am referring to the delinquency cases.

Mr. SHEA. That is the probation officer's responsibility. They are not under our jurisdiction.

The CHAIRMAN. What would you say if you only had 25 percent home visitations in these cases? Would you say that was good or bad?

Mr. SHEA. No, sir, I think having had the experience of being a probation officer of the juvenile court, the only way to find out about the situation is to get into the homes and the schools to find out about as many contacts as you can to get an all-inclusive social history. We make our workers get out on all of these social histories when there is any potential of strength whatsoever either with the child or in the home.

I believe the best caseworker is the caseworker out on the street doing the job.

The CHAIRMAN. Actually there ought to be home visitations in every job?

Mr. SHEA. Yes, sir, and regular visitation.

We believe also that the establishment of a family court as recommended by the Federal Judicial Conference of the District of Columbia is a forward step. Cases dealing with separation, divorce and custody of children have far-reaching significance in terms of the immediate and future welfare of the children concerned.

While we recognize the need for regulations and child labor laws and the needs to establish standards for apprenticeship for the skilled trade we suggest that it is becoming increasingly more difficult in the District of Columbia for the young person between the ages of 16 and 18 to find employment. We believe that this situation is of sufficient importance to warrant further study.

In summary it seems appropriate that we consider child welfare services as a whole in their relationship to juvenile delinquency and its prevention, for in order to prevent juvenile delinquency, we must deal with more than the symptomatic aspects represented by the overt, aggressive acts which bring the child into open conflict with the law. The chain of events which lead from the child's birth to the stealing of a car, the burglary or yoke robbery, are devious, complicated, and multiple. For the particular child, it is too late to do anything about these contributing factors.

Our only recourse at the time the act is committed is to try and compensate or to substitute constructive patterns for the destructive factors which have led up to the tragedy. We can, however, try to isolate those factors which have been negative in their influence and attempt to determine their significance so that we can be of help in dealing with other children whose symptoms are still incipient rather than overt.

For the Department of Public Welfare this means adequate financial grants and sufficient personnel to provide the service that is needed to get along with the grants; psychiatric services for all of our children; sufficient foster homes, adequate compensation for foster mothers and enough staff to work effectively with the foster mothers, the child and the child's parents; services for unmarried mothers beyond and including the care of their children; institutions sufficient in size, caliber, and extent of staff to protect the child and the community by insuring that he will not become involved in future difficulties.

For the community it means joint planning and effort; psychiatric and mental hygiene services; schools equipped to handle the child's special needs; service to the large family with low wages; sustained interest and concern of all of its citizens for all of its children.

The CHAIRMAN. Counsel, do you have any questions?

Mr. BEASER. Mr. Shea, you talk in your prepared statement about your protective services?

Mr. SHEA. Yes.

Mr. BEASER. What is the total staff you have?

Mr. SHEA. I believe the total staff divided into several communities, we have 14 workers.

Mr. BEASER. And the total number of complaints in a year would be?

Mr. SHEA. I believe, roughly, 1,500 individual cases that come to their attention.

The CHAIRMAN. You are referring to delinquency?

Mr. BEASER. Complaints relating to delinquency and so forth.

Would you accept complaints from just official sources, for example, that the home situation is bad and the child is wandering around at night? Would you accept it from any source?

Mr. SHEA. From any source in the community if there is a reasonable complaint. The investigation would be undertaken by the child welfare.

Mr. BEASER. For my benefit, will you explain what the case worker does when you get a complaint of an act?

Mr. SHEA. The child welfare superintendent is here, but I feel that the first thing they do is go out into the field and begin to investigate the situation, try to collect as much information about the situation as possible. The objective is to attempt to bring together the strengths in the family so that possibly the difficulty, whatever it might be, may be allayed and the situation solved.

If it is necessary to remove the child from that immediate home, they make the effort to place the child in a home of a relative. In other words, the objective is to attempt to keep the child in a family situation and to work with the child in a home situation in order to prevent commitment to the department.

Mr. BEASER. Would you have available to you in your department psychiatric services in case you come up against an emotionally disturbed boy or girl?

Mr. SHEA. No, sir. We use the psychiatric services that are available to the total community. We take advantage as far as possible of the mental hygiene services under the Department of Health. We have a few children being served by the Child Study Center of the Catholic University, but it is just the public and private services available to everybody in the community. In other words, we do not have any immediate contract or right to get special service.

Mr. BEASER. If you run up against a child who is severely emotionally disturbed and needs immediate psychiatric help, can you get that immediately?

Mr. SHEA. We have been very fortunate in working with the mental hygiene group, Dr. Wexberg, and if he feels there is something that needs to be done immediately he sees to it for diagnostic purposes.

Mr. BEASER. As far as treatment is concerned, how long must the child wait?

Mr. SHEA. The waiting lists are extended considerably, as you know. Sometimes I have known they have seen children rather regularly for a period of time, but it is few in number.

Mr. BEASER. Then actually as far as the casework is concerned, he or she may be in a position of observing a situation where with a little psychiatric service rendered quickly and in time you could prevent a child from becoming delinquent, but you do not have that service?

Mr. SHEA. Yes, sir. We did attempt when we employed on a consultant basis a person who is now Deputy Director of the Children's Bureau, and she worked with our case workers in attempting to give them psychiatric guidance because we recognized the possibilities of getting immediate service in a clinic was impossible. That was something that was tried with our own case workers only. However, they are not psychiatrically trained, and if it is needed they still have to use the facilities in the community.

Mr. BEASER. In other words, you can train your caseworkers to try to recognize the symptoms, but they cannot render treatment?

Mr. SHEA. That is correct.

Mr. BEASER. Going over to foster care, are you able to place many delinquent children?

Mr. SHEA. No; that is one of the problems. I think for the most part the foster parents shy away from the delinquent children, and they prefer the children who are dependent. The possibilities of placing a delinquent in a foster home are remote.

Mr. BEASER. Do you place any?

Mr. SHEA. Some.

Mr. BEASER. You have a general commitment to the Department?

Mr. SHEA. Yes, sir.

Mr. BEASER. So you can place them in a foster home or an institution?

Mr. SHEA. Yes, sir; in a foster home, in our own institutions, or institutions with which we might have a contract.

Mr. BEASER. Do you think that if there were some revision of the income tax statute so far as the foster parents are concerned so as to provide a benefit for them that you might find it easier to locate homes for these children?

Mr. SHEA. I read about that in one of the States. I am not too sure that money is the whole answer to recruitment of foster homes. I have always understood that the best way to recruit a foster home was somewhat over the back fence. I think unquestionably money enters into it, but I am sure as far as our foster parents are concerned there is very little profit if any by having our children.

I suppose if there were a possibility by which they could have a deduction or some provision that would be made available it would help. We have just about been holding our own with foster homes. Those that we lose this year we will pick up, so we are just about holding our own across the board.

Mr. BEASER. What is the difference in cost between placing a child in a foster home and having him in an institution?

Mr. SHEA. As I indicated, we actually pay \$45 a month board. If a child is outside the District of Columbia, Maryland or Virginia, we also pay tuition. A child gets approximately \$72 a year of clothing in addition to that and medical and dental services. So that if you total up we have estimated it is roughly \$71 a month that it costs to keep a foster child in a home. The daily per capita cost in any one of our institutions is over \$5 a day. For example, at the Receiving Home I

believe it is \$5.67, and at the Industrial School it is \$5.11, or roughly on an average it is \$5 in institutions that we run ourselves.

Mr. BEASER. In other words, it is just about double?

Mr. SHEA. Yes, sir.

Mr. BEASER. Have you any suggestions as to how the subcommittee might help in helping you solve this foster home placement problem?

Mr. SHEA. Well, I hadn't thought about it particularly. I suppose there are many methods by which people can understand some of the problems of foster parents, some of the satisfactions of foster parents also. We have had a considerable number of foster parents that have over the years, a large number of years, and are continuing to get considerable satisfaction from it. I imagine the committee could at least bring to the attention of the total community that the Department of Welfare is always in need of foster homes, and as I indicated in my testimony, for a variety of ages and a variety of sexes and so forth.

There is always a possibility that some people do not quite understand what a foster home is. Some of them may think that it is a step toward adoption, which it isn't in a great many instances as a matter of fact. So that is one thing the committee could do, that there has always been a great need and I presume always will be for foster homes. A lot of these children, even if they are called delinquent, would adjust much more satisfactorily under careful guidance and supervision in a foster home which an institution cannot give.

In the long run they would get as much satisfaction from a younger child who is a so-called delinquent child.

Mr. BEASER. I think in 1944 your Department had a special preventive program on working with the schools. Would you tell us a little bit about that?

Mr. SHEA. I don't have that complete record with me. That was a cooperative study with the schools and the Department of Welfare, as I understand it, in which they took a certain number of cases and in which they pooled their resources and their information and, as I recall it, both the school department and the Department of Welfare at that time were extremely pleased with the results. They felt that the effects were very positive. They felt also that there was a much better understanding between the school department and the welfare agency.

I think it is a good example of what can be done if there is a coordinated effort undertaken on the part of any agency in the community.

Mr. BEASER. Why was that dropped, was it set up as a demonstration project?

Mr. SHEA. I think it was set up as a demonstration project. We have done one other thing in cooperation with the school department during the previous fiscal year. We set up an institute of six conferences in which members of our department with the counselors of the public school meet regularly, I believe, it was on a monthly basis, in which we explained the policies and procedures of the Department and then had a question-and-answer period afterward.

We felt that that was extremely successful, and I think the school department felt likewise.

Mr. BEASER. Do you have many people, children, I mean, who run away from their homes and come into the District or run away from the District to other States?

Mr. SHEA. Well, of course most of those children would show up in the Receiving Home as fugitives from other States. I don't have the exact statistics on that, but Mr. Stone is here, and maybe he could give you the statistics on the fugitives from other States.

Mr. BEASER. How do you handle it?

Mr. SHEA. Usually we handle it through our interstate services.

Mr. BEASER. Does the State returning the child pay the costs?

Mr. SHEA. Both ways.

Mr. BEASER. Who decides which is which?

Mr. SHEA. We ask that the State assume the responsibility. It is a lot less expensive having the child returned to the State where they belong by plane rather than having them delayed in a receiving home at \$5 a day.

Mr. BEASER. You have proposed, I believe, a central registry for delinquent children in the District of Columbia?

Mr. SHEA. Yes, sir.

Mr. BEASER. Will you explain that?

Mr. SHEA. You recall that that was one of the projects that was suggested by the community a considerable number of years ago. The purpose of the registry was to bring into one place the information on all delinquents in the community. We were particularly concerned about trying to find out whether there were more delinquents committing more delinquent acts or a smaller number of delinquents actually committing several delinquent acts.

So the purpose of it was to try to bring into one place a statistical information of delinquent acts committed by different children or the same children in the community. It was our purpose then on a quarterly basis to analyze these statistics and make a narrative interpretive report to the community as to just what these statistics meant.

Mr. BEASER. Would this be something to take the place of a central registry for social service index so-called?

Mr. SHEA. No; it would not be. That would cover much more than just the juveniles. You will recall that the social service registry is no longer in existence in this community. It has been out of existence for approximately 3½ years.

Mr. BEASER. There was testimony to that effect. But this would not take the place of it?

Mr. SHEA. No.

Mr. BEASER. Would you need this if you had a social service index?

Mr. SHEA. Maybe not.

Mr. BEASER. In other words, the thing that I am inquiring about is, are you setting up an index where children will be labeled as "delinquents and predelinquents"?

Mr. SHEA. No. Of course we are not setting up anything, as you know.

Mr. BEASER. Yes, I know.

Mr. SHEA. I am recommending that it be set up in the Department purely because I thought we had the staff in our research division to do the work and to make the information available to the community. It was decided to set up the central registry in the court.

Mr. BEASER. In the court itself?

Mr. SHEA. Yes.

Mr. BEASER. In your relationship with the juvenile court you say that you are not given in advance any information concerning the child before the child is committed to you?

Mr. SHEA. Actually the court does submit to us the name, the address, and certain outlying information about the child prior to his coming to us. As you recall, in years past they gave us a complete social history of the child prior to his commitment so that we could make planning for the child on the basis of the need of the child, but that is no longer possible.

Mr. BEASER. Are you consulted at all before the court makes the decision to commit the child to you?

Mr. SHEA. No.

Mr. BEASER. You are not asked whether the child should be committed to you or to the National Training School?

Mr. SHEA. No.

Mr. BEASER. How soon after the child is committed to you do you receive any further information?

Mr. SHEA. Actually at the moment of commitment the child's social history as was prepared by the juvenile court probation officer is given our worker.

Mr. BEASER. Where would the child be then, in the receiving home?

Mr. SHEA. When the paper is given, actually in the juvenile court.

Mr. BEASER. Physical custody of the child is transferred to you at that point?

Mr. SHEA. Yes, sir.

Mr. BEASER. You have a worker at the court?

Mr. SHEA. That is right.

Mr. BEASER. Now at your institutions, you have for—is that for delinquency?

Mr. SHEA. Yes.

Mr. BEASER. Have you any psychiatric services available at any of the institutions?

Mr. SHEA. No, sir.

Mr. BEASER. No psychiatrist on the staff?

Mr. SHEA. Not at those institutions. The only place in the total Department of Welfare is that the law provides the District Training School shall have a psychiatrist as the superintendent and the position of assistant superintendent is also that of a psychiatrist. Those are the only positions of psychiatrists in the department.

Mr. BEASER. If at the Receiving Home you have an emotionally disturbed child, how do you get psychiatric treatment?

Mr. SHEA. If the child is being held for court action the assistant superintendent would get in touch and there have been occasions when the psychiatrist has gone to the Receiving Home.

Mr. BEASER. You are getting this service in the community?

Mr. SHEA. The juvenile court has a psychiatric clinic, a psychiatrist, and psychologist. If there is a child in the Receiving Home awaiting action and the superintendent of the Receiving Home feels there is need for the psychiatrist to see the child, the psychiatrist will go from the court to the Receiving Home.

Mr. BEASER. How about the child who needs the same kind of care at any of the training schools?

Mr. SHEA. We do not have a service there. The only services we have are the community services.

Mr. BEASER. That is the Department of Public Health and the Catholic University?

Mr. SHEA. Yes.

Mr. BEASER. Will you explain your department's plans with respect to the institutions, the new building program you have underway at Laurel?

Mr. SHEA. In early 1954 the Industrial Home School now on Wisconsin Avenue will move to what is called the Child Center in Laurel, Md., and that will enable us to increase the capacity from 125 to 226. That will include boys and girls as the Industrial School always has been. That will be a cottage-type school with a complete school, adequate staff, good facilities across the board.

In May 1955, according to the best available information, the Industrial Home School for Colored Children will move to the children's center at Laurel. The capacity will be increased from its present theoretical capacity of 170 to 500, 300 boys, and 200 girls. In addition to that at the children's center we plan to make available several of the so-called common services that are now identified only with the District Training School. For example, we have six medical officer positions now identified with the District Training School. They have become identified with the center.

Then we will get a psychiatrist, and the psychological services, which now consists of only one person, and that will also become available to the children, dental services, and so forth. There will be a consolidation of maintenance, consolidation of guard services. So that the total services at the center, there will be a total approximately 1,400—700 at the school for mentally retarded and 700 between the other two institutions.

Mr. BEASER. Will any of those be security-type buildings?

Mr. SHEA. Well, not in the sense that they are built as a security-type building, but in each cottage there will be at least four security-type rooms which are flexible to the extent that if you have no problems they can be used for honor rooms. If you have problems they can be used as security rooms. In other words, they are built in each cottage so that for example when we have 5 cottages for children at the Industrial Home School we will have 10 security rooms.

Mr. BEASER. What are the plans with respect to receiving homes?

Mr. SHEA. The plans for the receiving home in terms of our request was that we asked in the 1955 budget that we be given money to expand so its capacity could be increased from the so-called designed capacity of 43 to a capacity of 159. That would be a security-type building; there would be an improvement in the type of window that they presently have, which is not completely satisfactory. It will enable us to have seven units so that the children can be segregated on the basis of age, admission unit, and so forth, so that you have a pretty well integrated overall program at the receiving home with these separate units set up for the children.

Mr. BEASER. At the Industrial Home Schools for white and colored boys and girls, do you have any cases where the girls or the boys are so aggressive that they must be put in the security-type unit?

Mr. SHEA. Yes, there are cases where the child gets beyond our so-called open units, and it is necessary to send them to the receiving

home, and then it is necessary to commit the child to the National Training School for Boys.

Mr. BEASER. The Training School for Boys is not a security-type unit?

Mr. SHEA. That is a Federal institution. They have security units out there.

Mr. BEASER. It is an open-type institution?

Mr. SHEA. It is an open-type institution.

Mr. BEASER. Do you have many boys or girls who leave the Industrial Schools without permission?

Mr. SHEA. There are some at the Industrial School. For fiscal 1953 I believe there were 78 children who left, but actually the 78 abscondences were performed by 52 children. In other words, 1 child may have absconded more than 1 time. The Industrial Home Schools are operating, they are located, particularly the one on Wisconsin Avenue is located in a congested area of the city.

We do encourage children to go home on home privileges. We try to make our institutions a part of the community rather than apart from the community so that people coming in and children going out do present opportunities for children to run off. I think the thing to keep in mind is that these children have to go home sometime, and we do everything we possibly can to strengthen the ties because it is not possible to keep the child in an institution forever.

Mr. BEASER. How long do you keep him and let him go with permission?

Mr. SHEA. At the school on Wisconsin the child has an opportunity by the merit system to earn three home privileges a month. He would leave at 9 o'clock in the morning and be due back at 8 o'clock at night. At the Industrial Colored School, there is no reason for the difference, the child earns a weekend privilege, and he goes home at 4 o'clock and returns Monday morning.

When we move to the new centers this day-to-day basis will be dropped.

Mr. BEASER. How soon do you release the child from the institution generally?

Mr. SHEA. Theoretically we would like to keep the child at least 9 months, and that is true with the children on Wisconsin Avenue. The average length of the stay is about 9 months. Unfortunately, the average stay at the Industrial Home School is 3 months or less.

Mr. BEASER. What are the upper and lower limits on keeping the children in both institutions? In other words, you have children there that you keep and release on parole for as little and as long as what?

Mr. SHEA. I don't quite understand what you mean.

Mr. BEASER. Are any of the children committed by the court, say to Wisconsin Avenue, are they released on parole after a month?

Mr. SHEA. Oh, no. Very seldom do children leave the Industrial School in less than 6 months, and they are carried on the child welfare list for a year or longer.

Mr. BEASER. Will you explain this supervision that is carried on after the institution?

Mr. SHEA. The unfortunate thing about that is that the caseload at both institutions is so high that it is not feasible; you can't get into the home situation as often as you would like. The average case-

load for the caseworkers is 70 to 75. So it is almost as impossible task to get around to seeing the child with any reasonable regularity. But they make every effort to prepare the child for return to the community, to prepare the school that will accept the child when he is returned, prepare the home and see the child and his parents and all his other community contacts as often as possible.

Mr. BEASER. Do they make home visits?

Mr. SHEA. Yes.

Mr. BEASER. How frequently?

Mr. SHEA. I couldn't say exactly how often, but the comparable figure I can give is that we try to see on an average of at least once a month.

Mr. BEASER. Much of the supervision, is that coming to the office?

Mr. SHEA. Some of it and some of it is going into the homes. Actually, very little of the supervision provided by the caseworker on Wisconsin Avenue is in the office. As a matter of fact, none of it is at the office because his office is in the Industrial Home School. The situation has been precipitated at the Industrial Home School for Colored that it is necessary for some of the children to come to the office at 815 Rhode Island Avenue.

Mr. BEASER. How much recidivism do you have?

Mr. SHEA. There is recidivism on the part of the industrial homes. Some of it is what might be called recidivism. In other words, he gets into his home community and there are clashes, and sometimes when you place a child in the school conditions become intolerable and he is brought back. He is brought back to the institution and, therefore, he is a recidivist. At the Industrial Home School for Colored the number of recidivists is very high and it may be as high as 75 percent. That is because the child hasn't been there long enough in the first place.

We have at the Industrial Home School a case-conference committee and until this great pressure of commitments come upon us there was a very careful and deliberate screening of every child being released to the community. They were eminently successful in getting the child in the proper frame of mind and keeping him out of the institution when he left.

That case-conference committee still exists, but it has lost its effectiveness because the children aren't there long enough to do anything for the child. Therefore, the breakdown comes very shortly after his leaving the institution.

Mr. BEASER. It is practically a revolving-door proposition?

Mr. SHEA. That is correct.

Mr. BEASER. In many cases you are releasing children, then, because your institutions are overcrowded?

Mr. SHEA. Correct.

Mr. BEASER. Back to the home situation where you know the child will not be able to adjust—

Mr. SHEA. We only can hope that the caseworker will be able to do something for the child and his family while he is in the community, even though he has had a very short experience in the institution. Of course, as I said before, that will be remedied when we get the institution of reasonable size and we hope to keep every child at least 9 months and longer, if necessary, so that they will get the maximum experience.

Mr. BEASER. When a child runs away from one of the institutions do you notify the police immediately?

Mr. SHEA. Yes, sir; the nearest precinct is notified immediately and also the Missing Persons Bureau.

Mr. BEASER. Do you also notify the police when the child is released?

Mr. SHEA. No.

Mr. BEASER. There was some testimony, I think, in terms of the police not knowing whether the child is a runaway or is actually out on parole or out on weekend pass?

Mr. SHEA. Actually in terms of runaways they are notified. The Missing Persons is notified, so that clarifies that issue. Children are out on weekend passes. We have made a quick study of the children over the weekend who were out on abscondence status, and they get into very little difficulty. I think it is rather remarkable that probably on Christmas Day virtually every child in the Industrial School will go to a home of some sort under supervision, and I venture to say that 99 percent of them will return to the institution even though it is Christmas night.

Mr. BEASER. You have been having some trouble with some of the older, very aggressive girls?

Mr. SHEA. Yes.

Mr. BEASER. And your inability to keep them in a non-security-type institution?

Mr. SHEA. Yes.

Mr. BEASER. Would you tell the subcommittee something about that?

Mr. SHEA. You will recall I believe it was on April 1, 1953, the then Board of Public Welfare abandoned the National Training School for Girls and consolidated it with the Industrial Home School for Colored Boys. The children have adjusted remarkably well since they moved into the new institution. Fortunately, time has taken care of some of those situations because the children have passed beyond the juvenile age, and the most serious troublemakers are, at least they are not known to us now, they may be in other institutions.

But I think there is always the possibility regardless of what institution you build that there may be a small number who are beyond any facilities which you may build. We have such an institution for the boys, namely, the National Training School for Boys, and I think the thought should be given to the girls.

One child in an institution can cause a great disturbance, and we have to be concerned as much as we possibly can with the individual child, but we also have to be concerned with the total group of children who are in residence.

Mr. BEASER. Do you have any solution that you propose?

Mr. SHEA. There was a proposal made that is still in the conference stage, and we haven't presented it to the Commissioners as far as their final recommendation.

Mr. BEASER. As far as the staff's salaries are concerned at the institution, how do they compare with salaries paid other people in, say, the community?

Mr. SHEA. As a result of our improving of the counselor status the lowest salary would be \$2,950 a year, which would be GS-3 grade. We are realizing the reallocations and reassignment of these counsel-

ors to these positions as long as we have money to do it. Unfortunately, as you know, we have had a great many attendants and other purely custodial people over the years, and we are attempting to bring them up to at least counselors and having a standard so that a person can come in with, say, minimum training but work up to where he has more responsibility.

The CHAIRMAN. Counselor, I know that members of the subcommittee will want to question Mr. Shea. It is now after 12:30, and I think this is a good time to break off.

The subcommittee will recess until 2 o'clock.

(Whereupon, at 12:30 p. m., the subcommittee recessed to reconvene at 2 p. m. of the same day.)

The CHAIRMAN. The subcommittee will come to order.

Before we continue with Mr. Shea's testimony, the Chair wants to place in the record a statement from Mr. Jonas B. Robitscher, Jr., in respect to conditions at Snows Court.

I think on last week, Thursday, I put a short statement in making is quite clear that the conditions in Snows Court had been corrected. That statement goes on to amplify the whole problem there.

So, without objection, the statement will be placed in the record at this point, together with a news article of Sunday, November 8, 1953, from the Sunday Star.

(The statement of Mr. Robitscher, Jr., and the article from the Sunday Star were marked "Exhibit No. 22 and 23," respectively, and read as follows:)

#### EXHIBIT No. 22

WASHINGTON, D. C., December 19, 1953.

HON. ROBERT C. HENDRICKSON,  
*Senate Juvenile Delinquency Subcommittee,  
Senate Office Building, Washington, D. C.*

DEAR SENATOR HENDRICKSON: On Wednesday, December 17, 1953, information was presented to your subcommittee on juvenile delinquency by your staff consultant, Mr. Lawson Veney, which was incorrect and which was damaging to me. This information was used in the lead paragraphs of the Evening Star story on the first page of its issue that same day. I presume the same statements would have been carried in other papers if I had not phoned the newspapers and informed them that the information presented at the hearing was incorrect.

Since that time I have phoned your subcommittee several times and asked that Mr. Veney get in touch with me so that he could (1) inform the press that his testimony was not correct and seek to rectify the harm that has been done, and—even more important—(2) correct the record of your hearings. Mr. Veney has not gotten in touch with me, and I am forced to write to you so that the record can be set aright.

The incorrect statements presented to your subcommittee concern Snows Court NW. My interest in the matter is that I am the owner of 19 houses in Snows Court.

Reporting on Mr. Veney's testimony, the Star stated:

"Conditions under which children live in Dixons Court SW.—from outside plumbing to drunken brawls—were reported to the Senate Juvenile Delinquency Subcommittee today by two of its investigators.

"The subcommittee was told that Dixons Court is 1 of 3 crime-breeding places in the District with 30 or more substandard houses. The other two were reported as Fenton Court NW., and Snows Court NW."

No further mention of Snows Court was made in the story nor were any substantiating details given—nor could any have been given. Far from being a site of brawls and replete with outside plumbing, Snows Court for almost a year has been the scene of a comprehensive and expensive restoration—done entirely with private capital and without Government assistance of any kind—aimed to help in the restoration of Washington's historic old First Ward and to

provide Georgetown-type houses (at considerably lower than Georgetown prices) close to Washington Circle and downtown Washington.

So far, our project has been a success although we have been hampered in a variety of ways, not the least of which has been the disinterest of public and private lending agencies in our plan. In spite of hurdles, we have completely remodeled 7 houses. These houses are completely air-conditioned, are provided with modern kitchens and bathrooms, have disposals, wood burning fireplaces, and 8-cubic-foot refrigerators. They are a far cry from the slum described by your investigator.

At the time of writing, 4 of these houses have been sold. The sales price of each has been in excess of \$15,000. A 5th house has been rented. Two houses are still on the market, and I believe the misstatements of your committee investigators damaged the appeal of these 2 remaining houses. In addition, plans and permits have been secured and a contract let for the remodeling of 9 other houses owned by me and my wife in Snows Court, the work to start just after the first of the year, and 2 more houses have been sold to investors who have done widescale Georgetown remodeling and who plan to begin remodeling activities in a few weeks. The desirability of all these houses is lessened by the false description of the court that now stands in the testimony of your subcommittee.

Far from being a crime-breeding locality, Snows Court is now inhabited—owners or renters—by two newspaper reporters (both of whom cover Capitol Hill), a State Department employee and her mother, an employee of the Department of Health, Education, and Welfare, and an employee of the Library of Congress. These people have been subject to embarrassment because of the prominence of the newspaper description of Snows Court as a slum and a site of "drunken brawls."

Although he mentioned Snows Court only obliquely and in passing, your investigator was guilty of a wide variety of misrepresentations concerning it.

(1) There is no outside plumbing in Snows Court. The 7 remodeled houses have new ceramic tiled bathrooms with shower and tub, washbasin, and commode, all of these within the house and not outside. The remaining houses have been vacated and at present have no plumbing; they, too, will be provided with inside plumbing when they are remodeled.

(2) There are no children living in Snows Court—which makes it a source of puzzlement to me why it has been mentioned as a source of present juvenile delinquency.

(3) As pointed out above, the inhabitants of Snows Court are eminently respectable—the court is not a "crime-breeding place."

(4) Snows Court is not 1 of 3 such courts in the District with "30 or more substandard alley houses."

(a) There are only 28 houses in Snows Court.

(b) Seven of these houses are completely remodeled, as pointed out supra, and work will begin shortly on 11 more.

(c) Three more of these houses were sold by my wife and I in August to St. Paul's Episcopal Church, which also faces on the court. These houses have not been inhabited for almost a year; the church does not rent out these houses but uses them to hold Sunday school classes and to house church records. As you may know, St. Paul's is one of the oldest Episcopal churches of Washington, long associated with the first ward and Foggy Bottom.

(d) Work will be commenced on our remaining houses as soon as our finances allow. You will be interested to know that my wife and I—amateurs in the remodeling field—have owned these houses for less than a year and that experts in the field of housing rehabilitation have expressed their views that we have moved with unbelievable despatch in remodeling so many houses and preparing the remainder of our houses for remodeling in this period.

What made the information presented about Snows Court to your subcommittee particularly surprising to me is that our project has received a great deal of newspaper publicity and many officials of the District of Columbia Government have followed its progress with interest. Our remodeling activities have been far from a secret. Housing officials from New York and Baltimore have studied this example of the rehabilitation of a blighted area by private enterprise. Newspaper stories and photographs have appeared. We have also—far from keeping our light under a bushel basket—run paid newspaper advertisements for our houses. For these reasons, the errors of testimony presented to your subcommittee are hard to understand.

In further explanation of my discomfort at finding Snows Court held up to public scorn, I should add that I am a medical student, remodeling houses as a

part-time activity. In my future capacity as a doctor, I would not like the records of your hearings to indicate that the property I own is the site of filth, disease, depravity, crime, and delinquency.

Let me say here that I agree entirely with the aims and objectives of your committee and feel strongly that slum areas, such as Dixons Court, are breeding places of juvenile delinquency. However, I thought it was a matter of public record that Dixons Court will soon be razed as a part of the redevelopment plan for Southwest Washington and that the Redevelopment Land Agency, which has ably pushed this slum-clearing plan, is a major property owner in Dixons Court. The testimony concerning Dixons Court does not thus appear to be closely related to the problem of future delinquency which faces the District.

It is a matter of fact that much of the restoration and rehabilitation of blighted areas in Georgetown, Foggy Bottom, and Capitol Hill has begun with the remodeling of alley houses, facing on interior courts. Among the alleys which have been completely remodeled, or partly remodeled, in the District (although Mr. Venev made no mention of this in his testimony) are:

On Capitol Hill:

Terrace Court  
Library Court  
Schotts Alley  
Rumsey Court  
Gessford Court  
B½ Street SW.

In Foggy Bottom:

Snows Court  
Greens Court

In Georgetown:

Rock Alley  
Poplar Place  
Pomander Walk  
Caton Place  
Scott Place  
East Place  
Cherry Hill  
Bank Street  
Potomac Street  
Congress Court

And in Northwest Washington:

St. Matthew's Court

All of these "alleys" are being remodeled, or have been remodeled, by private individuals who have not looked to the Government for assistance. They represent an estimated investment for \$2 million of private funds in the future of the District of Columbia and the preservation of its historical past. They also represent the addition of 200 modern houses to the District of Columbia's tax rolls. The testimony presented to your committee must have been distasteful to the owners of all these "alley" homes which are not the site of brawls, drunkenness, and outside privies.

May I call to your attention the criteria concerning slums which Mr. C. William Brooks, eminent authority on city planning and administrator of the Baltimore plan, recently put forward in testimony before District of Columbia officials. Mr. Brooks said:

"Dwellings are not slums simply because they are located in alleys less than 30 feet in width. We have slum properties in my city [Baltimore], and you have slum properties in your city which are on streets over 60 feet in width. \* \* \*

"It is not necessary to drive around a city looking for slums to determine where the slums of the city are located. If proper studies have been made, such areas may be determined by reference to a map upon which certain information has been noted with pins or colors. You can almost delineate the very bounds of a slum area by a heavy concentration of pins or colors where the following statistics and data are noted:

"1. Excessive overcrowding; from studies made from the latest census reports and usually plotted with reference to census tracts;

"2. Frequency of crimes;

"3. Frequency of fires;

"4. Frequency of disease;

"5. Frequency of arrests;

"6. Frequency of juvenile delinquency;

- "7. Structures without sanitary facilities—outside toilets;
- "8. Frequency of health department notices;
- "9. Excessive reduction in tax assessments; and
- "10. Several other factors, including structural dilapidation and other information from reports filed from time to time in several of the municipal agencies.

"\* \* \* After examining the renovated alley dwellings which are now occupied and have been for some time, I find none of the slum factors present, and, according to the owners, assessments have been increased considerably.

"No greater problem confronts American cities today than the problem of eliminating slums and preventing property deterioration. Every encouragement should be given private enterprise to participate in such a program."

Believing that you will wish to correct the injustice done to Snows Court owners and residents, I request that you insert this letter and the enclosed clipping from the Sunday Star of November 8, 1953, entitled "Foggy Bottom Area Gets Facelifting." I cordially invite you and the members of your subcommittee and the committee staff to visit Snows Court and review the work we have done there.

Very sincerely,

JONAS B. ROBITSCHER, JR.

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EXHIBIT No. 23

[From the Sunday Star, Washington, D. C., Sunday, November 8, 1953]

FOGGY BOTTOM AREA GETS FACELIFTING—ELEANOR DULLES AND OTHERS RENOVATING SLUMS IN ONE-TIME GAS-HOUSE AREA

(By Isabelle Shelton)

Foggy Bottom, the "old Washington" area which already has gained world attention as the nerve center of the State Department's far-flung activities, appears on its way to a major facelifting, a la Georgetown.

A person walking through the section any weekday would find bricklayers, carpenters, plasterers, painters, and a host of other workmen busy refurbishing ancient, decrepit dwellings, many in such a sad state of disrepair that the District Government had condemned them for occupancy.

Much of the area—one of the city's oldest—has fallen away to slums. There even is disagreement about its exact boundaries. Roughly speaking, it is bounded on the west by Rock Creek and the Potomac River, on the south by the Potomac, and on the north by Pennsylvania Avenue.

Some would place its east boundary at 23d Street. Others would carry it almost to the doorstep of the White House, along 17th Street.

The fading area was given a tremendous boost when the State Department moved into its big new building there in 1947.

The former gashouse area, which, incidentally, got its name from the "miamic vapors" which arose from its river-edge swamps in the early days of the city, received still a bigger boost a few months ago.

This was an announcement that a huge luxury-type hotel and office building would be erected on the site of what have long been the area's landmarks: the huge, unsightly gas tanks. The tanks have not been used for some years, but they have remained as a blight on the landscape.

The State Department also is considering about building another new building, across the streets from its present one.

But most of the area's facelifting will consist of renovation rather than new construction.

Of particular interest right now, because of the recent hearing before the District Commissioners on the legality of all alley dwellings, is a group of houses being renovated in three courts—Snow's Court, Hughes' Court, and Green's Court. She will keep 1 for herself and rent out the other 2.

The courts form the interior core of 3 adjacent blocks between I and K Streets NW. Snow's Court is between 24th and 21st Streets, Hughes Court between 25th and 26th, and Green's Court between 26th and 27th.

Eleanor Lansing Dulles, the sister of Secretary of State, John Foster Dulles, and a State Department official in her own right (she is special assistant to the officer in charge of German economic affairs), is fixing over 3 houses in Green's Court. Joseph Robitscher, a George Washington University medical student, and his wife Jean, a former newspaper and magazine writer, are redoing most of the the houses in the once-notorious Snow's court, which is well known to police for its record of petty crimes and misdemeanors.

Ben and Dorothy Burch, who have done similar restorations in Georgetown, and the Robitschers will develop Hughes' Court together, and the Burches also have some houses in Green's Court. A few other people own a house or two.

The most nearly completed of the houses are a row of seven owned by the Robitschers in Snow's Court. Only the finishing touches remain to be put on the attractive white-painted brick structures, which are pictured above.

The 93-year-old dwellings, which had deteriorated into scarcely more than hovels, each occupied by 10 or 12 unfortunate Negroes, were stripped back to the bare brick walls. All interior partitions were removed, and new flooring was laid over the old.

Gas, electricity and inside plumbing, none of which the houses had before, were installed. A brick fireplace was added to each, flanked on each side by shelves or cabinets or a combination of the two. (There are small variations such as these between the houses. There also is variety in the wall above the fireplaces. In some houses the bare bricks extended to the ceiling. In others, the bricks are covered with plaster. Complete air-conditioning is available for an extra \$700.)

Each house has 2 stories plus a basement, and is 12 feet wide by 26½ feet deep. Double French doors have been installed leading to the tiny (12- by 14-foot) newly bricked and fenced patio at the rear of each house.

With the exception of one especially built kitchen, which is pictured above, the kitchens are completely walled rooms, occupying a corner at the front end of the living room. The doors of each are a pair of shutters, hinged on each side of the door frame and meeting in the center. The louvered shutters permit light to enter the living room through the kitchen window. Each kitchen is equipped with an 8-foot refrigerator with across-the-top freezer space, a red formica-topped sink with garbage disposal unit and an exhaust fan.

The door to the basement also appears to be a louvered shutter, although it is solid wood on the basement side to keep out drafts.

There is iron grillwork on the steps to the second floor.

Upstairs there are 2 bedrooms, each with a closet and 2 windows. There also is a tiled bath with skylight and a small linen closet. The larger of the two bedrooms, at the back of the house, looks out at a huge, beautiful, stained-glass window at the back of St. Paul's Episcopal Church.

The outside brick walls have been painted a spanking white, and a new red brick stoop and staircase with iron grill railing are being built in front of each. Shutters in authentic Williamsburg colors—a different color for each house—have been added. There is an electrically wired carriage lamp at the side of each front door.

Four of the seven houses already have been sold, and a fifth has been rented. A woman who works for the State Department and her widowed mother have purchased one. A local lawyer has purchased another, as an investment, and the other two were purchased by 2 women news reporters. One covers Capitol Hill for the United Press, the other covers the Capitol for the International News Service.

The CHAIRMAN. Mr. Shea, you may continue. You have been sworn so you may continue your testimony.

#### TESTIMONY OF GERARD SHEA, DIRECTOR, DEPARTMENT OF PUBLIC WELFARE, DISTRICT OF COLUMBIA—Resumed

Mr. BEASER. Mr. Shea, in your statement at the beginning you mentioned the fact that you were having trouble getting foster homes in the District because of the zoning regulations. Will you amplify that and tell us what is holding up the change in building regulations?

Mr. SHEA. I think the best way to answer that question is to submit this justification for the record, which goes into considerable detail regarding the whole problem.

The CHAIRMAN. That will be received as exhibit No. 24 and placed in the record.

(The material referred to was marked "Exhibit No. 24," and reads as follows:)

## JUSTIFICATION

The proposed amendment to the zoning regulations, defining a foster home and differentiating a foster home from a boardinghouse, is recommended for the following reasons:

I. Under present zoning regulations there is no distinction between a boardinghouse and a foster home and, therefore, foster homes are not permitted in certain restricted area districts in the District of Columbia.

II. There exists at the present time a critical shortage of foster homes in the District of Columbia for the large number of children who are wards of the Department of Public Welfare.

III. Institutional resources for delinquent and dependent children committed to the Department of Public Welfare are limited and in a great many cases not appropriate to a child's individual personality needs.

IV. Authorities in child care and child psychology recognize the cardinal importance of providing for children with the homelife and a family relation as nearly as possible like the normal child receives in its own natural family.

V. The maintenance of a foster home is entirely different from a boardinghouse in that it is not conducted for profit. High personal qualities are demanded of foster parents and the foster home is subject to regular visitation and supervision.

VI. The maintenance of children in public institutions is three times more costly than their maintenance and care in foster homes.

VII. The recruitment of foster homes is a difficult task, which is made infinitely more difficult by restricting homes in the better residential areas of the community.

VIII. The entire community has a vital interest in the finding and the development of foster-home resources.

Appendix 1—Opinion of the Corporation Counsel, District of Columbia, CCO—799.1, Board of Public Welfare, approved by the Board of Commissioners, March 20, 1936.

Appendix 2—Excerpts from Report on Findings and Recommendations With Regard to the Child Welfare Services of the District of Columbia Included In the Division of Child Welfare, Board of Public Welfare, United Community Services, January 1953.

*I. Under present zoning regulations there is no distinction between a boardinghouse and a foster home and, therefore, foster homes are not permitted in certain restricted area districts in the District of Columbia.*

The present zoning regulations define a boardinghouse as a dwelling other than a hotel where for compensation meals, or lodging and meals, are provided for three or more guests. In the light of this definition, it is assumed that the regulations do not comprehend any distinction between a foster home and a boarding or lodging house. It would appear necessary, therefore, to amend the present zoning regulations in order to exempt foster homes from the restrictions imposed in section 15 (a) and section 15 (b) of the zoning regulations of the District of Columbia. The zoning regulations, as they are presently written, do not exclude from these sections homes where boarding and lodging is furnished for a selected group of persons such as foster children. Because the zoning regulations simply define a boardinghouse as a dwelling other than a hotel, where for compensation meals, or lodging and meals, are provided for three or more guests, it is necessary that an amendment be made to such regulations providing for and defining foster-family homes.

The Department of Public Welfare has had the occasion to discover many families anxious for children but who were located in restricted areas who are, therefore, not allowed to accept such children. In these restricted areas, because of the zoning regulations, such foster homes are unavoidable. The underlying purpose of this proposed amendment is to differentiate between foster-family homes and boardinghouses in order to allow foster-family homes in restricted area districts. It is clear that these restrictions apply in the better residential areas with families in the high socioeconomic levels, and it is the homes in these areas, it should be emphasized, which are the most desirable for foster-home care.

The amendment also would permit a foster home to have more than 3 children, but in no case no greater than 5, and only 5 when the 2 additional children were brother or sister to the other 3. One of the great problems for the Department of Public Welfare in placing children has been in group placements. The danger in separating children from their brothers and sisters even for a short time can

very well be disastrous. Every possible effort should be made to place children together in their natural family grouping.

II. *There exists at the present time a critical shortage of foster homes in the District of Columbia for the large number of children who are wards of the Department of Public Welfare.*

The Department of Public Welfare receives delinquent and dependent children committed to it by the juvenile court, and provides care, custody, and guardianship (secs. 3-114, 3-116, 3-117, 3-120, D. C. Code, 1951). While the juvenile court of the District of Columbia has a variety of methods of dealing with children appearing before it a very large proportion of children formally disposed of by the juvenile court after hearings are committed to the Department of Public Welfare. In the fiscal year of 1952 the juvenile court received complaints against 3,169 different children. This, of course, does not represent the number of children actually appearing before the court for a hearing. Of these children, however, over 700 were committed to the Department of Public Welfare.

A great many of the children committed to the Department of Public Welfare are cared for in institutions because: (1) many younger children following the breakup of their own family are too disturbed to go direct to a foster family and are placed temporarily in an institution; (2) some children are difficult to place in a foster home because they have grown too old to accept a new parent relation. However, the most important factor for children remaining in institutions is the lack of foster homes. There is at the present time very little foster home facilities for adolescent boys and girls, for Negro boys and girls of all ages, and for the emotionally disturbed child. At any one time it would be correct to say that there is at least 200 children cared for in public institutions who could be placed in foster family homes should such homes be available.

III. *Institutional resources for delinquent and dependent children committed to the Department of Public Welfare are limited and in a great many cases not appropriate to a child's individual personality needs.*

The Department of Public Welfare maintains a variety of juvenile institutions for the treatment and care of such children. The Industrial Home Schools for white and colored children provide training and care for young teen-agers and Junior Village is an institution for both white and colored children in the very early years. Depending upon the individual child's needs, however, in a great many cases an institutional placement of a child is not indicated. Many children, because of their previous history and personality structure, require the intimate care that can only be secured in an individual family household. The Department of Public Welfare must make immediate plans for children with its available institutional resources, and the fact that its institutions at the present time are overcrowded is well known.

IV. *Authorities in child care and child psychology recognize the cardinal importance of providing for children with the home life and a family relation as nearly as possible like the normal child receives in its own natural family.*

V. *The maintenance of a foster home is entirely different from a boarding-house in that it is not conducted for profit. High personal qualities are demanded of foster parents and the foster home is subject to regular visitation and supervision.*

Foster parents are recruited by the Department of Public Welfare with reference to certain specific qualifications in experience, age and temperament, understanding the needs of children, and for the care and training of them. Additional requisites of the foster family are as follows:

"Good mental and physical health of all members of the household is to be established by certification of the family physician.

"Reputation for good moral conduct for all members of the household must exist in the community and the neighborhood.

"To be considered for use, a home must give evidence of an income for its own needs above a generally accepted standard of subsistence level, and evidence of good judgment in meeting its financial obligations.

"The home taking boarders or engaging in the rental of rooms will not be considered for use, as neither the time nor the atmosphere necessary to help dependent children with their problems can be expected under such circumstances."<sup>1</sup>

While the foster parent receives compensation for the board and care of wards accepted in the family, the foster parents' responsibility of such children is entirely different from that of the keeper of a boardinghouse. First of all,

<sup>1</sup> Rules and Regulations, Division of Child Welfare, December 11, 1947.

the children are placed on a boarding arrangement at a rate which does not result in profit to the foster parents. Secondly, the child's participation in the family life of the foster home is a distinguishing characteristic of the relationship. In case of a foster home the greatest good is rendered to the community and the individual child by enabling the child to live in the home with a person who takes on the responsibilities and the role of the parent. Persons who seek dependent children for foster care who indicate any motive other than providing a substitute home for any such child are not qualified to serve as foster parents. It should be emphasized that the primary motive of the foster parent is humanitarian.

On March 20, 1936, the Board of Commissioners of the District of Columbia approved an opinion of the Corporation Counsel relating to the distinction between a foster home and a boardinghouse. While this opinion was written before the present regulations were amended to define a boardinghouse, this opinion is extremely interesting in suggesting the significant differences between the two. A copy of this opinion is appended hereto.

Foster parents are regularly recruited by the Department and public support of this program is enlisted by accentuating the vital public service necessary in providing home and family life for neglected and abandoned children. The value of a substitute parent for certain children is beyond calculation. Children who have been abandoned by irresponsible parents can only achieve normal personality development and realize their own potentialities by finding again in a foster family home the emotional ties that they require.

*VI. The maintenance of children in public institutions is three times more costly than their maintenance and care in foster homes.*

In the District of Columbia there are approximately 300 children placed in foster homes, approximately 70 white and 230 Negro. At the same time over 300 children, wards of the District of Columbia, are placed in foster homes in Maryland and Virginia. It must be recognized that placing children for foster home care in the District of Columbia rather than in other States is desirable for many reasons. It is expensive to the community to recruit foster homes in Maryland and Virginia and it is even more expensive to the community for the Department of Public Welfare to supervise children in out-of-town foster homes. Children in foster homes are regularly supervised by the Department. They are visited at regular intervals, examined at the District of Columbia health clinics, and the cost of maintaining a child in an out-of-town foster home is unnecessarily high. Furthermore, many children in foster family care who have been for one reason or another separated from their natural parents are only temporarily placed. By placing a child outside of the District of Columbia, separation of the child and its own natural parent is accentuated; it becomes very difficult for parents to visit their children regularly when they are in foster homes outside of the District of Columbia.

Furthermore, it must be noted that foster home boarding rates are \$45 per month for children 6 months of age to 18 years, and \$60 per month for infants under 6 months, whereas care in public institutions costs nearly 3 times as much.

*VII. The recruitment of foster homes is a difficult task, which is made infinitely more difficult by restricting homes in the better residential areas of the community.*

*VIII. The entire community has a vital interest in the finding and the development of foster home resources.*

*Appendix 1.*—Opinion of the Corporation Counsel, District of Columbia (CCO)—799.1: Board of Public Welfare, approved by the Board of Commissioners March 10, 1936.

To: The Commissioners.

In re: Request of the Director of Public Welfare for an opinion as to whether the placing of dependent children in homes located in the "A" restricted and "A" semirestricted area districts is in violation of the zoning regulations.

Report: Section 15 of the zoning regulations reads as follows:

"(a) In the 'A' restricted area district the minimum dimensions of yards and courts and the maximum percentage of lot occupancy shall be the same as for the 'A' area district, except that hereafter no building shall be erected and no building or premises altered for use or used, as an apartment house, hospital, sanitarium, lodging or boardinghouse, public garage, flat, hotel or community house, but shall be erected, altered for use or used only as a wholly detached single-family dwelling with two side yards, church, school, or passenger station.

"(b) In the 'A' semirestricted area district the minimum dimensions of yards and courts and the maximum percentage of lot occupancy shall be the same as

for 'A' area district, except that hereafter no building shall be erected or altered for use as an apartment house, hospital, sanitarium, lodging or boardinghouse, public garage, flat, hotel, or community house, nor shall any building or premises be used for these purposes."

It appears from the reference that it has been a policy over a period of years for the Division of Child Welfare of the Board of Public Welfare to provide opportunities for the development and training of dependent children committed to its care by arranging for their membership in a family group. To attain this end the interest of certain individuals is enlisted in the problems of children needing care and they are induced to receive the children on a boarding arrangement at a rate which does not result in a profit to the foster parents. The Director of Public Welfare contends that if these children cannot be boarded in homes located in the "A" restricted and "A" semirestricted districts the portions of the city most favorable to the development of the children will be closed to them. It is further stated in the reference that not more than three children are placed in any one foster home unless they are brothers and sisters of one family group in excess of that number when it is important to sustain the brother and sister ties by keeping them together.

The question presented is whether the boarding of these children in the homes of their foster parents changes the character of the residences from single family dwellings to lodging or boarding houses.

In the case of *Village of Riverside v. Reagan* (270 Ill. App. 355), it was held that under a zoning regulation limiting the use of certain property to "dwellings or buildings for residential purposes of a single family only" the word "family" meant "the household, or collection of persons, including husband, wife, children, lodgers, servants residing together and receiving diet, lodging, etc., from a common supply, or source—and subject to rules for their government, as members of such household, with respect to such membership."

In the case of *Ronnis v. Bangor R. & E. Co.* (100 Me. 496; 1 L. R. A. (N. S.) 963), the court in construing the meaning of the term "boarding house" said:

"\* \* \* The test is whether the petitioner's tenant occupied the house as a home for himself and his wife and children, and incidentally kept boarders also, or whether he occupied it as a place for carrying on the business of keeping boarders, although while prosecuting the business, he and his wife and children live in the house also. Under this test, neither the size of the house, nor the number of the boarders, is of importance, except as evidence that they may have weight in determining which is the principal use for which the building is occupied."

In the case of *Nerrvter v. Little* (258 Mich. 462; 243 N. W. 25), the court in considering a covenant which restricted the use of premises to a single family dwelling said:

"The gathering together of a large number of children into one group by a person who makes it a business to board and room them for pay is a distinct violation of the restriction."

Since it appears from the reference that the foster parents take but a small number of children into their homes, not as a business or for profit, but to give such children the privilege of a home as a member of a family group, it is my opinion that the zoning regulations above quoted are not violated. In other words, the children become a part of the family in their foster home, and, therefore, the premises are still occupied as a single family dwelling.

There is, however, a question of policy presented by this reference. If the Zoning Commission feels that the action of the District authorities, in placing these children in homes in the "A" restricted and "A" semirestricted districts will have the effect of breaking down the enforcement of these regulations, then it is my opinion the District authorities should cooperate with the Zoning Commission and not board the children in homes located in these area districts.

#### *Recommendation*

It is, therefore, recommended that this opinion be referred to the Zoning Commission for its report on the question of policy here presented.

E. BARRETT PRETTYMAN,  
Corporation Counsel, District of Columbia.

APPENDIX 2—EXCERPTS FROM REPORT ON FINDINGS AND RECOMMENDATIONS WITH REGARD TO THE CHILD WELFARE SERVICES OF THE DISTRICT OF COLUMBIA INCLUDED IN THE DIVISION OF CHILD WELFARE, BOARD OF PUBLIC WELFARE, UNITED COMMUNITY SERVICE, JANUARY 1953

"More foster homes must be found in the District. The homes now in use are located much too far from Washington. The seriousness of the situation can be seen in the fact that not one white foster home was opened in the District during the last 6 months of 1951. Twenty-three new homes for forty-two white children were found in Maryland and Virginia, some at distances of 88, 97, and 113 miles. What this means in loss of efficiency in the Foster Home Study Unit alone is obvious—quite apart from its effects on the children and on the efficiency of the other units, especially the Foster Home Unit which supervises the home after a child is placed. If the child has health problems, he needs to be in the District where he can receive proper clinical and hospital care.

"When children are placed in Virginia and Maryland school tuition must be paid out of District tax funds. This amounts to about \$50,000 a year. The schools in two Virginia counties, Fairfax and Prince William, are so overcrowded that they will not accept District children even with payment of tuition.

"There is a shortage of foster homes for children of all groups, but particularly adolescents, Catholic children, and colored children. There is a preponderance of school-age children, but most foster parents want younger children.

"Our conclusion is that foster home care is an essential means of caring for wards of the District of Columbia because—

"(1) The cost is less than one-third that of institutional care; and

"(2) A home atmosphere is better for most children than institutional care as it provides him with the kind of experience that will enable him to take his place in a normal community."

Mr. BEASER. Now, under some of the systems of treating delinquents they say that they would like to have a variety of institutions, a variety of types of institutions where these children can be treated.

When you have your Laurel Institution finished, will you have a sufficient variety of types of institutions so that you can treat varying kinds of disturbed children who come to the institution?

Mr. SHEA. I might answer the question this way, that even when we have the children's center it is not our thought to have every child who is the responsibility of welfare actually in the children's center.

I feel very strongly that we should continue to use for some children, the younger children, maybe for some of the older children, the private institutions.

When we have the children's center we will obviously, of course, have cottages and we will have the opportunity of internal classification so that the behavior problems and the age and so forth of each child may be properly grouped.

I also feel that even after we have the children's center there may be a certain number of children who are beyond anything we can offer at the children's center. The behavior may be so aggravated that they will need another type of service.

So we hope to be able to continue the relationship we have with the Department of Justice so that for the child who is in need of that type of care or any other care along that line we will be able to take advantage of it.

Mr. BEASER. You utilize now the services of the Department of Justice?

Mr. SHEA. At the National Training School for Boys.

Mr. BEASER. Do you use their forestry camp at all?

Mr. SHEA. Children are directed directly by the juvenile court to the Attorney General and they physically go to the National Training

School. After that that is the Department of Justice's responsibility.

Mr. BEASER. If they are committed to the Department of Welfare do you use forestry camps run by the Department of Justice?

Mr. SHEA. No.

Mr. BEASER. Have you given any thought to the need of forestry camps for taking care of delinquent children?

Mr. SHEA. No, I haven't.

Mr. BEASER. When Laurel is set up, how many psychiatrists do you intend to have? What would be the ratio?

Mr. SHEA. From the practical standpoint it is difficult to get any psychiatrists, but the way it looks to us at the moment, the best thing we can do is to use the positions now identified with the District School Superintendent and the Assistant Superintendent of the District Training School, both of which are psychiatrists, one by law and the other by job.

So there would be two full-time job psychiatrists at the children's center.

Mr. BEASER. How many children?

Mr. SHEA. Fourteen hundred, as indicated this morning, and seven hundred of which will be in the District Training School and, therefore, mentally retarded; and the other seven hundred, the teen-age delinquent type of child in the industrial home type of institution.

In addition to that we would have psychiatric social workers, have our own psychologists. There will be caseworkers in the institution who will provide casework service to the institution children, but they, of course, will not necessarily be psychiatric social workers. Some of them may be and some may not.

Mr. BEASER. At the present time, seriously emotionally disturbed children are treated where in the District?

Mr. SHEA. In the District of Columbia the only place available is Hillcrest, which was recently reestablished or reorganized.

The Department of Welfare takes advantage of the psychiatric services and treatment program provided for in the Children's Village, Dolls Ferry, New York, and Cedar Knolls.

I think there is one also in Baltimore in which we have 1 or 2 children.

Those are about the 4 services we are able to take advantage of that provide around-the-clock psychiatric service.

The CHAIRMAN. What is going to happen to the industrial home school for white children when you move to Laurel?

Mr. SHEA. The facilities?

The CHAIRMAN. Yes.

Mr. SHEA. All we know is that we turn the facilities back to the District government. That becomes somebody else's responsibility.

The CHAIRMAN. Those facilities as you put it, are in shocking condition?

Mr. SHEA. Yes. The only building that is of any real potential for reuse is the school building which is also very old, but the other buildings are completely beyond adaptation.

Mr. BEASER. Do you utilize the sponsors in the aftercare in your institution?

Mr. SHEA. Yes, sir; we do.

Mr. BEASER. How does that program work out?

Mr. SHEA. Sometimes it is very successful; sometimes it is not so successful. It is like anything else. In the sponsored program one of the major concerns always should be to be careful that you get the right person to assume the responsibility for being a sponsor. I have always felt that being a sponsor is a mighty serious responsibility because in the instance of a lot of children it is the only real friend they have ever known in their life and if it so happens that that person fails in the responsibility it will be another setback for the child who probably has experienced many setbacks in his life.

I think the real test of sponsors is after institutional care when the child needs something to tide him over the rough spots after institutional life.

Mr. BEASER. Would you say that percentage of children who return, who have had sponsors, is less than those who do not return to your institution?

Mr. SHEA. I wouldn't have any information on that.

The CHAIRMAN. Mr. Shea, have you any recommendations that you would like to offer for the consideration of the subcommittee as to just how we as a subcommittee can help the District with this big problem of yours?

Mr. SHEA. Yes, sir. As I have said on many occasions, I think even though it is the long-haul way of doing it, we have to begin to prevent some of this delinquency. So that for a considerable number of years now we have requested and still need strengthening of our protective services. I don't know whether you caught it this morning when I read the opening statement, but relatively few children have to be committed to the department who have been caseworked by the protective service unit of the Child Welfare Agency, 1 out 10.

If that was strengthened, that is one of the areas where we may not be able to put our finger right now on savings, but in the long haul it would be a less expensive operation.

Secondly, I think also that the Public Welfare Department needs to realize the portion of the public works program that has been proposed by the commission, including the Receiving Home and the place we haven't mentioned at all today, the District Training School, which is for the retarded children where we have neglected our responsibility for taking care of the children for a considerable period of time.

I don't think we can emphasize too strongly the need for psychiatric service in the community. Twenty percent of the children now under care need psychiatric service. That is to say, they need therapy provided by the psychiatrist.

In the other 80 percent the caseworkers require and need some psychiatric consultation so that they can more effectively work with the child. Some of the biggest things can be accomplished if some method could be worked out so that we could all work together more effectively.

After all, we do have the same objective; we are working with the same children; we are in the same community and if we could have the maximum cooperation and coordination of everybody I think that a lot more would be effected for the benefit of the children. That is what we are all concerned about.

I think also finally, if the subcommittee would consider it, to re-evaluate the positive contribution that is being made by the youth

councils set up by the youth commission. I think they have started off in the right direction to cover the city and get at this problem of delinquency before it becomes too aggravated.

The CHAIRMAN. What have you to say as to the value of this subcommittee and its work? I want you to give me a very frank answer. I am not looking for compliments. I want to know whether you feel we have justified our existence.

Mr. SHEA. I think very definitely you have. To be very frank, I was a little disturbed when I read some of our public works might be delayed a little bit, but I think in the long haul people will realize that it does take a little money and it does take time and it takes a coordinated effort by everybody.

This subcommittee is bringing all the information together and giving a good objective, across-the-board evaluation of it and I think that the community will benefit as times goes on.

The CHAIRMAN. Have you any counsel and advice to offer the subcommittee as to further procedures we should adopt?

Mr. SHEA. I would not be so presumptuous, sir.

The CHAIRMAN. We are researching for facts and searching for truth just as every other subcommittee of the Congress which has a worthy objective. Naturally we need the help on this District problem of the people in the District and naturally I would welcome any suggestions that anybody has to offer.

Mr. SHEA. If we can be of any service you may call on us, sir.

The CHAIRMAN. Any further questions?

Mr. BEASER. No further questions.

The CHAIRMAN. Thank you very much, Mr. Shea.

Dr. Stone, will you come forward and be sworn, please.

Do you swear that the testimony you are about to give to this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Dr. STONE. I do.

#### TESTIMONY OF DR. WILLIAM J. STONE, SUPERINTENDENT, RECEIVING HOME FOR CHILDREN, DISTRICT OF COLUMBIA

The CHAIRMAN. Now, will you state your name and address?

Dr. STONE. William J. Stone, 4933 Eleventh Street NE. I am the Superintendent of the Receiving Home for Children.

The CHAIRMAN. Will you tell us for the record something of this Receiving Home, its purpose and its mission?

Dr. STONE. The Receiving Home for Children is one of the institutions of the Department of Public Welfare of the District of Columbia and it exists for the purpose of detaining persons under the age of 18 who have been taken into custody by the police.

They are held there pending investigation and also pending juvenile court hearings.

We also detain children who are fugitives from their homes in other jurisdictions and we detain children who are wards of the Department of Public Welfare, children who have run away from their other institutions under the jurisdiction of the Department, as well as children who are wards and who fail to make satisfactory adjustments for one reason or another in the other institutions maintained by the Department.

That is in general our function.

The CHAIRMAN. Will you describe for the record just what happens to a child when he or she is delivered to the Receiving Home?

Dr. STONE. In practically all cases children are brought into the institution by the various law enforcement agencies or by the case-workers of our child welfare division.

They are detained there pending a disposition of the case either by the police or by the court or by the Child Welfare Division.

The CHAIRMAN. Do they receive a physical examination upon admission?

Dr. STONE. Each child is given a physical examination by a part-time medical officer on our staff.

We also have registered nurses who record the results of the physical examination. The child, of course, is oriented to the institution. He is bathed and showered and issued institutional clothing and introduced to one of the groups to which he is assigned.

We have two groups of boys, junior boys, where we keep the boys who are 13 and under; then we have the senior boys, who are those between the ages of 14 and 17. We have one unit which contains all the girls regardless of their age.

So there isn't as much classification or segregation as we could have.

The CHAIRMAN. What is the design capacity of the home?

Dr. STONE. The design capacity for the institution is 43 children. We recently have had many more than that in residence.

The CHAIRMAN. How many as of today?

Dr. STONE. This morning we have 107 children residents.

The CHAIRMAN. So you are overcrowded?

Dr. STONE. Yes, indeed.

The CHAIRMAN. Can you tell us what effect this overcrowded condition has on the children?

Dr. STONE. It certainly creates many problems. The children are forced to sleep on the mattresses placed on the floor because of the inadequacy of bedrooms or space where beds might be placed.

For example, in the senior boys' unit, which has a designed capacity of 22 beds, we had this morning 47 boys. So you can see that it is a very unpleasant situation, and the counselors are unable to deal with these children as we would like to.

The major emphasis has to be on merely containing the children and providing for their physical needs, such as looking after their feeding and clothing and showering and trying to afford them mere essentials.

We can't have very much of an active program because of this overcrowding and because of inadequacy of personnel.

The CHAIRMAN. How many have you on the staff there?

Dr. STONE. We have 39 authorized positions at the present time, which includes the part-time medical officer and myself.

The CHAIRMAN. How about your recreational facilities? Are they adequate?

Dr. STONE. No, sir. Again getting back to the senior boys' unit, that room is approximately 20 by 30 and was designed for 22 boys. We have 47 boys trying to get a little activity in that room today. Insofar as the outdoor activity is concerned, we have 2 playgrounds enclosed by an 8-foot high chain link fence which is inadequate. The

space itself is inadequate and the amount of security offered by this fence is inadequate.

The CHAIRMAN. What are the natures of the offenses for which the children are committed to your custody?

Dr. STONE. They run the gamut very much the same as adult offenses. We have children from housebreaking, car theft, drunk, robbery, assault, traffic violations, use of narcotics.

The CHAIRMAN. What is the average age there?

Dr. STONE. The average age is roughly about 14 years, all children taken into consideration. One day last week we checked and it came to an average of 14 years.

The CHAIRMAN. Does counsel have any questions?

Mr. BEASER. Yes.

You also have children there who have been transferred from the industrial home school?

Dr. STONE. At the present time, we have, to my knowledge, no such children, but we do occasionally have children who fail to make an adjustment at the industrial home schools, they are chronic runaways or they present some problem with which the industrial home schools are unable to cope.

And they require the restrictive facilities which the Receiving Home is able to offer.

Mr. BEASER. How long do the children generally stay in your institution?

Dr. STONE. Taking all children into consideration, the average is approximately 10 days.

Mr. BEASER. What is the highest that any child stayed there during the last year?

Dr. STONE. I don't recall offhand, sir. But I could tell you what it is today. The longest any child has been with us today is 195 days.

The CHAIRMAN. Some of these children are there for pretty serious offenses, are they not?

Dr. STONE. Yes.

The CHAIRMAN. What do you do with respect to security of children who have committed crime in the more serious category?

Dr. STONE. Well, they are not treated very much differently than any other child. Insofar as the boys are concerned they are generally the ones who are involved in the serious offenses and they are in the senior boys' group. So there would be a group of forty-some-odd boys whose offenses would vary from perhaps homicide to throwing debris on the sidewalk.

The CHAIRMAN. Is there anything to prevent one of these boys from breaking out of the institution?

Dr. STONE. We do certainly have a fairly good record, I consider it a very good record, in preventing the children from absconding. Yet we have had a number broken out.

The CHAIRMAN. How old is this institution?

Dr. STONE. It was occupied in January 1949. Last year we had 47 children run away from the institution and we had 2,334 children admitted.

Just about 2 percent, which I believe is below the national average which I understand to be approximately 5 percent.

So in spite of some of our inadequacies we maintain a fairly high degree of security.

The CHAIRMAN. The Chair would like to observe that in the inspection tour which this subcommittee made of the institution it is quite obvious that it is greatly inadequate. It is not prepared to do the job it was intended to do at all. I do want to say, however, that the staff is to be commended for the fine work they are doing with limited facilities.

Unless you want to go further, Dr. Stone, on the function of the center, I have no further questions.

Dr. STONE. I don't think I have any statement that I care to volunteer, sir.

The CHAIRMAN. Do you feel we have made an adequate record of the situation there?

Dr. STONE. I think in bringing it into the open you certainly have made a tremendous contribution to an understanding of our problem.

The CHAIRMAN. I would like to ask this question: Is there anything in the current budget, any money in the current budget for additional facilities there, buildings and equipment?

Dr. STONE. I understand that the Department budget did contain an item requesting funds for additional construction. What the status of that is today, I don't know.

The CHAIRMAN. You can be sure this subcommittee is going to make further inquiry and pursue this matter of appropriation because if there is one need that I have seen in the District of Columbia in the last year, it has been the need of your institutions.

I noticed, among other things that are criticized, you have no provision for medical isolation in the case of infectious diseases.

Dr. STONE. No, sir; we do not.

The CHAIRMAN. Or contagious diseases.

Dr. STONE. When a child has been detected to have a contagious disease we use the facilities of the District of Columbia General Hospital. But we have no isolation facilities.

The CHAIRMAN. That would not prevent a serious spread of disease if someone came in there unsuspected of having a contagious disease, that could spread through the whole institution, could it not, under the present conditions without any control at all?

Dr. STONE. Yes, sir; it would spread undoubtedly.

The CHAIRMAN. I think that is all that the Chair has. Thank you, sir.

Dr. STONE. Thank you, Mr. Chairman.

Mr. BEASER. Mr. Nelson, please.

The CHAIRMAN. Mr. Nelson, do you swear that the evidence you are about to give before this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Mr. NELSON. I do.

#### TESTIMONY OF NORMAN J. NELSON, FIRST ASSISTANT SUPERINTENDENT OF SCHOOLS, DISTRICT OF COLUMBIA

The CHAIRMAN. Will you state your name, occupation, and address for the record?

Mr. NELSON. Norman J. Nelson, First Assistant Superintendent of Schools, and I act as deputy during the absence of the Superintendent of Schools. My address is Franklin Administration Building, 13th and K Streets.

The CHAIRMAN. Counsel, you may proceed with the questions.

Mr. BEASER. Mr. Nelson, as I understand, you have a general statement you want to make in relation to the schools and juvenile delinquents of the District of Columbia.

Mr. NELSON. Yes, sir. I have the notes that I got from Dr. Corning this morning. I would like to have the privilege of running over them.

We don't feel that the schools can assume, naturally, complete responsibility for the children's behavior. We estimate that we have them a little more than a tenth of their time and a lot can happen in the remaining nine-tenths of time.

However, since we have them longer than any other agency, we do accept the responsibility for developing and maintaining a program that will help to lead toward lawful and responsible behavior.

In the schools themselves we feel that the conduct is very good. Visitors find, and we find that from our own observations, while in school most of the students are law-abiding good citizens, so that the instance when children are on the other side are really rare, but they, of course, receive a great deal of attention that possibly makes the public feel that the schools are worse than they are.

Furthermore, most of them are pretty well behaved outside of school, although some of the offenses that they commit are shocking to all of us.

But considering that we have in the Washington schools over 100,000 children, the number of such offenses is not very large.

The schools on all levels have elaborate programs of activities that are designed to develop interest in participation in school affairs on the part of the children, such as athletics, our cadet program, a great variety of hobbies and interest clubs, student council activities, music, journalism, dramatics, all that kind of thing.

We are able to offer counseling services on the secondary school level because in senior high school we have 2 counselors and junior high school, or vocational high school, we have 1 counselor each and those persons are freed from all other work, that is, they have no teaching responsibility and teachers on all levels are also charged with responsibility for counseling.

There are certain deficiencies in the school service that we feel need to be corrected if we are going to be more effective in dealing with juvenile delinquency.

First of all, we don't feel that our present standard of 36 pupils per teacher in the elementary schools is low enough. It does not permit an individual teacher to give enough time to incipient trouble cases.

Of course, when we say 36 is an average, that means that some classes have to be much over 36 in order to make up for those that naturally can't be built up to that number.

So that if we are to get in the elementary school a kind of counseling that will compare favorably with what we have in the secondary schools, the principal and teachers need to have more time.

Furthermore, our elementary school principals are not provided with enough clerical help so they have to spend some rather high-paid time on doing ordinary clerical jobs. That also means that they can't see the children or the parents as much as they should.

There is a very definite need for more classes——

The CHAIRMAN. How much bearing do you feel that this has on our delinquency problem, this condition you described?

Mr. NELSON. Quite a bit, sir, because the teachers are too preoccupied with administrative and clerical detail in many cases. If they could give more attention, more recognition given to beginning cases, probably some of them could be prevented from developing into more serious cases later on.

We need to have more classes, that means more teachers, to set up opportunities in smaller groups for those children who have proved that they are unable to profit from the instruction in the regular classes.

We have asked in the present budget for a beginning on that area, a total of only 6 teachers to take classes of children below 50 I. Q., whom we feel are still trainable though they can't get much advantage from the ordinary, regular classes in which they are now located.

If, under the present system, a child is excused from further attendance because we don't find that we can do anything for him, the case is tragic in more than one way. The child himself, unless his parents are able to put him in a private institution, has no opportunity for training and very often he is on the street and that means that he can associate with other children and cause further difficulty.

The public institutions are able to care for a very few of those children. We have a need, too, for psychiatric service in the school organization. At present, we do have access to the psychiatric service provided by our Health Department, but they are much overburdened and it takes months from the time of referral of a case before a child can be given consideration.

To combat that, partly, there have been set up for us 2 experimental centers, 1 in Anacostia for white children, covering 1 senior high school, and 2 junior high schools, on a wholly voluntary basis, mostly by doctors and nurses and psychologists from St. Elizabeths Hospital and our own school of nurses, and the other one in the colored schools that is operated in the late afternoon by some employees who are paid evening school classes, which is largely voluntary.

We hope by doing that that we could present to the Board of Education and then to the Commissioners and then to the Congress very definite proof that the operation of such clinics would be helpful to us.

In the center at Anacostia, for instance, in the 2 years of operation, about 42 children went through the center. We feel very definitely there was help, preventive help in some cases, and in others therapeutic influence that was very valuable.

We have taken another step. We have done as much as we could to our teachers in the way of inservice training so that they will recognize some of these symptoms early, symptoms of emotional disturbance, before they could develop into serious cases. Some parents, of course, can afford to secure the private psychiatric service, but not too many of them are able to do that.

The CHAIRMAN. What extent do you seek delinquency in schools, in the classroom, or evidence of delinquency in the classroom, or in or about the premises?

Mr. NELSON. Not very much, not about the premises nor in the classroom, but we do recognize that in those cases where we are not able to give the children what they should have, if they are not

satisfied in school, if they are not happy, then they look around for other things to do and they are not generally in the right direction.

But actually on the premises, in the classroom, there is not very much of it.

The CHAIRMAN. Do you have any records in the school system of delinquent cases?

Mr. NELSON. Not consolidated, sir. The schools keep their own records. They are held fairly confidential, but we have not consolidated any records like that at all.

The CHAIRMAN. Do you exchange any information or records with the police or any other department of the District government?

Mr. NELSON. Yes. The police and the precincts work with individual schools on a very cooperative basis and are a great help to us in reporting what they have found, the cases in which they have come in contact.

Naturally we regret we can't get more information in some cases that go through the juvenile court because we feel we are competent in handling that information, ourselves. We feel we are at a disadvantage in not having that information.

We get the very active cooperation from our Health Department, because the physical and mental health is so closely bound up with behaviors.

The CHAIRMAN. Your children are all examined physically?

Mr. NELSON. Yes.

Again in the secondary schools we have nurses, school nurses, full time, and they can do screening and call the attention of the Health Department to those cases that need more elaborate examinations. In addition, we have the medical inspectors from the Health Department and Public Health nurses who go from school to school and make examinations and tests.

The CHAIRMAN. Were you here this morning?

Mr. NELSON. No.

The CHAIRMAN. Mr. Shea in his testimony said that the public schools should have more services for the child who needs special attention; then he went on to say that children who come to us are retarded in school from 3 to 4 years. Particular emphasis, he said, is needed in the area of remedial reading. What have you to say about that?

Mr. NELSON. We would agree with that entirely. We are doing more and more of that. We recognize that any book subject cannot be dealt with safely by the child unless first of all he can read it intelligently.

So we have been setting up more centers for that. We have a reading clinic in each of the two divisions of the school system, but again the clinics are small and can deal only with a few cases, but the clinics have tried to educate classroom teachers to carry on more of that work themselves in order to prevent that.

The special treatment that Mr. Shea refers to would be what we follow also in our adjustment classes where the children have ability, but because of behavior problems are not profiting from regular classroom instruction.

The CHAIRMAN. How about your recreational facilities in the District? Are they open to the children after school hours?

Mr. NELSON. Under public-school auspices?

The CHAIRMAN. Yes, or any auspices?

Mr. NELSON. No. Some of them are. Those school grounds that have been assigned to the Recreation Department are open. Others are not. Some are definitely closed because there are fences and gates around them. Others are open and are used without supervision by children after school hours, in the evening, on Saturday and on Sundays, during the holiday periods, but that is mostly without supervision unless the Recreation Department has them assigned.

The CHAIRMAN. Would it not be wise to make more of these recreational areas available to the children of the District after hours?

Mr. NELSON. Yes, except we have a feeling that there should be some kind of supervision, not just open the gates and let everybody in because sometimes damage to property is rather considerable if there is no supervision at all.

The CHAIRMAN. With a comparatively small appropriation that could be done, could it not, so that you would have adequate supervision?

Mr. NELSON. Of course, you could extend that to indoor facilities also, if more gymnasiums were open, for instance.

But again opening a building and especially in the heating zone requires money for heat, for custodians, et cetera.

The CHAIRMAN. How many schools do you operate on what the Chair calls a shift basis?

Mr. NELSON. I think we have none now since we just opened a new school. There is a possibility in February that two of the colored schools may have to go back on a shift basis.

The CHAIRMAN. I remember when I was on the District Committee we had a number of schools that were operating on shifts.

Mr. NELSON. That is right. That number has been reduced by appropriations for new schools and by transfers of schools from white uses to colored uses, so that is very much better than it was before.

The CHAIRMAN. All right, Doctor, you may proceed.

Mr. NELSON. I think that is about all except that we feel that the youth councils that the District Commissioners are setting up will be of help to you and, of course, all these local councils throughout the city have school personnel on them, so we can work more closely with citizens and other agencies in the separate communities.

The CHAIRMAN. Do you feel at the present time you have sufficient or adequate buildings to meet all your needs?

Mr. NELSON. No, sir; we do not. We need some replacements.

We are using some buildings that are ancient, that are not well adapted at all, but the moves, the shifts of population within the District, it has been difficult to foresee some of that.

The CHAIRMAN. Would you be willing to submit for the subcommittee's files a list of your needs as to the buildings and equipment?

Mr. NELSON. We will be very glad to have the opportunity to do it.

The CHAIRMAN. Counsel do you have any more questions?

Mr. BEASER. Yes.

Mr. Nelson, we are going to have some testimony from Mrs. Cramer and from Mrs. Sheldon, so unless you want me to direct your questions relating to truancy or speaking classes to you I will stay off that subject, unless you want to make a statement.

Mr. NELSON. No. I think they are prepared to talk on that.

Mr. BEASER. If you have a teacher in one of your classes who recognizes a child as having some emotional disturbance, predelinquency say, what help can she get? Does she have to try to solve that child's problem herself or have you available in the school system some help that can be given to her and to what extent have you helped?

Mr. NELSON. We have two research departments and if the case, in the opinion of the teacher and the principal and the counselor in the school, is beyond their handling, we will ask for a clinical examination by our research department. After that examination, if it is considered that the child should be referred for psychiatric or special help they make that recommendation.

Then we hit the void very often because the time lag between treatment for that child and the time of our reporting is so great that almost anything can happen in the meantime. The teacher finds a child which by symptoms needs attention. The teacher would bring it to the attention of his principal. If it were in the secondary school, the principal and the counselors and the teacher would work on it. If it was in an elementary school it would be just the teacher and principal and the superior officers that the principal might have. If it were decided that the school couldn't handle it, they needed more help, they would ask for a clinical examination from our research department.

Mr. BEASER. Who in the research department have you available for that?

Mr. NELSON. We have small staffs in both divisions of the school system who can conduct special examinations, individual examinations, using all the material that is given to them by the schools and what they can elicit from interviews with the child and his parents. Then they will make recommendations as to treatment.

Sometimes the school has been at fault. Sometimes we have been trying to force the children into a pattern or subject them to matters that are beyond their ability. Perhaps we made an error there.

Other times when there is definite emotional disturbance, they feel we can't do anything; they feel we should try to get more expert care than we can afford.

Mr. BEASER. This research department is composed of psychiatrists?

Mr. NELSON. No. We have 3 persons in the 2 divisions who are qualified as psychologists. Again, we are asking very modestly for two clinical psychologists to be added to their staff to aid in this kind of diagnostic treatment. We don't attempt anything beyond that.

Mr. BEASER. Now with the crowded conditions you describe are you able to provide a specialized type of teaching for this child?

Mr. NELSON. No, sir.

Mr. BEASER. In other words, you can make the diagnosis but as far as the remedy is concerned, you haven't got the facilities to carry it out?

Mr. NELSON. An officer told me this morning he had 1 junior high school with 350 children that could profit by this special type of instruction. In that school there are no special classes. There are by no means special classes in every school.

Mr. BEASER. In how many schools have you got special classes?

Mr. NELSON. I think we have 101 classes in various buildings in the city on the elementary school level in both divisions, and perhaps 23 in the junior high schools in the white schools. There are no special

classes in the colored schools in the junior level. There will be some set up on the 1st of February, but there are none now.

Mr. BEASER. Assuming that the child needs more than special classes, assuming a psychologist determines it needs psychiatric care, you say that is where another gap occurs?

Mr. NELSON. Yes. If the parent can afford it we can urge the parent to seek that help at his own expense. If he can't afford it we make a referral to our health department and they do as well as they can, but that is where the long delay comes because they have so few facilities themselves.

In the center over in Anacostia, we have the additional where 2 junior high schools and 2 senior high schools can refer to the voluntary clinic that is operated there. It is purely psychiatric with psychologists, psychiatrists, and nurses from St. Elizabeths Hospital who are contributing their time to public schools.

Mr. BEASER. Is that for diagnosis?

Mr. NELSON. At first it was for diagnosis only, but they began this last year giving some treatment—not in elaborate cases that would take a long time—but where they thought some treatment would be immediately beneficial.

Mr. BEASER. Is that the same as a counseling program in that school or is there a difference?

Mr. NELSON. The counseling program is far simpler. That takes care of vocational advice, personal problems, educational planning. Then when it gets into serious behavior problems, that goes beyond what our counselors are equipped to do.

Mr. BEASER. The counseling is done by the special teachers or by the regular teachers?

Mr. NELSON. By the teachers who are appointed as counselors. At first when we started that system they were teachers taken from the classroom and assigned full time to counseling work.

We have now set up a regular, what we call, license for counselors, with special requirements. An examination is given and people are appointed as counselors as a result of such competitive examination.

Mr. BEASER. They may be nothing but counselors?

Mr. NELSON. That is right.

Mr. BEASER. That is, in all schools you have counselors?

Mr. NELSON. In each senior high school we have 2; junior high school, 1; none in the elementary schools.

Mr. BEASER. In the senior high school that would be two for how many people?

Mr. NELSON. Whether it is 600 or 2,500, it is still 2.

Mr. BEASER. Is that by some regulation of the Board of Education?

Mr. NELSON. No. We would like to have it if 1 counselor for each 500 children, but 2 is a lot better than when we had none.

Mr. BEASER. How many special classes do you estimate you need? Do you have that figure?

Mr. NELSON. We have estimated that on various bases, that for those that are below an IQ of 50, between 4 and 17 years of age, we should have about 31 additional classes now if the class size is as high as 15; and about 46 or 50 if we run them on a better size class of 10.

More than 10 children make a rather serious problem for any individual teacher to work with in that group.

Mr. BEASER. You have special classes now. How many special classes are there?

Mr. NELSON. There are 67 special classes in white elementary schools, about 34 special classes in the colored elementary schools, and about 23 special classes in white junior high schools. We do not have classes at present for pupils with IQ below 50, but as I have said previously, the 124 special classes are for problems such as slow learners or atypical children, braille, sightsaving, hard of hearing, crippled, homebound youngsters and a few for slow learners who are being taught useful occupational things.

Mr. BEASER. How many pupils are in the classes?

Mr. NELSON. They run from 6 up to 19 or 20. They average between 14 and 18 per class. All of them pretty large for that group.

Mr. BEASER. You say that the best type of class to run would be how many?

Mr. NELSON. About 10.

Mr. BEASER. Ten in a class?

Mr. NELSON. Yes.

Mr. BEASER. At the present moment how many teaching positions have you unfilled?

Mr. NELSON. Unfilled?

Mr. BEASER. In both divisions?

Mr. NELSON. We have no positions unfilled since we got the salary increase; we filled them so fast it is not funny.

We have a number of temporary teachers where we have not been able to get properly qualified candidates who qualify for permanent appointment, but there are no empty positions. We can get enough teachers for all the positions.

Mr. BEASER. You have no recruitment problem?

Mr. NELSON. Yes; we do. In the white schools especially, we are not able to get enough people to take our examinations to fill the jobs. In the elementary schools we still have a number of temporary appointees.

The CHAIRMAN. What about the high schools, temporary employees?

Mr. NELSON. Very few in the white high schools. There has been declining enrollment so there is no problem there. The only temporary employees are those filing positions of teachers who are on various kinds of leaves where their jobs have to be protected for them.

In the colored schools there are some temporary appointees, but from a conference this morning I was told that there are plenty of candidates to fill the positions we have authorized for the first of February in those schools.

Mr. BEASER. Have you in your work, Mr. Nelson, seen any correlation between truancy and delinquency and the child who is backward in school and delinquency?

Mr. NELSON. Those are two questions, aren't they?

Mr. BEASER. Yes; two questions.

Mr. NELSON. Yes; in both cases.

If the child is absent enough so that he gets out of step with his class and he comes back and the teacher has not time to give him the attention that he needs to bring him up in step again, he becomes more or less neglected in the classroom and thinks of things to do, is less

interested in coming to school and begins staying out and gets in bad company.

The same way with the child who is unable to get along, even if he is there, and he, too, feels he is out of step and the school becomes distasteful to him so he stays out with or without his parent's permission.

Mr. BEASER. I would like to ask you a couple of questions about the relationship of the schools and the juvenile court.

How does that work so far as securing information as to whether a child that is before the court has been committed to an institution? Are you notified?

Mr. NELSON. Sometimes incidentally. We are generally requested to fill out a very simple form about a child. We recognize from the receipt of that form that he must be involved in some case.

Secondly, a probation officer will sometimes appear and we find out from the probation officer there is trouble.

Third, the child, himself, or his parent, may refer to some trouble and we get it that way. We don't ordinarily get it direct at all.

Mr. BEASER. Does the probation officer come frequently to your school?

Mr. NELSON. Yes.

Mr. BEASER. Visiting the principal or the teacher?

Mr. NELSON. Yes; getting information and asking to talk to the child who is in his charge; that kind of thing.

Mr. BEASER. Do you think that the notification that you receive from the juvenile court should be on an individualized basis, the court determining whether you will be notified, or should there be a set rule that you will always be notified when a child is placed on probation or committed by the Welfare Department to the National Training School?

Mr. NELSON. We believe we should be notified of all the cases.

We think we are educated as teachers to deal with children. We think we are capable of receiving any kind of information and using it judicially. So we would like to get the information on all of them. We think we would have a better way of tackling it if we had all of the information.

Mr. BEASER. Would the information be helpful?

Mr. NELSON. Yes; it would.

Mr. BEASER. In what way?

Mr. NELSON. Sometimes we, not knowing about a case, have put a child in a circumstance which would give him an opportunity to commit the kind of offense he had committed before. I don't think that we would use the information as a punishment to him. We would use it just as all the other body of material that we try to gather about every youngster. That is held confidentially for the use of grown men and women.

Mr. BEASER. Could you illustrate with any cases that you know of?

Mr. NELSON. I couldn't, sir, because it is 11 years since I was in school myself.

Mr. BEASER. Now have you or the superintendent, Dr. Corning, made any representations to the juvenile court as to the establishment of a system whereby you would receive this information regularly?

Mr. NELSON. Nothing about the establishment of a system. We have had conferences with the judge of the juvenile court. Our school

people have had conferences with officials of the court, and we had on every occasion, I believe, represented that we felt that we would be better off if we got more information, all the information.

Mr. BEASER. What is the present situation?

Mr. NELSON. I don't think it is changed.

Mr. BEASER. You don't receive information regularly?

Mr. NELSON. No.

Mr. BEASER. But on happenstance?

Mr. NELSON. More or less.

Mr. BEASER. In your conferences with the juvenile court, have any reasons been advanced why this information should not be made available to the schools?

Mr. NELSON. I don't believe—I wouldn't give my opinion of that. I may be misinterpreting some things.

Mr. BEASER. You did not participate?

Mr. NELSON. Yes; I was in the conference.

I would say in general that the court feels that that information should not be released to teachers because it might not be used in the wisest way. We don't happen to have the same opinion.

Mr. BEASER. Now realizing, Mr. Nelson, that we will be hearing specifically in relation to truancy and special classes, have you any general suggestions to make?

Mr. NELSON. No. I think if Mrs. Sheldon is going to report on that, she and Mrs. Cramer who are representing the schools directly can do that very well, sir.

The CHAIRMAN. Mr. Nelson, I am interested in this question of information concerning the delinquents.

It would seem to the Chair that the average schoolteacher would be just as discreet in the handling of that information as would some of the other people charged with the responsibility of correcting these children.

Mr. NELSON. I have been with teachers since 1922 and I feel entirely convinced of that.

Mr. BEASER. You have had a lot of experience with children, that has been your business all your life practically, I assume.

Mr. NELSON. Yes.

Mr. BEASER. I wonder if you could tell this committee why we have had this sharp curve upward in the cases of juvenile delinquency?

Mr. NELSON. No; I think that is beyond my knowledge.

I have talked with individual principals. They are unable to understand it. They say that there have been more cases of serious instances of misbehavior with increasingly younger children.

The CHAIRMAN. All the testimony before this subcommittee indicates that that is the fact.

Mr. NELSON. Whether in Washington—and that is the only place we would presume to talk about—the children are given more freedom is a question. We do know that a surprisingly large number of children are permitted to come to evening programs in our schools when, while the programs themselves are all right, we doubt whether they should be traveling from their homes to school in the evening and back again, 8 or 9 o'clock or after.

The evening recreational programs are desirable, but we wonder if they should be out in the evening or loitering on their way home. So we wonder if there is enough parental control.

On the other hand, we know a lot of parents who are exerting every kind of control that they can without being oppressive to their children.

So that one sort of balances the other. But we can't explain this. We can't explain breakages in our schools.

The CHAIRMAN. You can see the curve is much sharper in the District than most other cities of comparable size. I thought maybe from your experience with children you could give us some indication why that should be.

One witness testified yesterday that it was probably due to the fact, as I can remember his testimony, there were fewer homes in Washington than any other cities in the country. By that he meant that there were more homes where both the parents were working than in any other city in the country.

Mr. NELSON. We noticed that during the war, that it became increasingly difficult to locate parents at home during the schoolday and that meant that very often children were going home from school out in the afternoon and had some time before parents would arrive back. Whether that same situation exists now I couldn't say personally.

The CHAIRMAN. Of course, that would have some bearing on the whole question, would it not?

Mr. NELSON. Surely, because there is nobody in control and there is free time.

Mr. BEASER. I have one further question, Mr. Nelson.

We have had some testimony about a particular area in the District called Dixon Court. Looking at the chart, the layout of the street, we noticed that there was a school which has been abandoned. We were wondering whether that school would still be under the control of the School Board, and if so, why had it not been razed so that we could have a playground there for these children?

Mr. NELSON. I don't know that locality. Can you tell me what school it was?

Mr. BEASER. The Smallwood School.

Mr. NELSON. No, I don't know the status of that. Some schools we have turned back to the Commissioners with the recommendation that they be razed immediately. Some we have retained in our own control because of the possibility we might need them again, and in a number of cases we have had to open closed schools for office purposes or warehouse purchases because we don't have any central office or warehousing.

Mr. BEASER. Are you familiar with the Gluecks studies on the delinquency?

Mr. NELSON. No, I am not.

Mr. BEASER. No further questions.

The CHAIRMAN. All right. Thank you very much, Mr. Nelson.

Mr. NELSON. Thank you, Mr. Chairman.

The CHAIRMAN. Mrs. Cramer, will you be sworn?

Do you swear the evidence you are about to give before this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Mrs. CRAMER. I do.

**TESTIMONY OF MRS. BESSIE WOOD CRAMER, DIRECTOR OF  
ELEMENTARY EDUCATION, IN CHARGE OF SPECIAL SERVICES,  
DIVISION I, DEPARTMENT OF EDUCATION, DISTRICT OF CO-  
LUMBIA**

The CHAIRMAN. Mrs. Cramer, will you state your full name, address and occupation for the record?

Mrs. CRAMER. I am Mrs. Bessie Wood Cramer, director of elementary education in charge of special services, in division I.

I live at 3850 Tunlaw Road NW.

The CHAIRMAN. Counsel may proceed.

Mr. BEASER. Mrs. Cramer, have you any general statement you would like to make with respect to special services and education and its relationship to the prevention, detection of juvenile delinquency?

Mrs. CRAMER. I have no prepared statement, but I think there is a direct relation between the care of children who have special difficulties and their success in school, and their success in life depend, of course, upon their success in school.

We do have provisions for the physically handicapped in special class situations where they cannot function in regular classes. We have classes for the mentally retarded. We have a somewhat newer program which we are trying to develop for the emotionally disturbed child, where we get evidence in the classroom of need for some special care, more than can be given in a regular classroom.

The service is limited, but it is one of our great needs.

Mr. BEASER. You see a need for expansion of that service?

Mrs. CRAMER. Yes, because we are experiencing the increase in the number of children who are showing emotionally disturbed tendencies at a very early age. I think the committee would be interested to know that we who work with young children believe that the patterns that become serious behavior patterns later do show up at a very early age. In fact, I think one might also state that you could stand at the door of the kindergarten room on the first day of school and almost put your finger on certainly some of the potential problems in 5 or 10 years.

For instance, the child who comes in on the first day of school and races around the room and bops everybody on the head and tears down everything that anyone is trying to do; the little youngster who goes over in the corner and sits and cries or who clings to his mother. That in itself may not be significant, but if that sort of behavior persists day after day over a period of time you can be pretty sure there is a problem in that child that you have to recognize, get to the bottom of and deal with, because those evidences, if they persist, do definitely have a bearing on the later development of the children.

I think it is generally conceded that these youngsters who get into the courts at a later age when they get into their case histories it is found that there were evidences of disturbances early in their lives.

I believe that the elementary school is in a very strategic position to locate and to, shall we say, help in the program of prevention because we do have, we can spot the children and we have the children.

I think it is important to remember that in the public schools we have the majority of children and probably most of the problem, so-called, children in the community, because if Washington is a sam-

ple, the parochial schools do not have provision for special classes. They do not have any way of providing for the mentally retarded.

We are constantly receiving children who have been in parochial schools when they can no longer provide for them because of their behavior, because of the fact they do not learn.

And in the private schools in the city, of course they do not take the behavior problems nor the slow-learning children, except 1 or 2 very small, special schools.

So the children are there. If we can find them; if we can provide the services for them, why wouldn't it be right to conclude that we can do a great deal toward helping to lick this very serious problem.

In my opinion we can.

MR. BEASER. These are special teachers that would take over special classes?

MRS. CRAMER. Our program is a little bit broader than just the special classes. We do have special classes, but we do other things, too, for children.

When a youngster is showing difficulty, when he is not learning, if he is showing disturbed behavior, staying out of school and not working when he is in school, aggressive or withdrawn to a serious degree, the teacher spots him. She discusses the matter with her principal; she tries to get the child's parents to come to school; she tries to find out, with the help of all concerned, what is back of this.

Maybe it is a temporary thing, but if it persists and no help seems to be forthcoming, no change in behavior, the case in the white schools at the elementary level is usually referred to my office. Then we try to go back, review what has been done. I try to see the parents.

Sometimes it is a matter of just bad school placement. The youngster may have come in—and this often happens—we get a great number of children from the States where they have not had very much schooling. They are overage; they are seriously retarded and they may have gone into a class with their own age group, may never have learned how to read.

I really think that probably before too long we are going to have to set up some classes in Washington for illiterate children of early teenage because they have not learned to read nor write.

In any case we try to find out what we can do and if it is a matter of school adjustment and if it is placing a child in a more favorable situation with perhaps a more understanding teacher, or maybe a smaller class, if he is old enough to travel and we have a class that has a few less than the so-called standard, where the parents are willing and cooperative, we are very eager to try to place the child where he can meet success. And we do a good deal of that.

We counsel with the parents. Where it is evident, however, that the problem is more severe than we in the schools can meet, then we try to seek referral to one of the professional agencies in the city.

Perhaps if psychiatric help is indicated and the parents can afford private psychiatry, why, of course, that is what we advise. If they cannot, and most of them really cannot, we try to refer them to the clinics that are available in the city.

One of the things that I think is terribly important and that we should never fail to do when we come up with a problem of one of these

youngsters, is to get a complete study, a physical examination on these youngsters, a complete physical. In the 3 years that I have been working in this field, that is that I have the charge of this program, 11 children have come to my attention who, when they were given a complete physical, it has come to light that they had some form of neurological disturbances, either epilepsy or some other serious brain damage that has not shown up so much in their physical behavior or noticed in their physical condition; but once that has been found and proper medication has been prescribed, all but 2 of those children have been able to go back to their classrooms and go ahead with their group.

In two cases the parents were negligent and medication was not carried out as directed and they were not able to succeed. Those children have had to be placed under the Board.

We would like to have greater opportunity for services, particularly in these areas of emotionally disturbed children, because we recognize our own limitations. We are not in any position of course, to give therapy. We do emphasize and work for favorable placement and in many instances when it is not the therapy in the psychiatric clinic that is called for because a good placement with an understanding teacher with work that a child can do sometimes does the trick; that is what we try to do.

MR. BEASER. AS I understand your program, it is more than special classes. It is also some sort of counseling or diagnostic service. How many people do you have for that?

MRS. CRAMER. I have no staff at all. It is just me. But, of course, the teachers and principals—the elementary principals are exceedingly well trained and skilled in the performance of their job.

However, as Mr. Nelson pointed out, we put a gag around them and tie their hands behind them by chaining them to their offices by failure to provide adequate clerical assistance, and we give them too many children per teacher, so that it is difficult to develop the kind of educational program in a building that we would like to have.

But I would say that I have many an assistant in the form of principals and teachers throughout the city who are competent and able to work with this problem if we would just give them fewer children and a little more staff.

MR. BEASER. Actually, can they do much in a classroom of 45 children?

MRS. CRAMER. No.

MR. BEASER. Do they go and interview the parents and try to work out the solution themselves?

MRS. CRAMER. It is amazing. I marvel how much they are able to accomplish when we consider the roadblocks they have.

They are always eager to talk with parents. We do not have very much trouble with the children when we can get the parents to come. Our trouble lies with the ones when the parents won't come.

MR. BEASER. But actually then, as far as the problem cases that either the principal or the teacher cannot solve, all the teachers in the District must turn to just one person; is that it?

MRS. CRAMER. No. Well, we use many resources. The research department gives us tremendous help in making an individual study of the youngster. They do a lot to help develop the case history.

But, of course, we do not have enough staff. We have no social workers as you know in the public schools; the elementary schools have no counseling services as has been pointed out; no nursing service other than the marvelous service we get from the Public Health nurses, but that is limited. There is no resident nurse in any school and insufficient clerical help.

Mr. BEASER. No psychiatric help?

Mrs. CRAMER. None whatever other than we have to send to for clinic service. There again we are handicapped because we cannot get help for the child unless the parent will refer the case. If we had psychiatric services within the school—you see, we have the children in the school—we could work with the child in the school and the parents, I believe, would be much more willing and receptive to help in the neighborhood school than having to travel across town to a remote, strange sounding place.

Psychiatric clinic scares a great many people.

Mr. BEASER. You think the psychiatric services should be available in the school?

Mrs. CRAMER. I do, not for treatment, but for diagnosis.

Mr. BEASER. What about the physical that you say that these children require? Don't they all have physicals?

Mrs. CRAMER. Not the kind I am talking about.

Mr. BEASER. You are thinking of a thorough physical examination?

Mrs. CRAMER. I think the kind of physical we have, a screening twice or three times during the elementary school years, is adequate to pick up the casual or rather pronounced symptoms. But the kind of thing I am talking about—and it would not be for all children, but it would be only for those children who are presenting symptoms that are preludes, probably, to serious disturbances later—if we could get those children a thorough examination that would include a neurological and, if it is indicated, a psychiatric diagnostic study, that is what we should have.

Mr. BEASER. Are you able to get psychiatric diagnoses now for any of these children?

Mrs. CRAMER. Yes; if the parents will cooperate, and we will take them to the clinics or to their own psychiatrists. Of course if we take them to their own psychiatrist we do not get the benefit of that study. We are able to get excellent cooperation from the health department on a physical examination at the Children's Hospital and from the other sources in the city, if the parents are able to go.

Many of the parents, if they are able to pay, will have their doctor refer them to Children's as a private patient and then we can have the benefit of the results of the examination.

Of course, if the child has had a complete study by his own physician and the parent will ask him to make the results available to us, we are able to then get the benefit of that study.

You see, it is important for us to know what a child is like because we don't know whether to put pressure on him and say "Look, you can do this work; you are able to do it; come now and sit down, it has to be done." Or whether we shouldn't. We have to know what is ailing the youngster before we can really decide just how far and to what extent we can go.

MR. BEASER. How many children during the course of a year would you say are come upon by the teachers and are found to need psychiatric examination and treatment, and can't get it?

MRS. CRAMER. I don't know. I certainly couldn't say treatment because most of the ones we think need help beyond what we can give we don't get a diagnosis on, so we are not able to say who needs treatment.

We can only say that here is a child who is presenting problems that when we have looked into them, go as far as we can in building up a case study and trying to get at the root of the difficulty, we can't do it, we need something more than what we can do. Of that number I could not say because I get on an average of two cases referred to me a week.

Now, not all of those cases need psychiatric treatment by any means, but certainly the number is large enough to warrant having services within the public schools. That is one thing sure.

MR. BEASER. Now you said that you could spot an emotionally disturbed child as you stood in the doorway?

MRS. CRAMER. I wouldn't call him emotionally disturbed at the age of 5, I wouldn't dare, although I think he may be. I don't want to over-simplify it. I mean that by his behavior you can tell if he is showing danger signals. There is no doubt about that. I think all the psychiatrists will bear me out on that.

MR. BEASER. Can the majority of the teachers in the District do the same?

MRS. CRAMER. It is very easy. It is not so easy to find the withdrawn ones when you have a mass of children in front of you. You are sort of glad if you have a few withdrawn ones probably, but they do come out and our teachers are becoming more and more and better trained and can spot those children as well as the aggressive ones.

MR. BEASER. I have no further questions, Mr. Chairman.

THE CHAIRMAN. Mrs. Cramer, would you want to venture a guess—I hope it won't be a guess—as to why there is this sharp upswing in juvenile delinquency in the District of Columbia?

MRS. CRAMER. Well, I certainly am not an authority. I guess I am foolish to guess. I would like to give you just four or five facts—I think fear facts.

I went through what I consider 150 of our most serious cases, just took my file card—and I have tags on them—I thumbed through them and I was interested to record my reaction in terms of why is this child in the condition he is.

I know that there are many problems, there is no one thing that is contributing to this particular youngster's maladjustment, but I had just listed, put down under several headings as they came along, the factors that seemed to me to be extremely significant in each case and I was a bit startled when I finished. This is what I came up with:

On the 150 cases there were 67 or 44 percent of that 150 were absolutely there is no question about it, the chief cause of that child's problem seemed to be absolutely parental neglect and indifference. He is on his own after school; there is no supervision; they don't care whether he comes in to dinner. They don't care what time he comes home at night. There may be no one there in the morning when he starts off to school. He may come to school without breakfast; there is just no care.

The CHAIRMAN. This is what the President referred to as adult failure.

Mrs. CRAMER. Yes.

There were 49 cases or 32 percent where I know that there is an emotional problem within the home. In many of those cases there is one parent in the St. Elizabeths Hospital possibly, or one parent where there has been a severe breakdown in the home. One father who has been ill for 2 years and is neurotic. I know that that is a factor.

The CHAIRMAN. There was a delinquency in all these cases which you studied?

Mrs. CRAMER. I don't call it delinquency exactly, because I have no evidence that the children are doing anything either in or out of school that is breaking the law, but they are disturbed youngsters; they are unhappy children; they are behavior problems in the sense that they are not adjusted in the group. They don't relate to the other children or to the teacher.

The CHAIRMAN. In any event, they are potential delinquents?

Mrs. CRAMER. That is right.

In 27 cases there was alcoholism on the part of the mother. That was 18 percent of these 150 cases. I don't know how many more in the mother that I didn't know about, but there were 27 known cases of alcoholism in the mother.

There were 15 cases where I felt that the parents were intelligent, interested in the children, but failed to comprehend the behavior that these children were showing at the age of 6, 7, and 8 would become serious if it were not treated now.

They tended to minimize it and say, "Oh, it is not anything, he will outgrow it. I did that when I was a boy," and that sort of thing.

To a certain extent that is true but when it continues over a period of time and year after year it is not something that you can just write off like that.

Now, with those we have had excellent results, with counseling in my office and in the school with the principal and the teacher. In most cases we have been able to try to convince those people that this is something. Mostly, I think it has come from the fact that they haven't known what to do. So they say it is not important. When we help them and list the thing and give them a little help in facing up to the problem, and they know what to do they get busy and the children do improve.

I have found 12 cases where the problem without a doubt was just plain bad school placement. The child was not in the right place.

Then 11 children who when they were referred for complete physicals were found to have some neurological or serious physical difficulty which had not been known.

Nine parents of these 150 have admitted to me in person that they wished they could be rid of the child. They don't know what to do with him; they don't want him; and they would like to get rid of him.

As I work with parents, I have the feeling that there are a lot of unhappy people among the ones that I see. Of course, you must remember that we have thousands of children—I am talking about a very small group now but of these parents whom I have seen, they are frustrated; I think many of them are here thinking that they were

going to get a big salary, and they come to Washington. They have to crowd into small quarters, the money doesn't go very far, they are quite disappointed. They don't want to go home because it looks as if they are sort of backing out of something and they will lose face. They tell me that. The children have no place to play.

The CHAIRMAN. Are most of those parents to whom you referred Government workers who have come here?

Mrs. CRAMER. I think nine-tenths of them are Government workers, yes. The children have no place to play, they have to be shushed because if they make too much noise they will be asked to move because the people downstairs will complain. There are a lot of things that go into it. Of course, there is no one thing, and I don't know the answer, and I don't know the reason, but I think—I know that the children are unhappy and I know the homes are unhappy.

Senator HENNINGS. Do you find any problem, Mrs. Cramer, with respect to working mothers or instances where both the mother and father work?

Mrs. CRAMER. Yes. Most of the children whom I see are from broken homes. Occasionally it is the father who is carrying the load. There are a few such cases. Usually of course it is the mother, and that is another factor, too, that I should have mentioned in connection with this particular problem. They are overburdened by their responsibilities.

I am surprised to find how many parents, not of children referred to me, but as I talk to children, who do provide for their children when they have to work someone in the neighborhood or in the apartment house or some relative who will look after the children from 3 o'clock on. But of the children whom I see who have no provision whatever, in most cases the mother is working. She is either the only support or working from choice.

Senator HENNINGS. You found some cases, I assume from that, Mrs. Cramer, where the economic need may not necessarily require the mother to work in order to augment income?

Mrs. CRAMER. I would not know, of course, about that.

Senator HENNINGS. You have no way of telling?

Mrs. CRAMER. I can't help but think so sometimes.

Senator HENNINGS. Possibly you can observe from the neighborhood and the character of the dwelling place, the furnishings and other evidences of consumption, conspicuous consumption. You can tell something about how people are consuming and whether there is a need in terms of living, decent living, or whether in some instances the mother may be working in order to provide luxuries, not necessarily for the entire family, but luxuries, and whether that factor has been apparent to you?

Mrs. CRAMER. I would like to answer that this way: I do have a feeling that many people are wanting a great many things; that family life is no longer simple and made happy by simple things. I have had many parents tell me, "Well, I don't know why he should do this because I try to give him everything I can."

Of course, there is no greater fallacy in the world than to try to provide children with things when what they want is their parents' love and time and to be a member of a family unit which shares the responsibility; that knows that they can't have these things. The child is

much better off in a family where he is brought up to know that he can't have these things, and he doesn't mind.

Senator HENNINGS. Where he has emotional security rather than security in terms of creature comforts?

Mrs. CRAMER. That is right. They seem to think that material things is the answer.

Senator HENNINGS. You have answered my question, and I think that is an important facet to this problem.

Mrs. CRAMER. There is one more thing if I may mention it, and that is the fact that many of these children referred to me are boys. They have no father figuring in their lives. The father is either out of the picture or he is no one that they can be proud of. I believe that we should do everything we can to get more fine men into the elementary schools because these children, these boys, have to have some man in their lives to whom they can relate if they are going to be really well adjusted and learn what they ought to learn. They live in a woman's world, and I abhor that. I think it is most unfortunate. If the committee can do anything in the world to raise the salaries of teachers so that men can make a living by coming into it, they will have rendered a real service, in my opinion.

The CHAIRMAN. Mrs. Cramer, that is I think a very wonderful suggestion.

Mrs. CRAMER. Thank you.

Mr. BEASER. Mrs. Sheldon?

The CHAIRMAN. Will you be sworn, please? Do you solemnly swear that the testimony you will give this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Mrs. SHELDON. I do.

#### TESTIMONY OF MRS. ALICE C. SHELDON, DIRECTOR, DEPARTMENT OF SCHOOL ATTENDANCE AND WORK PERMITS, DEPARTMENT OF EDUCATION, DISTRICT OF COLUMBIA

The CHAIRMAN. Will you state your name, occupation, and address?

Mrs. SHELDON. I am Alice C. Sheldon; my business address is the Magruder School, 1619 M Street. I am the director of the Department of School Attendance and Work Permits for the District of Columbia Board of Education.

The CHAIRMAN. Thank you.

Counsel, you may proceed with questions.

Mr. BEASER. Mrs. Sheldon, have you a general statement you would like to make with respect to truancy in the District of Columbia?

Mrs. SHELDON. I sent quite a bit of material to the subcommittee through Mr. Veney, which incorporates most of what I would like to say, and since that is in the record I would be glad to answer questions.

Mr. BEASER. Is there a legal definition of truancy?

Mrs. SHELDON. Not as such in the District of Columbia Code, no.

Mr. BEASER. You mean the school department? Have you adopted any legal definition?

Mrs. SHELDON. I believe the generally accepted one is that a child is truant when he is illegally absent from school without his parents' knowledge and consent.

Mr. BEASER. For any length of time?

Mrs. SHELDON. Yes; he could be a truant only for half a day if he were out under those circumstances.

Mr. BEASER. Would you explain to us then how the school department handles the reporting of truants right up to the superintendent's office and into the juvenile court?

Mrs. SHELDON. Well, under the Compulsory School Attendance Act teachers and principals must report to the Department all absences of 2 days or more a month regardless of the reason. In addition to that if a principal or teacher ever feels that a case warrants investigation by the attendance officer, she sends in a special report form, and the attendance officer makes a home visit to determine whether or not the absence is a legal one or illegal one.

Most of our absences from school are like people absent from work. Most of our absences with children are covered by children who are ill. In most cases we cover that by seeing that they get prompt medical attention and get back to school. In illegal cases if the parent is not doing his part to keep the child in school we can proceed against the parent not under the Juvenile Court Act but under the Compulsory School Attendance Act. However, our whole aim is to try to adjust cases to keep them out of the court because we want to get the children to get the maximum amount out of the public-educational program which is available, and we are not aiming to punish them.

The program is a positive one rather than a punitive one. In the cases of truancy we feel that the progress in a case is largely determined by the factors in it. Many times you find parents of different abilities, different mental capacities, that we have to deal with. If you have a very dull mother, for instance a person who is just a moron, naturally our attendance officer would give much more help in that case and would be much more lenient and put in more time and effort in an attempt to adjust that.

When we are dealing with parents who have reasonable competence we expect more. But in general our aim is to keep children out of the court and adjust them without court referral. If we find that that cannot be done then our cases do go into the court under truancy complaints under the Juvenile Court Act.

Mr. BEASER. Let me follow the procedure through. The classroom teacher who sees that Johnny is not there this afternoon sends a report in to the principal?

Mrs. SHELDON. Yes.

Mr. BEASER. And that is forwarded to you?

Mrs. SHELDON. That is correct.

Mr. BEASER. You go out and visit every single time there is such a report?

Mrs. SHELDON. Yes; every time we get a special report there is a home visit and interview with the parent and the child. That may be on a half day's absence; it might be on a more extended absence.

Mr. BEASER. Would the teacher or the principal report to you the very first day that Johnny is out?

Mrs. SHELDON. Well, no; if the child hadn't had a previous record she wouldn't do so because they would assume that the child was out for good reason. However, if she happened to be out for lunch and saw the child loitering around the drugstore, she would have reason to believe he was a truant.

Mr. BEASER. That would be a special report?

Mrs. SHELDON. That is correct.

Mr. BEASER. In the ordinary course of events how long does a teacher wait until she sends a report?

Mrs. SHELDON. She might wait 2 or 3 days; she might wait a week. We have had cases that run longer than that. For instance, if a class is being run by a temporary teacher who doesn't know the roll book, she might assume that everybody that was out was out for good reason.

Mr. BEASER. There is not any set rule as far as the teacher is concerned?

Mrs. SHELDON. There isn't for the special reports.

Mr. BEASER. Is it possible then for a child to be out, say, for 3 days, come back 1 day, and go out for 3 more days without your division being informed about it?

Mrs. SHELDON. Oh, no. In any cases of extended irregular attendance our Department gets a notice quite promptly.

Mr. BEASER. How many notices do you investigate during the course of a year?

Mrs. SHELDON. Well, last year there were about 23,000.

Mr. BEASER. How many investigators—is that what you call them?

Mrs. SHELDON. Attendance officers they are called in the District. We have 20 attendance officers and 2 chief attendance officers.

Mr. BEASER. That is equally divided between the two divisions?

Mrs. SHELDON. That is correct.

Mr. BEASER. Are the number of reports the same between the two divisions?

Mrs. SHELDON. The number of cases handled there is about a difference of 1,000 a year, not extensive.

Mr. BEASER. Is that rate going up or down?

Mrs. SHELDON. It has been fairly constant over the years and our attendance percentages have been fairly constant for a number of years.

Mr. BEASER. Now, do these attendance officers work in special areas or do they work all over the city?

Mrs. SHELDON. They are assigned by residential areas.

Mr. BEASER. Would you assign more to an area where you have greater truancy records?

Mrs. SHELDON. We do it mainly on the basis of congestion of population since we serve not only the truant cases but the other cases, too.

Mr. BEASER. Then these 20 attendance officers carry quite a caseload, do they not?

Mrs. SHELDON. They do.

Mr. BEASER. Do they carry the casework through to the juvenile court?

Mrs. SHELDON. Our general policy is after the attendance officer has worked with the case that a parent and child is brought into the office for a conference with the chief attendance officer. After that time, if there isn't improvement, the case is sent to the court, and that is where the officer writes what we call a referral statement giving the social and educational factors, and that is approved by the chief attendance officer, myself, and the case goes to the court.

Mr. BEASER. You are not informed, I presume, as to what action the court takes?

Mrs. SHELDON. No; we are not at the present time. However, most of our officers are sufficiently well acquainted with the cases and work in the areas and they can find out, and usually do. All you have to do is go by the home and find out.

Mr. BEASER. Then, in some cases you receive a report of truancy and appear at the home and find that the child has been committed, say, to the Industrial School? Does that happen?

Mrs. SHELDON. That happens when the child is put on probation.

Mr. BEASER. Well, commitment. Have you computed or can you compute the number of cases each one of the attendance officers carries?

Mrs. SHELDON. There isn't a great variation. The average is around 1,000 a year. Some of them go as low as 750 and some as high as 1,300.

Mr. BEASER. Each attendance officer?

Mrs. SHELDON. Yes. A rough average is 25 cases a week.

Mr. BEASER. That does not give them much time, does it, to do some work with the family?

Mrs. SHELDON. Much of the cases, of course, are routine investigating. Again the illness cases, it would be a matter of going to the door and finding out what the child has and will be out so many days and will be back to school. On that type of case you can make a number of visits a day. On the involved cases it takes more time.

Mr. BEASER. The attendance cases where the officer comes upon a case where it needs extended time?

Mrs. SHELDON. Yes.

Mr. BEASER. Do you have anything available in the community that you can refer that to?

Mrs. SHELDON. Yes; we use the private social agencies and the protective services of the Department of Public Welfare. It is my opinion of the protective services of the Board of Public Welfare that Mr. Shea would like to have it done so as to strengthen the family life and thus affect the school attendance rate.

Mr. BEASER. In working with the Department of Public Welfare, Mr. Shea's Department, do they respond quite quickly when an attendance officer finds a situation which may be dangerous to a child?

Mrs. SHELDON. If it is any case of actual danger to the child, we would report it to the police department so that the child could be taken into protective custody.

Mr. BEASER. If it is of immediate danger it would go to the Women's Bureau?

Mrs. SHELDON. That is correct, or the juvenile squad.

Mr. BEASER. If the attendance officer feels there is more time he would go to Mr. Shea?

Mrs. SHELDON. That is right.

Mr. BEASER. Do they have enough staff?

Mrs. SHELDON. I don't believe they have. I think we would like to have much more service from them than is available.

Mr. BEASER. How many cases do you ordinarily refer to Mr. Shea or to the juvenile squad in a year?

Mrs. SHELDON. I am sorry; I don't have any figures on that.

Mr. BEASER. Would it be very many?

Mrs. SHELDON. I would say the few that we send to the Department of Public Welfare is probably due to the fact that we know they can't

give too much service. If more service were available more would be referred.

Mr. BEASER. The number you send to juvenile court you have given us figures on?

Mrs. SHELDON. That is correct.

Mr. BEASER. Mr. Chairman, I would like to introduce for the record Mrs. Sheldon's reply to Mr. Veney's communication stating figures on truancy.

The CHAIRMAN. Without objection, the statement will be included in the record at this point with Mrs. Sheldon's testimony.

(The statement referred to was marked "Exhibit No. 25," and reads as follows:)

PUBLIC SCHOOLS OF THE DISTRICT OF COLUMBIA,  
DEPARTMENT OF SCHOOL ATTENDANCE AND WORK PERMITS,  
*Washington 6, D. C., December 4, 1953.*

Mr. LAWSON J. VENEY,  
*Consultant, United States Senate Subcommittee on Juvenile Delinquency,  
425 Second Street NW., Washington 1, D. C.*

DEAR MR. VENEY: There is attached the list of questions on matters pertaining to truancy in the District of Columbia schools, together with the answers.

There are also attached the following statistics and other material as requested:

1. Enrollment in District of Columbia schools for October 1953.
2. Attendance percentages by divisions for 10 years.
3. Percentage of truancy cases investigated by attendance officers by divisions for 10 years.
4. Number of truancy complaints by divisions sent to the juvenile court for 10 years.
5. Lists of truants by case number referred to the juvenile court, 1952-53.
6. Tabulation of pupils called to the attendance department for warning conferences on illegal absences, 1952-53.

Sincerely yours,

Alice C. Sheldon, *Director.*

ANSWERS TO QUESTIONS SUBMITTED BY L. J. VENEY, CONSULTANT, UNITED STATES SENATE SUBCOMMITTEE ON JUVENILE DELINQUENCY

1. What is your definition of truancy as expressed through the medium of law?

Truancy is not defined in any District of Columbia statute; cases are referred to the juvenile court under section 5 (a) 3 of the Juvenile Court Act. We use the generally accepted definition which is "an unauthorized absence from school without parents' knowledge and consent."

2. Is the legal definition sufficiently broad to insure flexibility of action by your officers?

There is no legal definition of the term but the statute employs the phrase, "habitually truant," which is sufficiently flexible.

3. Does this definition of truancy define the actual practice of the school department as applies to, for instance, home visits, truancy notification, children interviews, etc.?

It does not define the practice. There is no definition of truancy which incorporates what shall be the practice in the enforcement program of "home visits, truancy notification, children interviews." The attendance department has developed its own procedures as follows: Upon the receipt of the school's report of absence, a home visit is made at which the cause of absence is established. If the absence is truancy the parent, child, and school administrator responsible for attendance are all interviewed in an effort to adjust the case. If truancy continues, the attendance officer requests an individual psychological examination for further analysis of the problem. The attendance officer also tries to see that any possible health factors are reviewed and corrected and that parents have been told of community resources which might aid in adjustment. During the latter part of this period a conference is held at the attendance department with the chief attendance officer. At this time all factors in the case are reviewed in an effort to fix final responsibility, determine what has been accomplished so far, and if it appears the case can be adjusted. Both

parents and child are given a final warning and court procedure is explained. If parents and child are cooperative and there is hope of adjustment, one more chance is given; if not, court referral is made immediately. The time consumed in the above process varies according to the needs of the child, the cooperation of the parents, and time necessary to obtain help from community agencies or clinics. During the process a child may be ill or absent for other legal reasons which days cannot be included in a truancy complaint. The low IQ of a child, or a serious home situation may prolong the time, as these deterrents to regular school attendance are beyond the child's control and it may take a longer time to persuade such a child to assume more responsibility. Throughout the procedure, the school officers, counselor, and teacher have worked with the child to adjust school problems and encourage attendance. The school nurse frequently assists in arranging clinic appointments and the school doctor is called in for recommendations. Clothes may be obtained through the parent-teachers association or school principal. The attendance officer serves as a coordinator in bringing together these efforts and recording what has been done for use in preparing a case history for court referral.

When the attendance officer, after conference with the chief attendance officer, finds that court referral is necessary a case history is sent to the director of social work of the juvenile court. After the court social work department further investigates the case and decides it should go before the judge, the attendance officer signs the formal complaint of "habitual truancy" and must be prepared to testify in court on all days charged if called upon by the judge for such testimony.

4. What period of time passes between a child's absence from school and the attendance department's taking action?

This is variable. If "taking action" means visit to the home and notification of parents, that is done as soon as possible after receipt of report of absence.

If "taking action" means sending a truancy complaint to the juvenile court the time is variable, depending on factors concerning the truancy and facilities available for correction without referral to court. A minimum of 10 days would seem to be required to establish *habitual* truancy. However, 10 days would be a very low number to charge unless there had been well-established truancy the year before, or the child was extremely defiant, beyond control, or some circumstances in the case were so unusual that adjustment through the many available school and community resources seemed impossible. Each case must be considered individually. The determination of when truancy becomes "habitual" is related to other factors which the officer who makes the complaint must weigh.

5. Are teachers required to furnish records to your department for children who remain out of school half-day periods?

No. The law does not require reporting of a single half-day of absence but does require reporting of a total of 4 half-days or any combination which totals 2 or more full days per month.

6. Are children's parents required to submit statements showing why their children remained out of school for a period of half a day?

Yes; parents are required to send notes for all absences.

7. Does the attendance department or any other division in your school conduct a preventative program designed to curtail truancy? If so, please give us further information about this.

The attendance department in all its program of home visiting, pupil interviews, school and office conferences aims to curtail truancy by discovering and attempting to remedy the apparent causes.

School officers have worked out systems for telephoning absentees, for holding interviews with children, and conferences with parents. The counselors work toward personal adjustments of the child and aid in solving many problems of relationships. The teacher's interest and understanding are a basic part of adjusting the truant. The school nurse frequently handles aspects of the health or hygiene problems and the research department staff gives its written evaluation and analysis after the child has a psychological examination. All the school services comprise a team each part of which has responsibilities which it carries out for the child's benefit.

8. What is the attendance department's policy with regard to referrals to the juvenile court?

The attendance department's policy is to refer cases of habitual truancy to the juvenile court when means available to the attendance department and the schools do not result in improvement.

9. Do you make referrals to other social agencies? If so, to what extent?

Yes; mainly to public agencies such as Child Welfare Division, Department of Public Welfare, Women's Bureau and Juvenile Squad of the Police Department, District of Columbia Health Department clinics, and other clinics. There is no tabulation of number of cases referred except in individual case records, but the number is large, as most truants and their parents are told of possibilities for help.

10. What is the experience of the attendance department as far as cooperation and coordination from the courts, police, etc., is concerned?

The attendance department considers the cooperation and coordination from the juvenile court as good within the limits of the Juvenile Court Act. However, it would be desirable to know the disposition of every truancy complaint sent to the court by this department. In addition, it would also be helpful in many instances if there could be an exchange of information between the court staff and the attendance department staff in matters regarding children known to the court who present problems of school attendance.

The cooperation and coordination from the Police Department is good.

11. Requests a list of all known truants in the District of Columbia:

(1) A list of truants referred to court by number (not name) with age, race, and school and grade is attached.

(2) The number of cases where absence was sufficiently serious to have a warning conference with parent and child in the attendance department is attached.

A list of all pupils who have been truant would be exceedingly time consuming to compile as over 23,000 individual records of absence investigation would have to be read in order to make such a list. In addition to the size of such a project, there are several reasons why it appears such a list would not be valuable to the committee. Many children are casual truants who are never truant a second time and their names would be of no significance in relation to delinquency. Other truants are not delinquents but are educational problems, and still others have emotional problems which are being treated. The listing of such children might tend to present an incorrect picture of truancy as related to delinquency. For these reasons the director of the attendance department, with the approval of the Superintendent of Schools has recorded on attached sheets lists of children by case number in the category first mentioned; namely, those sent to juvenile court on truancy complaints, and a summary by race, sex, age, and grade of those pupils whose serious truancy or other illegal absence required a warning conference in the attendance department.

12. Requests information on areas with large numbers of truants and asks for information on staff.

Concentration of truancy cases appears to be greater in densely populated low-income areas. The department does not have figures available on an area basis.

The attendance department staff working directly with the enforcement of the attendance law includes the director who has the A. M. degree in social work and is also a member of the District bar; 2 chief attendance officers, 1 in each division, both of these supervisors have the A. M. degree and special training; and 10 field officers in division 1 and 10 in division 2. These field officers are all professionally trained in education or social work. The minimum qualification for appointment is the A. B. degree with required courses such as education, psychology, sociology, and social work specified under a license for attendance officers.

Clerks assigned primarily to attendance and related duties total 12, 6 in division 1 and 6 in division 2.

The closing paragraph asks that any additional pertinent material be included.

In addition to the complaints on truancy, complaints are also made against parents who fail to keep their children in school, under the provisions of the Compulsory School Attendance Act.

Habitual truancy is a symptom not a cause of maladjustment or delinquency and should be treated as a symptom. Causes of truancy seem to lie (1) in the home where dissension, inadequacy, and low standards create like attitudes and standards among children; (2) in the school where the program does not always meet the capacities and interests of the child; (3) in the community where recreation programs do not appeal, jobs are not available and pressures are for punishment rather than for help and understanding.

ALICE C. SHELDON,

*Director, Department of School Attendance and Work Permits,  
District of Columbia Public Schools.*

*School enrollment of Washington residents, October 1953*

	Division 1	Division 2	Total
Public schools.....	44,842	58,926	103,778
Parochial schools <sup>1</sup> .....	11,818	1,830	13,648
Private schools.....	6,260	93	5,039
Total.....	62,920	60,859	123,779

<sup>1</sup> Includes Catholic, Hebrew, and Seventh Day Adventist schools.

*Table showing the percentage of attendance for the school year indicated*

	Division 1	Division 2	Total
1943-44.....	88.93	90.14	89.44
1944-45.....	90.56	91.19	90.83
1945-46.....	89.85	90.96	90.34
1946-47.....	91.69	91.79	91.73
1947-48.....	91.80	91.44	91.64
1948-49.....	91.83	92.01	91.91
1949-50.....	91.81	92.50	92.15
1950-51.....	91.73	92.28	92.01
1951-52.....	90.59	91.94	91.30
1952-53.....	91.09	91.34	91.23

*Percentage of truancy cases in total cases investigated by the attendance officers<sup>1</sup>*

	Division 1			Division 2			Divisions 1 and 2		
	Total absence cases investigated	Total truancy cases <sup>2</sup>	Percentage	Total absence cases investigated	Total truancy cases <sup>2</sup>	Percentage	Total absence cases investigated	Total truancy cases <sup>2</sup>	Percentage
1942-43.....	12,238	2,355	19	14,284	2,631	18	26,522	4,986	19
1943-44.....	10,635	1,920	18	11,768	2,396	20	22,403	4,316	19
1944-45.....	9,790	1,643	17	10,273	2,337	23	20,063	3,980	20
1945-46.....	9,952	1,461	15	12,097	2,294	19	22,049	3,755	17
1946-47.....	11,052	1,437	13	11,492	1,927	17	22,544	3,364	15
1947-48.....	12,339	1,663	13	10,931	2,031	19	23,271	3,694	16
1948-49.....	11,456	1,501	13	9,989	2,106	21	21,445	3,607	17
1949-50.....	11,628	1,490	13	11,939	2,145	18	23,567	3,635	16
1950-51.....	11,628	1,482	13	10,396	1,923	19	21,622	3,405	16
1951-52.....	11,321	1,550	14	10,300	2,118	20	21,621	3,668	17
1952-53.....	12,181	1,783	15	11,319	2,250	20	23,500	4,033	17

<sup>1</sup> Figures on absence are only for cases investigated by attendance officers and percentages are based on these figures (many absences known by the school to be legal are not reported and not investigated; therefore percentages are not percentages of total absence).

<sup>2</sup> These are instances of truancy which may have been 1 day or several days.

*Truancy complaints sent to juvenile court*

	Division 1	Division 2	Total
1942-43.....	50	59	109
1943-44.....	77	102	179
1944-45.....	96	111	207
1945-46.....	74	116	190
1946-47.....	44	65	109
1947-48.....	39	67	106
1948-49.....	41	98	139
1949-50.....	37	130	167
1950-51.....	38	71	109
1951-52.....	37	122	159
1952-53.....	41	114	155

*Truancy complaints sent to the juvenile court, 1952-53*

DIVISION 1

Case No.:	Sex	Age	School	Grade
1	M	15	Kramer Junior High	8.
2	M	11	Thomson school	6.
3	M	15	Hine Junior High	9A.
4	M	15	Macfarland Junior High	8A.
5	M	15	Taft Junior High	7B.
6	M	15	Hine Junior High	8.
7	M	11	Kingsman school	Atypical.
8	F	15	Taft Junior High	8B.
9	F	15	Kramer Junior High	9A.
10	M	15	Jefferson Junior High	8A.
11	M	15	Kramer Junior High	8B.
12	M	15	Anacostia High School	10A.
13	M	15	St. Dominic's	9.
14	M	15	Macfarland Junior High	Atypical.
15	F	15	Sovsa Junior High	9A.
16	M	12	Jefferson Junior High	7A.
17	M	14	Eastern Junior High	8.
18	F	13	Hine Junior High	7B.
19	F	13	Kramer Junior High	7.
20	M	14	Hine Junior High	SAC. <sup>1</sup>
21	M	14	Jefferson Junior High	7, atypical.
22	M	15	Gordon Junior High	SAC. <sup>1</sup>
23	M	13	Stuart Junior High	7B.
24	F	13	do	7.
25	M	14	Taft Junior High	8B.
26	M	15	do	9A.
27	M	14	Nativity School	8.
28	F	13	Taft Junior High	8.
29	M	14	Gordon Junior High	8A.
30	F	14	Jefferson Junior High	7A.
31	F	13	MacFarland Junior High	7A.
32	M	14	Hine Junior High	7.
33	M	15	Bell Vocational High	Spec. Pl. <sup>2</sup>
34	F	14	Jefferson Junior High	7A.
35	M	13	Seaton School	6.
36	M	12	Stuart Junior High	7B.
37	M	11	St. Stephen's School	6.
38	F	15	Stuart Junior High	9A.
39	F	13	do	7A.
40	F	14	do	8A.
41	F	15	do	9A.

<sup>1</sup> Social adjustment class.

<sup>2</sup> Special placement.

DIVISION 2

1	M	14	Eliot	9A.
2	M	15	Browne	7.
3	M	12	Randall	7.
4	M	15	Langley	8B.
5	M	14	Shaw	8B.
6	M	14	Banneker	9B.
7	M	14	Garnet	9A.
8	M	14	Eliot	7.
9	M	15	Bundy	6.
10	M	15	Garnet	7B.
11	F	15	Browne	8A.
12	M	14	Bundy	6.
13	F	15	Shaw	7A.
14	M	12	Harrison	5.
15	M	14	Eliot	7B.
16	F	13	Terrell	7.
17	M	15	Garnet	8.
18	F	15	Armstrong	10A.
19	M	15	Terrell	8A.
20	M	14	Miller	9A.
21	F	14	do	7B.
22	M	15	Cardozo	10.
23	M	15	Bell	6.
24	F	14	Langley	8.
25	M	15	Browne	7B.
26	F	14	Garnet	8A.
27	F	15	St. Augustine	7.
28	F	15	Shaw	9.
29	M	15	Cook	Atypical.
30	M	14	Terrell	7B.
31	M	14	Bundy	4.
32	F	13	Frances	7B

## Truancy complaints sent to the juvenile court, 1952-53—Continued

## DIVISION 2

	Sex	Age	School	Grade
33	F	10	Simmons	5.
34	M	14	Shaw	7A.
35	M	14	Eliot	8.
36	F	15	Shaw	7A.
37	F	12	Turner Annex	6.
38	M	15	Browne	9A.
39	M	13	do	7B.
40	F	15	Spingarn	10A.
41	F	13	Eliot	7.
42	F	14	do	7B.
43	M	14	Langley	9A.
44	M	13	do	7.
45	M	13	Browne	7.
46	M	15	Langley	8B.
47	M	15	Terrell	9A.
48	F	13	Shaw	7.
49	M	15	Miller	8A.
50	M	13	Terrell	7A.
51	F	13	Randall	7.
52	M	10	Grimke	5.
53	M	14	Browne	7A.
54	F	14	Eliot	7A.
55	F	13	Randall	8B.
56	M	14	Browne	7.
57	F	15	Terrell	7A.
58	F	14	Francis	7A.
59	M	13	S Bowen	6.
60	M	15	Terrell	7B.
61	M	13	Shaw	7A.
62	F	15	Browne	8B.
63	F	13	do	7.
64	M	13	Bundy	5B.
65	M	15	Randall	7B.
66	M	15	Terrell	7B.
67	F	13	do	8.
68	F	14	Randall	7A.
69	M	11	Webb	6A.
70	F	14	Shaw	Adjustment.
71	M	11	Nalle	5.
72	M	12	Walker-Jones	4A.
73	F	14	Randall	9A.
74	F	13	Terrell	7B.
75	M	15	Miller	8A.
76	M	14	Shaw	8A.
77	M	14	Browne	8A.
78	M	12	Eliot	8A.
79	F	11	Perry	5.
80	F	13	Terrell	7A.
81	F	11	Bundy	6.
82	M	13	Gage	Ungraded.
83	F	11	Terrell	7A.
84	M	15	Francis	8A.
85	M	15	Terrell	7A.
86	M	15	Armstrong	10A.
87	M	12	Miller	7A.
88	M	15	Terrell	7A.
89	M	14	Langley	7.
90	F	14	Randall	7.
91	F	15	Banneker	9B.
92	M	15	Randall	7.
93	M	15	Shaw	7.
94	F	12	Francis	7.
95	M	15	Browne	7A.
96	M	13	A. Bowen	4. atypical.
97	F	14	Terrell	7B.
98	F	12	Eliot	7A.
99	F	12	Terrell	7B.
100	M	14	Douglass	7B.
101	F	14	do	7B.
102	M	15	Eliot	8A.
103	M	13	Randall	7.
104	F	12	do	7A.
105	M	13	Francis	7A.
106	M	14	Bundy	5B.
107	M	11	do	4A.
108	M	15	Banneker	7B.
109	M	14	Grimke	6B.
110	M	15	Shaw	7A.
111	M	15	Langley	8B.
112	F	14	Terrell	8A.
113	F	15	Francis	8.
114	M	15	Spingarn	10A.

Tabulation of pupils called to the Attendance Department for warning conferences on illegal absences<sup>1</sup>

DIVISION 1

Ages	Grand total	Boys										Girls											
		Grades										Total	Grades										Atypical
		1	2	3	4	5	6	7	8	9	10		1	2	3	4	5	6	7	8	9	10	
7 years.....	1											1	1										
8 years.....	4	1	1									2	1	1									
9 years.....	2											2			1	1							
10 years.....	1											1											
11 years.....	8				1	1	1					3											
12 years.....	18				3	4	3					7			1	1	5	1					
13 years.....	23				6	6	2					9							3	5			
14 years.....	42											13							4	6	2		
15 years.....																							
Total.....	99	1	1		1	4	12	27	8	4		38	1	1	3	1	1	1	7	8	11	2	2

DIVISION 2

7 years.....	9	4	3	1																				5	4	1																			
8 years.....	13	9	2	2	4																			4	1	1	2																		
9 years.....	15	9	1			3																		6	4	1	2	3																	
10 years.....	18	14		1	2	7																		4				1	3																
11 years.....	22	14		2	5	4	1	2																8			1	4	2	7															
12 years.....	28	12		3	1	4																		16				1	2	4	8														
13 years.....	63	30		5	4	14	2																	33				1	2	4	19	7													
14 years.....	83	50		1	2	8	21	12	5															33				1	2	4	18	9	3												
15 years.....	143	90				8	33	24	12	12														53				1	53	1	12	16	13	9											
Total.....	394	232	6	5	12	11	24	23	74	39	18	12												162	5	3	5	6	11	13	58	33	16	9											3

<sup>1</sup> Some of these were established as cases of parental responsibility, not truancy.

Mr. BEASER. I have no further questions.

The CHAIRMAN. Senator Hennings?

Senator HENNINGS. No questions.

The CHAIRMAN. Mrs. Sheldon, I would like to ask one question. Would you know how many of your truants become delinquents, what proportion of them?

Mrs. SHELDON. No, I can't say that. We consider every child a delinquent whose truancy is so extensive that we send it to the court.

The CHAIRMAN. The Chair was thinking more in terms of serious delinquency, not so much truancy.

Mrs. SHELDON. We have no statistics on that. I think it shows up in the individual records that we send to the court. We frequently know the child's history and incorporate that by reference in the referral statement.

The CHAIRMAN. Do you not think, Mrs. Sheldon, that there ought to be a definition of truancy in your District law?

Mrs. SHELDON. I don't know that we could get a good one. At the moment I can't think of any State that defines it in so many words.

Senator HENNINGS. Mr. Chairman?

The CHAIRMAN. Senator Hennings.

Senator HENNINGS. I wonder if Mrs. Sheldon has not given us a pretty good one? She said that truancy per se is any absence unauthorized without reason of a child from attendance at school for however long a period. Now we may have truancy, both simple, casual, a much shorter period of time, for as little as an hour or it may be aggravated, but it is still truancy?

Mrs. SHELDON. That is correct.

Senator HENNINGS. It might be compared to larceny and petty larceny. If you steal a penny it is petty larceny; if you steal something substantial it is grand larceny. I wonder what better definition we could have.

The CHAIRMAN. It was because Mrs. Sheldon gave such a good definition that I was wondering if we could not incorporate it in the law.

Mrs. SHELDON. So many people want us to say how many days would constitute a case to go to court. I think there are so many other factors, at least I wouldn't want to see it in the Code that it would say 5 or 10 days. I think that is too difficult to administer and rather undesirable from the services of the child's standpoint.

You go into some of the homes where our officers visit, and you wonder that the child ever gets to school. It is really miraculous. Much depends on what the home has to offer the child.

The CHAIRMAN. That was self-evident when the committee visited the receiving center.

Mrs. SHELDON. Yes.

The CHAIRMAN. From conversations we had with a number of the children.

Any questions, Senator Hennings?

Senator HENNINGS. No further questions.

The CHAIRMAN. Thank you very much, Mrs. Sheldon.

Mrs. SHELDON. Thank you, gentlemen.

Mr. BEASER. Mr. Cary?

The CHAIRMAN. Will you be sworn, please? Do you solemnly swear that the testimony you will give before this subcommittee will

be the truth, the whole truth, and nothing but the truth, so help you God?

Mr. CARY. I do, sir.

**TESTIMONY OF WILLIAM H. CARY, JR., DIRECTOR OF PUBLIC HEALTH ENGINEERING, DEPARTMENT OF PUBLIC HEALTH, DISTRICT OF COLUMBIA**

The CHAIRMAN. Will you state your name and address and occupation for the record, please, Mr. Cary?

Mr. CARY. I am William H. Cary, Jr., Director of Public Health Engineering of the District of Columbia Department of Public Health. I reside at 9607 Glencrest Lane, Kensington, Md.

The CHAIRMAN. Thank you. I think counsel has a statement he desires to make before the witness testifies.

Mr. BEASER. Mr. Chairman, the next five witnesses are all from the Department of Public Health, and their testimony will relate to how the Department of Public Health fits into the juvenile delinquency picture. It is being presented as a total picture by Dr. Heath, the Acting Director, who will sum up at the end of their presentation.

Each presentation, I understand, will be short.

The CHAIRMAN. Dr. Heath, the subcommittee welcomes you again.

Mr. BEASER. Have you a general statement, sir?

Mr. CARY. I have.

Let me say at the outset that our interest in environment, and more particularly housing, is not an interest in the yards, fences, alleys, and structures as such, nor is it confined solely to the rats, flies, or other vectors of disease. Rather we are directing our attention to the people and the cumulative effect, for good or bad, that the environmental factors have on them. It is not enough to treat a detrimental condition, either in man or his environment, after it has become a fact. Nor is it satisfactory to maintain the status quo, for we already have too many hazards to life, health, morals, and well-being in our communities now. We must do the preventive things that will promote good health—mental as well as physical—for only then will we have good citizens.

Your attention has already been directed in the report to your committee by our Director of Public Health, Dr. Daniel L. Seckinger, that the sanitation of housing is a high priority item both in public health problems as well as human behavior problems. Overlapping these two fundamental problems we find many other community problems, among which is the specific problem your subcommittee is investigating, juvenile delinquency. The relationship of housing to health, both physical and mental, has been well established in the literature.

To give you some idea of the extent of the housing problems in the District of Columbia, I would like to direct your attention to the map standing on your right. On this you will see depicted the housing information gathered by the Census Bureau in 1950. The intensity of color shows clearly the distribution of substandard housing throughout the city. In the uncolored areas none of the dwelling units lacked private bathrooms and/or were in need of major repairs; yellow indicates that less than 10 percent did not have private bathrooms and/or needed major repairs; orange indicates from 10 to 25

percent; red from 25 to 50 percent; blue from 50 to 75 percent; and purple from 75 to 100 percent. Of the 223,675 dwelling units reported in this study, 27,727, or 1 in every 8 dwelling units, was reported as substandard.

When we consider the squalor; the overcrowding of family quarters; the lack of facilities to keep warm, to prepare food, and for personal hygiene; the lack of living space—many of our slum dwellers have absolutely no storage facilities for the essentials of life, let alone a decent place to eat, sleep, live, study, or play; and the area crowding—both as to building and land, we cannot wonder at the warped viewpoint that the children develop.

Nations have gone to war for less cause than is provided the children in our underprivileged housing areas to prey on their more fortunate neighbors. In areas where adults must drown their sensibilities in alcohol or narcotics in order to withstand the stench, the physical discomforts, and lack of human decency, can we expect much less of the immature? Much could be done in these areas if we could enforce the regulations now in force in the District of Columbia. More could be accomplished if these regulations could be (and they are being) augmented and a staff provided to adequately enforce them. We have repeatedly requested such assistance but limitations of the District of Columbia budget have prevented the fulfillment of these proposals.

Permit me to illustrate one of our current problems so far as regulation is concerned. For some multiple housing the regulations are not specific as to responsibility for the care of the common space on the premises—the yards, halls, stairways, and commonly used basement areas. Unless we have management of such premises that has a conscience, and I don't mean similar to some of the consciences that have been paraded by their owners before this subcommittee, it is practically impossible to force any cleanup either by persuasion or through the courts.

We are in hopes that the housing code now in preparation will clarify this and most of the other issues relating to housing matters. This very day the Commissioners are holding public hearings on two important additions to our regulations—prohibition of yard water closets and hydrants, and control of unsanitary or dangerous fences and sheds. The passage, about a year ago, of the tenement house regulations was a considerable step forward.

The occupancy of inadequate housing with its attendant social and human ills goes hand in hand with the lack of decent, safe, and sanitary housing for rent or purchase within the means of many of our slum families. One serious problem, in which all of us should be interested, is the inability of welfare recipients in a vast majority of cases to rent other than slum housing. This means that you and I as taxpayers are in effect subsidizing the very evils which we are trying to eliminate.

Maybe it is because I do not visit a cross section of homes in the community—I do spend as much time as possible in the field where I follow complaints and problem cases—but I cannot recall having been in a decent home occupied by a welfare recipient other than in public housing since I did some emergency welfare work in Detroit during the depression in the early thirties. Certainly the Departments of Public Welfare are in no way responsible for this situation.

In the report to which I referred above, Dr. Seckinger cites several examples of environmental factors and mentions the work of the Board for the Condemnation of Insanitary Buildings. For the first time in its history, this Board has during the last year handled 500 new cases. This we believe to be a notable achievement in view of our limited staff, but we are not doing as well as Earl Carroll's famous character who had to run to stay in the same place. We are, in my opinion, losing ground. The rate of decay of our slum areas is progressing faster than we are able to act against the very bad buildings. Likewise, permit me to point out that this Board acts only against horribly bad buildings. What we need to do—must do in fact—is to prevent buildings from becoming bad, prevent them from becoming overcrowded, prevent their use from changing (as for example from a single-family home to a many-family hovel) without provision of the necessary living space and facilities. Again, let me point out, we are interested in the people, not the buildings as such.

Recently your committee heard testimony concerning Dixon's Court SW. This has long been a sore spot for the Department of Public Health. An examination of our records might raise some doubts as to how clear an owner's conscience might be, or how well he could sleep nights. Since Dixon's Court and other equally bad areas in the southwest Washington are being considered for early redevelopment, drastic action has been deferred in favor of area-wide cleanup.

As in many other slum areas, the residents of this court had become so inured to their surroundings that they ceased to complain about them. Many a slum dweller lives uncomplainingly with the rats until the baby is savagely chewed, possibly disfigured for life. The Department of Public Health is almost helpless to do something about the situation because limited District income has restricted budgets until today we have only 28 sanitary inspectors—about one-third of our needs. The complaints received from the housewives today will largely determine what these inspectors will do tomorrow. Where several years ago with a larger staff and a smaller population we were able to make preventive inspections in 353 blocks, we have this year been able to cover only 14 blocks and then only by deliberately neglecting other work.

If we had sufficient staff to do preventive work in the field of housing and thereby accomplish an improvement in family living, we will contribute basically to the prevention of juvenile delinquency. In some small way we are now accomplishing this purpose. Remember the public-health nurses and the sanitary inspectors are two basic forces in the community whose job it is to deal with family problems in the home. They work side by side—in fact 4 of our 6 inspection area offices are side by side with the nursing centers. The close cooperation of nurse and inspector, we know, has solved many a family problem.

Problem families that have been known to us for many years do exist. Nonetheless I cannot agree with those who hold that slums are people and not buildings. They are, in my opinion, some of both. The improvement in housekeeping of slum families when they move into public housing is a good example of what people will do when given the opportunity. To those who question the inherent Deity in the human race, I ask an added ounce of tolerance.

Permit me to summarize these remarks into a few pungent statements:

1. Public health measures applied to the environment can do much to prevent juvenile delinquency and will have many other attendant benefits in the community. This preventive approach will do much more than apprehending and incarcerating offenders. If we had treated cases of typhoid fever instead of eliminating the modes of transmission, this dread disease would still be a scourge in our land. Today it has largely disappeared because of the application of preventive public health measures.

2. Housing problems are widespread in the District of Columbia and not all of the tools—regulations and personnel—are at hand to meet the need. We have long recognized these problems but limitations of the District of Columbia funds have largely prevented a full-scale attack. Some small beginnings have been made and the fight will go forward.

3. The lack of decent, safe and sanitary housing for rent or sale within the means of a large segment of our slum population is a basic problem. Permit me to show you a few pictures selected from our files. These were not taken with this particular purpose in mind, but do you think that children reared under these conditions can grow up to be good citizens?

The sanitary inspector and the public health nurse working side by side can do much to assist the family, the greatest asset in the community for prevention of juvenile delinquency.

And lastly, I believe that our fellowmen will, if given the opportunity, live and raise their families in a decent manner.

The CHAIRMAN. Mr. Cary, may we have these figures for our files?

Mr. CARY. You may, sir.

The CHAIRMAN. Any questions, counsel?

Mr. BEASER. Just one question, Mr. Cary. I do not think I got clearly the difficulties that you are facing in the enforcement or correction of complaints that you have received for unsanitary conditions. Would you go through those? Supposing you received a complaint on a place similar to Dixon Court. What is the procedure in the Department for handling that? What help do you need to overcome those blocks?

Mr. CARY. The biggest road block is the fact that we lack the staff to do the program. We know where a lot of the things exist, but we are blocked by the fact that the housewives will call in today enough complaints that practically all our inspectors handling the complaints that have been received previously will spend their time taking care of that work instead of doing a preventive job.

The CHAIRMAN. How many inspectors do you have at the present time?

Mr. CARY. Twenty-eight, and that is about a third of what we need.

The CHAIRMAN. What is the average salary of your inspectors? I suppose they are graded?

Mr. CARY. They are graded. A trainee comes in at grade 4 and enters the service at \$3,175 a year. If he proves satisfactory at the end of the year, he is promoted to a grade 5 sanitary inspector, which starts at \$3,410 and goes to \$4,160. If he is fortunate enough to live long enough, he may get to be one of the higher grade, grade 6, in-

spectors, of which there are just a limited number and which starts at \$3,795 and goes to \$4,545.

The CHAIRMAN. How many areas like Dixon Court do we have in the District?

Mr. CARY. At the present time there are about—I am thinking of slum dwellings—110 occupied alleys containing some approximately 1,000 or 1,100 dwelling units of which about 100 or 110 have been rehabilitated. The rest are pretty bad.

The CHAIRMAN. How much time are your inspectors called upon to spend in these areas?

Mr. CARY. We could spend all our time if we didn't get complaints from elsewhere, but we can't do it. The people there have lived so long with the situation that they have, that they begin, I am afraid, to think that that is all there is for them in the world. We don't believe it, but it is impossible spending all your time trying to improve that situation.

The CHAIRMAN. We had testimony that indicated approximately 320 complaints were made to the Health Department during the period 1948 to the present as to unsanitary conditions in the Dixon's Court alone. Would that be right?

Mr. CARY. That would sound very close to it. That is why I raised the question whether the owners of the property there could sleep well nights or have a clear conscience on their mind.

The CHAIRMAN. I would like to ask this question, Mr. Cary. Why were not the owners down there in Dixon Court prosecuted under the law?

Mr. CARY. They were, sir.

The CHAIRMAN. They were?

Mr. CARY. They were, sir.

The CHAIRMAN. Were penalties imposed?

Mr. CARY. To the extent that they existed in the regulations and the court saw fit to impose those penalties.

The CHAIRMAN. Senator Hennings?

Senator HENNINGS. Mr. Cary, what you have said has borne out the conviction that I know some of us hold, that it is very surprising that not more rather than less delinquency, crime, and other manifestations of people in trouble, come out of places such as you have photographed.

Mr. CARY. It is hard to understand how a person living under those circumstances can come out feeling even decently human toward the rest of us.

Senator HENNINGS. How they can feel that there is anything that life holds for them?

Mr. CARY. Right.

Senator HENNINGS. Now, of course, we had some of the people who owned some of these buildings, as you know, before this subcommittee last week. For example, say I live in Dixon Court as of today and my particular—I would not want to dignify it by calling it quarters—tenement or dwelling place is infested with rats. What would I have to do?

Mr. CARY. Have you called the Health Department?

Senator HENNINGS. But I have called the Health Department many times.

Mr. CARY. We order the owner to ratproof the building. We order the tenant, if he is partially responsible, to help eradicate the rats by eliminating the things that cause that infestation.

Senator HENNINGS. Have the owners uniformly done so?

Mr. CARY. Not too well, particularly not in Dixon's Court.

Senator HENNINGS. Well, in some instances have they done so at all?

Mr. CARY. Wherever they have gotten orders from the Health Department. We have never backed off.

Senator HENNINGS. You stay with them, in other words?

Mr. CARY. We stay with them; that is one of our problems, of course, that when you get a recalcitrant owner who lives in Maryland or Virginia or California, some place far away, then we have our problems because he is hard to deal with.

Senator HENNINGS. I was just going to say that I am very glad to hear your observation that when people come from places such as these, this squalor and misery, that when they are under public housing given some decent place to live that they do appreciate it and do care for it, by and large.

Mr. CARY. That has been my experience in dealing with them.

Senator HENNINGS. Because you are well aware of the argument often made, "What is the use? Those people don't want anything better." You have heard that said?

Mr. CARY. I have heard that said many times by many people who would like to pass the responsibility off to somebody else.

Senator HENNINGS. We call them "bathtub school people." They say, "What is the use of having bathtubs? They will only use them for coal." Remember 15 years ago when that was almost classical?

Mr. CARY. That was said in a public hearing involving a question where they tried to take bathtubs out of our local plumbing code when the Health Department opposed the Code. They said, "They will just put coal in them."

Senator HENNINGS. That story is still being used?

Mr. CARY. It is still being used. Of course, many of these unfortunates in those areas don't have stoves that burn coal; they still burn a lot of wood, and a lot of them burn kerosene oil and I believe you read this morning where two children burned up as a result of an exploding oil stove; highly dangerous.

Senator HENNINGS. Thank you, Mr. Chairman.

The CHAIRMAN. In every instance, Mr. Cary, you follow these violations to a full and final conclusion?

Mr. CARY. Yes, sir; we follow them until the correction has been made as best the law provides that we can obtain that correction. I am not always satisfied myself, but we can't go further than the law requires.

The CHAIRMAN. Did I understand you to say you could use three times as many inspectors?

Mr. CARY. Yes, sir; profitably.

The CHAIRMAN. And keep them constantly busy?

Mr. CARY. And keep them constantly busy.

The CHAIRMAN. Thank you.

Counsel?

MR. BEASER. Mr. Cary, may I ask you one question about the law, the regulations under which you operate? The regulations are promulgated by whom?

MR. CARY. The regulations are promulgated by the Commissioners under authority given to them by the Congress.

MR. BEASER. I see. As far as the vast or large number of complaints coming out of the Dixon Court, for example, could your efforts have been helped if there had been any tightening up in the regulations?

MR. CARY. Yes, we could have had some improvement. We have recently had, for instance, the tenement house regulations which if it could have been applied down there in some areas would have helped. We are getting now in the District, I hope, a housing code, and that will give us some more basic data. There are some areas in which our present regulations are rather in bad shape. We can condemn the building on the basis of condemnation of buildings when it reaches the point where the Board is willing to declare that that endangers the health of those living near or in it.

MR. BEASER. Those complaints are made by the individuals?

MR. CARY. By individuals, by police, fire department, and building and health inspectors.

THE CHAIRMAN. Senator Kefauver?

SENATOR KEFAUVER. I did not understand what kind of code it was you were getting from the District?

MR. CARY. We are now in the process of drafting a housing code in connection with our slum prevention and rehabilitation program in the community. The Housing Code has been a basic need in this community for many years. It deals fundamentally with the use, occupancy, and maintenance of buildings used as dwellings.

SENATOR KEFAUVER. The District of Columbia does not have a housing code?

MR. CARY. They do not have a housing code as such. We have some basic regulations adopted in 1887 known as the regulations concerning the use and occupancy of buildings and grounds. Those are vague and do not cover the areas of present housing problems.

SENATOR KEFAUVER. Would that code be adopted by the Commissioners or would it have to be a legislative enactment?

MR. CARY. It is my belief, sir, that it can be adopted by the Commissioners. It may be necessary that we get some legislative enactment in order to provide for certain contingencies. There was a question that was raised by the Little case taken to the Supreme Court regarding the right of entry for purposes of inspection of private homes.

THE CHAIRMAN. When you get down to the business of passing that, I think you will find it will have to be passed by the Congress.

MR. CARY. It would be of substantial assistance.

SENATOR KEFAUVER. Under your present rules and powers you have the right of condemnation of slums like these pictures show, do you not?

MR. CARY. We do, sir, but the difficulty, as I pointed out in my statement, is that we are not keeping up with the rate that slums are being created. The decay in the slum areas is so rapid that buildings are becoming of the character you see in those photographs faster than we are able to handle them.

Senator KEFAUVER. I can understand your saying about not keeping up, but have any of them actually been torn down?

Mr. CARY. The Board for condemnation of insanitary buildings accepted some five-hundred-some-odd new cases last year or so. All of those buildings were condemned, and they will either be repaired or vacated and boarded up. We are asking the Congress for the authority to be able to terminate our action in that respect. There is a bill pending in the Congress that was presented in the last session.

Senator KEFAUVER. Have any of them been boarded up or torn down as yet?

Mr. CARY. Many of them have been torn down, and many have been boarded up and are standing idle. We have some, I think four or five hundred buildings, I think, standing idle in the community that are boarded up waiting action, some since 1944.

Senator KEFAUVER. I know you have covered this in your original testimony, but how many people would you estimate are living in slums or substandard housing conditions in the District?

Mr. CARY. I have estimated that there are 5,000 buildings in the District that are as bad as some of the worst that you see there. There are 20,000 others—buildings—approaching those. Now, there are probably more than that that are slums. If we take an average of about three people per family and we use the statistics on which this map was based with some twenty-thousand-odd buildings, we have in the neighborhood of 85,000 or 90,000 people living under bad conditions here in the District.

Senator HENNINGS. About one-tenth of the population?

Mr. CARY. More or less.

Senator KEFAUVER. That is certainly a shame in the Nation's Capital where we are supposed to be the model of what goes on in the United States with housing and living conditions; that slum conditions like that should be allowed to exist.

Mr. CARY. It certainly is. I have taken many a good ribbing from some of my colleagues in this work that we are not doing much about it in the Nation's Capital.

Senator HENNINGS. It has been for many years.

Mr. CARY. Yes.

The CHAIRMAN. It comes right back to the lap of the Congress?

Mr. CARY. I am afraid it does.

Senator KEFAUVER. I am afraid it comes back also in the lap that we need home rule in the District. I think most Members of Congress would like to do something about the situation, but they have so many other responsibilities that the thing is never exactly pinpointed. I am sure that if we had home rule that the people themselves would take the initiative and see that these slums were cleared out. Pending that time I think the chairman, Senator Hendrickson, will agree that we in Congress have the responsibility, and it is up to us to do something.

In that connection, Mr. Cary, what is the situation with reference to disposing of sewage here in the District? Is it still dumped into the Potomac?

Mr. CARY. We are treating all of the sewage from the District of Columbia at the plant, but it is only partial treatment. The District is proceeding to build a secondary treatment plant. It is only primary treatment at the present time.

Senator KEFAUVER. It is still adversely affecting the people?

Mr. CARY. It still adversely affects the people and the Potomac River.

Senator KEFAUVER. That still comes under your jurisdiction?

Mr. CARY. Only to the extent that the Health Department is promoting and supervising the things that affect the health in the community. Actually the construction and the operation of that plant is under Mr. David Ault, director of sanitary engineering.

Senator KEFAUVER. Is there a favorable determination on the part of your people to have something to do with slum clearance and sewage disposal for treating and disposing to adequately take care of it?

Mr. CARY. We are very much concerned about it, sir. One of the serious problems, however, is financing. Ordinarily another community could go out and borrow or set up some other method of financing their sewage treatment facilities. We have had to depend entirely up to this time on capital expenditures, and that does not keep up with the need.

Senator KEFAUVER. Mr. Chairman, this may not be directly related, but again with the Federal Government urging other towns and cities to have sewage disposal plants, trying to keep our rivers clean, I think it is significant that here in the District we are not setting a very good example for the rest of the Nation by not having the modern and thorough sewage disposal plant that there can be for the protection of the people.

Mr. CARY. I would say "amen" to every word you have said, sir.

Senator KEFAUVER. That is all I have.

The CHAIRMAN. I can assure you that the Chair shares that view.

Mr. CARY. are you familiar with Snows Court?

Mr. CARY. Yes, sir.

The CHAIRMAN. Have all the evils there been corrected to your satisfaction?

Mr. CARY. The situation in Snows Court is that the dwellers that occupy those buildings as slum dwellings have been ordered dispossessed by purchasers of the property who want to convert the alley dwellings into modern buildings.

The CHAIRMAN. This subcommittee has been advised by communication which I inserted in the record that this court has been rehabilitated.

Mr. CARY. In my opinion the small houses, the tiny houses, the small lots and the lack of living space outside the building itself and the fact that this is an interior situation, a hidden community, an alley dwelling, is still the stigma of that even though the buildings have been put into the shape that they as such cannot be criticized.

The CHAIRMAN. They are habitable?

Mr. CARY. They are habitable, but their location is not suitable for a community.

The CHAIRMAN. Thank you, sir.

Are there any further questions? The Chair thanks you.

Mr. CARY. I appreciate the opportunity, sir, of appearing before you.

Mr. BEASER. Dr. Wexberg?

The CHAIRMAN. Will you be sworn, sir?

Do you solemnly swear that the testimony you are about to give this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Dr. WEXBERG. I do.

**TESTIMONY OF DR. LEOPOLD E. WEXBERG, CHIEF OF MENTAL HEALTH DIVISION, BUREAU OF DISEASE CONTROL, DEPARTMENT OF PUBLIC HEALTH, DISTRICT OF COLUMBIA**

The CHAIRMAN. Doctor, will you state your name, occupation, and address for the record?

Dr. WEXBERG. Dr. Leopold E. Wexberg, doctor of medicine, Director of the Division of Mental Health of the District of Columbia Health Department. My business address is 300 Indiana Avenue.

The CHAIRMAN. Counsel may proceed.

Mr. BEASER. Dr. Wexberg, did you want to testify alone, or did you want Dr. Stocking to testify, or do each of you have separate statements?

Dr. WEXBERG. Sir, I have a prepared statement which I would like to read first.

Mr. BEASER. All right.

Dr. WEXBERG. Delinquency in children and adolescents is not to be explained by one single reason, such as economic or social factors, slum conditions, lack of parental supervision, or comic strip, movie and TV programs. Everyone of them is significant, but it is important to realize that every single case of juvenile delinquency represents a social, psychological, and psychiatric problem of its own, with a variety of elements contributing to it.

Basically, prevention and treatment are of two different kinds: 1, general prevention which attempts to remove or improve conditions known to be related to juvenile delinquency; 2, treatment of early individual cases by way of social casework or/and psychiatry. As to point 1, we are referring to slum clearance, improved recreational facilities, development of day-care centers, settlements, boys' clubs, etc. It is under point 2 where psychiatric care takes its place.

The CHAIRMAN. Senator Kefauver?

Senator KEFAUVER. Are copies of the statement available?

Dr. WEXBERG. Yes, sir.

The CHAIRMAN. Would you distribute them for the use of the subcommittee, please? What page were you reading from?

Dr. WEXBERG. Page 1.

It is the consensus of opinion that juvenile delinquency has its psychological origin in a child's lack of emotional security. Emotional immaturity is the common result of the insecurity mentioned. The most important single factor responsible for juvenile delinquency is parental rejection or parental neglect. Rejection may be due to the financial load involved in the birth of an additional child; it may be due to a child's illegitimacy which is resented by the unmarried mother and her family, or it may be due to a broken home, after the father has deserted his family; it may be due to emotional immaturity of both parents or either one of them, to mental disorder or alcoholism.

Quite often it is overindulgence of the parents, which causes emotional immaturity. When denial occurs because the child has ex-

hausted the patience even of overindulgent parents, he cannot accept it and behaves in a manner which eventually makes his parents reject him. In other cases, the pressure of overstrict discipline, to the point of cruelty, may cause the youngster to rebel and become delinquent just to spite the parent. Again, there are parents who do not reject, but just neglect the child, and his delinquency may be the result of emotional starvation. Distrust, unfairness of the parents and inconsistency in discipline are important contributory factors.

In all these cases, early psychiatric care can be very effective preventing more serious forms of delinquency. It is important to recognize early signs. Juvenile delinquency usually starts with truancy from school. The truanting child, roaming the streets, meets other boys doing the same, and a juvenile gang is formed. In such a gang, usually the toughest assumes leadership. Soon they are engaged in shoplifting, car stealing, housebreaking, or vandalism. In case of girls, the more violent types of delinquency are rare; instead, early sex delinquency plays an important part.

As long as these types of behavior have not yet become habitual, and as long as parents still exert a certain amount of control, the child guidance clinic has a fair chance to give effective help. First, it has to establish the diagnosis. This involves not just the statement of juvenile delinquency and its degree, but also an understanding of the underlying social and psychological causes.

Proper analysis will demonstrate that the delinquent child's behavior is an understandable reaction to a damaging situation. Next comes treatment. It has to deal with the child and at least one of the parents, usually the mother. As to the latter, she has to be made aware of her share in the child's delinquent behavior, usually rejection or neglect of the child. Most parents are willing and capable to change their attitudes once they have realized their responsibility for the child's wrongdoing.

As to the child, much is gained already if the psychiatrist succeeds in making friends with him. It may be the first grownup person who is genuinely interested in him. In the permissive setting of the doctor's office the child can give free expression to his feelings of bitterness and resentment, without being punished. His defiant and spiteful attitude toward his parents eases up accordingly, and therefore the latter will be more disposed to accept him and to show some affection. This in turn facilitates further progress on the child's side, and in that manner the chain reaction of emotional recovery goes on until it is finished.

Of course, not in every case will progress be that good. Quite often the home situation may be beyond repair. There may be no father, and the mother may be entirely uncooperative. In such cases, change of environment becomes mandatory, or else treatment will not succeed. Juvenile court has the authority to remove the child from his family if the latter appears to be undesirable. Criminal fathers or sexually promiscuous mothers or sisters may be responsible for such low level of morality in the home that it would be futile to try to salvage the child within his environment.

In such cases, a foster home or a good institution have to be found for the patient. The Child Guidance Clinic cooperates with the social agency concerned, usually the Child Welfare Section of the Board of

Public Welfare, to place the child in the best possible environment in which the parent substitute is willing to cooperate in the child's treatment.

The most serious cases of juvenile delinquency cannot be successfully treated on an outpatient basis. For them, the residential facilities under psychiatric supervision are needed. However, there are none of that kind for juvenile delinquency in the District.

Close cooperation between the Child Guidance Clinic and other agencies is of utmost importance. There is, to begin with, the public-school system, as well as private schools. The educational personnel, teachers, counselors, and school nurses have first-hand opportunity to observe early signs of delinquency in a child. They may prevail upon the parents to seek help in the Child Guidance Clinic.

During treatment, conferences between the representatives of the clinic and school personnel provide for close teamwork between them, to the benefit of the child. The child's mentality, his specific abilities and disabilities, are of great importance for his emotional makeup. Then there is the cooperation between the Welfare Department and the clinic. Quite often social casework with the family has to go hand in hand with psychiatric treatment of the child, otherwise treatment would never succeed. It is one of the major functions of a Mental Hygiene Clinic to make teachers, as well as welfare workers, mental hygiene minded.

Finally, there is the close cooperation between the juvenile court and the Child Guidance Clinic. The court clinic is only equipped to do diagnostic work. When the psychiatrist at juvenile court finds the child in need of psychiatric treatment he refers it, for that purpose, to the Division of Mental Health of the District of Columbia Health Department. The Receiving Home and the Industrial Home Schools, under the authority of the Board of Public Welfare, receive psychiatric advice from the Child Guidance Clinic.

Summarizing, it can be stated that the Child Guidance Clinic in every community, particularly in a metropolitan community, is the first line of defense against the rising tide of juvenile delinquency. Together with the measures of general prevention mentioned above, it will tackle successfully this most serious problem under one provision: That it be supplied with sufficient funds to do its job as well and as completely as it is needed. Taking into account the tremendous costs of criminal courts, law enforcement and penal agencies, and the amounts of tax money spent every year for relief of families whose fathers are serving time in prison, the financial burden of effective prevention is very small, indeed.

Last, but not least, the Child Guidance Clinic is the only agency in which much necessary training of professional personal psychiatrists, psychologists, psychiatric social workers, can be carried out.

The CHAIRMAN. Thank you very much, Doctor. The subcommittee wishes to thank you for that very fine paper.

Counsel?

Mr. BEASER. Were you going to testify on the work of your division, or will Dr. Stocking do that?

Dr. WEXBERG. I would like to have Dr. Stocking sit beside me.

Mr. BEASER. The only question I wanted to know the answer to was to ask you about the available services in the District of Columbia.

Dr. WEXBERG. I can tell you that.

Mr. BEASER. Will you, please?

Dr. WEXBERG. As far as child guidance clinics are concerned?

Mr. BEASER. Yes.

Dr. WEXBERG. There are two major mental hygiene clinics of private agencies, the Washington Institute of Mental Hygiene, a Community Chest agency, and the child center of Catholic University. In addition, there is the psychiatric department of Children's Hospital, which, however, takes care mostly of small preschool children, and finally there is the Child Guidance Clinic of the District of Columbia Health Department.

Mr. BEASER. What is the capacity of those clinics?

Dr. WEXBERG. Dr. Heath will be able to give you exact figures on that.

Mr. BEASER. And he will also be able to say what the need is?

Dr. HEATH. I have them right here, sir.

Dr. WEXBERG. Our clinic, Child Guidance Clinic of the District of Columbia Health Department, had on July 1, 1952, 354 children on register, and from July 1, 1952, until July 1, 1953, 327 were admitted. Therefore, the total number of cases handled was 681 children.

Mr. BEASER. Is that for treatment or—

Dr. WEXBERG. For both. Cases discharged were 258, so that on June 30, 1953, we are left with 423 active cases. These cases were given 6,939 interviews. In addition, of course, our clinic is an all-purpose mental hygiene clinic. We have a substantial number of adults and epileptics under treatment. I just gave the number of children because it is the number important for that purpose.

To give an idea of how inadequate our services are in view of the demand, let me quote that we have at the present time on our waiting list 125 children. That means that a child who applies for help or whose parents applied in December, that means now, has a fair chance of being taken on for treatment in August or September 1954. Of course, we have provisions for emergency cases, and in addition I would like to point out that diagnostic work is done without delay.

Diagnostic work can usually be done within 5 or 6 weeks. However, treatment is the one thing that counts, and that can only be done according to the waiting list with the exception of emergency cases, and we have to be pretty strict in qualifying a case as an emergency because otherwise soon there wouldn't be any emergencies; there would be a waiting list for emergencies again.

The CHAIRMAN. Your caseload is about 8 months behind?

Dr. WEXBERG. About 8 months behind: yes.

Mr. BEASER. That includes waiting list for children coming from other agencies?

Dr. WEXBERG. It includes the entire cases.

The CHAIRMAN. Senator Hennings?

Senator HENNINGS. Mr. Chairman, I have no questions, but I should like to commend Dr. Wexberg on the excellent statement he has made. It is most helpful.

Dr. WEXBERG. Thank you.

The CHAIRMAN. Senator Kefauver?

Senator KEFAUVER. Mr. Chairman, I do think this has been a very fine statement. I would like to ask Dr. Wexberg 1 or 2 questions.

Did I understand you to say that a child needing psychiatric treatment now, in December, that you are so far behind that ordinarily you could not give him treatment until next August?

Dr. WEXBERG. August or September.

Senator KEFAUVER. How many do you have in the process of being treated all along?

Dr. WEXBERG. At the present time we have a caseload of cases being treated, cases on register at the present time are 423. Of course, these cases, not all of them, are under regular treatment. This caseload includes those on the 125 waiting also because they are on register. The patients actually under treatment is probably around 200.

Senator KEFAUVER. How many of you are there who are servicing these cases?

Dr. WEXBERG. This is the situation: We have, including Public Health nurses who are assigned as interns and who are doing essentially the work of psychiatric workers, we have a staff of 12 professional workers including psychiatrists, clinic workers, and social workers. Everyone of them is doing treatment. Of course, as I mentioned before, we have to take care of adults and of epileptics, too. Everyone of us is doing treatment. Every child case with rare exceptions needs a team of 2, 1 working with the child and 1 working with the mother and father, whichever it is.

This accounts for the long waiting list in children because it takes quite some time until two workers are available. I want to add, however, that of course those members of our staff who are not doctors of medicine and not psychiatrists are working under strict psychiatric supervision. Everyone of them has a psychiatric supervisor with whom he or she can discuss the case.

Senator KEFAUVER. How much staff do you need to keep current to adequately give treatment?

Dr. WEXBERG. In order to provide the service which we would need which not only includes catching up with the waiting list but doing also the very essential community work which is needed in order to do a decent job in this community of some 830,000, I would need probably 3 or 4 times the staff I have now.

Senator KEFAUVER. You mean 36 to 48 instead of 12?

Dr. WEXBERG. Yes.

Senator KEFAUVER. What has been your experience with the Bureau of the Budget or the District of Columbia Budget Director in your requests? Have you asked for help?

Dr. WEXBERG. For the last 3 years, just in order to keep within the limits, to be realistic, I asked only for an increase of about 100 percent of my budget. I didn't get anything. In addition to that, the Federal grant-in-aid, which was a substantial help, 5 or 6 years ago, has been substantially reduced. We used to get as much as \$24,000 a year in addition to the District budget from the Federal grant-in-aid. It has come down to \$17,000 now while at the same time, as you know, the salaries of our employees who are under the Federal Civil Service system have been increased substantially.

Senator KEFAUVER. How does your staff and your appropriation compare with that in comparable cities, say Baltimore, Cincinnati, Ohio?

Dr. WEXBERG. As far as the quality of our staff is concerned I would mention that our clinic is a member of the American Association of Psychiatric Clinics for Children, which applies the national standard. This membership is only given after a careful investigation of the clinic. We have been accepted as members, which means that we are meeting the national standard. As far as adequacy of services is concerned I do actually believe that Washington is substantially behind major cities under comparable circumstances.

I have no figures to prove that, but I am quite sure from what I hear from colleagues in Baltimore and in New York and so on that things are not quite as bad there as they are here.

Incidentally, the waiting lists of the private clinics which I mentioned before, the Washington Institute of Mental Hygiene and the Catholic University, are even longer than ours. I understand that in Catholic University a child has to wait more than a year in order to be taken in.

Senator KEFAUVER. On page 4 of your statement, Dr. Wexberg, you deplore the absence of any residential facility where psychiatric supervision may be given. Do other cities of comparable size to Washington have facilities?

Dr. WEXBERG. Yes, sir.

Senator KEFAUVER. Where out-of-home treatment may be given?

Dr. WEXBERG. Yes, sir. In Baltimore there is Johns Hopkins Hospital, which is a very good child psychiatric service, and there is also in Baltimore the Child Study Center. We are making use of both facilities occasionally if we can secure payment for it, but, of course, it is quite expensive. As far as our other neighbor State is concerned, Virginia, there is a very excellent facility in Richmond. Again we are making use of this one if we can place a child there and if we can secure the funds for it.

Senator KEFAUVER. You mean we are sending children to facilities where they can have psychiatric supervision in other cities?

Dr. WEXBERG. Yes, we have to. The only thing that exists here, it has been in existence for a few months only, is Hillcrest Center, which consists of 12 beds for emotionally disturbed children. However, it is hardly a question for our juvenile delinquents. First of all, the age limit is 9 to 12 years, and there are few juvenile delinquents at the age of 12 or below.

Second, one of the essential conditions to be admitted to Hillcrest is that the child has a chance to return to an acceptable home environment and by definition we know that home environments of delinquent children are not acceptable.

Senator KEFAUVER. Is Hillcrest publicly financed or is it a privately financed organization?

Dr. WEXBERG. It is a privately financed institution dependent on Community Chest and fees.

Senator KEFAUVER. But there is no money appropriated by the District or by the Congress for the District for a residential facility for psychiatric treatment?

Dr. WEXBERG. No; not for children. Children who are in need of psychiatric treatment have to go to a District of Columbia hospital and are sent to St. Elizabeths where they are together with adults, mental patients.

Senator KEFAUVER. Doctor, one further question because I do not want to take too much time. Most of the psychiatrists who have testified before our subcommittee had not placed an awful lot of importance on movie or TV programs; at least they haven't gone into that in detail. I notice on page 1 of your statement after listing social factors, slum conditions, and the lack of parental supervision, then you have comic strips, movies, and TV programs, indicating that you place a great deal of importance on the kind of comic strips, movies, and TV programs that children read or see in connection with causes of juvenile delinquency.

Dr. WEXBERG. To some extent, but not too much so. I do believe, sir, that as far as the violent crime pictures are concerned their influence on the child's mind is not any worse than playing robbers or playing Indians with play guns and so on. It keeps the child's imagination busy, and it may be a healthy outlet for the child's natural aggression. It think it is a little worse with definitely sexy and stimulating pictures of certain comic books and so on.

I do believe that this premature stimulation of sex instinct can, under certain circumstances, exert a damaging influence and facilitate the development along the line of sex delinquency, though I would not overestimate this factor, too. There is not one single factor. It may be a contributory factor, however.

Senator KEFAUVER. It would be better for children if certain of these shows and certain types of crime books were eliminated and not circulated?

Dr. WEXBERG. It would not do any harm. But I wouldn't eliminate them entirely because our young people need certain outlets of that kind. They feel if they don't have any outlet of that kind they will go into vandalism and other forms of acting out which are much less desirable than reading comic strips or watching TV.

Senator KEFAUVER. Thank you, Doctor.

The CHAIRMAN. Doctor, in discussing your caseload, your backlog of cases, you mentioned something about emergencies; that you did take care of certain emergency cases?

Dr. WEXBERG. That is right.

The CHAIRMAN. Who would determine what an emergency would be. Who would be the person to determine an emergency?

Dr. WEXBERG. The psychiatrist who sees the case for diagnosis. Usually at the present time it is myself. I would say that I see every single case, and I determine whether it is an emergency or not. Cases in which suicide or violence against others is a possibility, cases of drug addiction, and cases in which severe mental disorder may be in the state of development are considered as emergencies.

The CHAIRMAN. I see. In that category of cases you always advance them over the other cases?

Dr. WEXBERG. We take them on immediately.

The CHAIRMAN. Doctor, I have asked this question 2 or 3 times today. I wonder if you would want to venture a statement as to the cause of the sharp upward curve here in the District in the field of juvenile delinquency.

Dr. WEXBERG. In my opinion, sir—

The CHAIRMAN. Why should there be a sharper curve here than in some other city of comparable size?

Dr. WEXBERG. Well, there is a nationwide upswing in juvenile delinquency, and I believe this is a most interesting factor. I think we are reaping the harvest of World War II. Whose children who are now 14 to 16, which is the critical age for juvenile delinquency, were during World War II between 3 and 5. It was at this age that they needed their parents, father and mother. Many of them didn't have either father or mother. The father was in the service, and the mother went to the factory. The children were at that age where they needed parents most but were left to neighbors.

There was no immediate consequence, except that the child was a little harder to manage when the father came back. But, at the age which puberty and other social factors facilitate a development along the line of juvenile delinquency, the emotional starvation of the war-time is bound to come out. This, I believe, accounts for the rising tide of juvenile delinquency all over the Nation.

For the increase, particularly here in the District, I doubt whether there is any simple and clear explanation except that it might be that under the influence of the increasing reports about juvenile delinquency the policy of the police and the juvenile court may have changed to the point that a great many more cases are coming to the knowledge of the public than there were before.

Maybe the exorbitant increase in the District is more apparent than real. There are more cases known to the police, but maybe there are not so many more actually existing. Many more may have gotten away a few years ago than now when the police are very watchful and the juvenile court very anxious to do something about it.

The CHAIRMAN. Thank you, Doctor.

Are there any further questions?

There apparently being no more questions, you are excused with the thanks of the subcommittee.

Dr. WEXBERG. Thank you.

The CHAIRMAN. In view of the lateness of the hour, it would be unfair to start another witness this afternoon, and unless there is objection from any member of the subcommittee we will recess and stand in recess until 10 o'clock tomorrow.

(Whereupon, at 5 p. m., the subcommittee recessed, to reconvene at 10 a. m., Tuesday, December 22, 1953.)



# JUVENILE DELINQUENCY

TUESDAY, DECEMBER 22, 1953

UNITED STATES SENATE,  
SUBCOMMITTEE OF THE COMMITTEE ON THE JUDICIARY  
TO INVESTIGATE JUVENILE DELINQUENCY,  
*Washington, D. C.*

The subcommittee met at 10 o'clock a. m., pursuant to recess in the old Supreme Court room, the Capitol, Senator Robert C. Hendrickson (chairman of the subcommittee) presiding.

Present: Senators Hendrickson, Kefauver, and Hennings.

Also present: Herbert Wilson Beaser, assistant counsel, and James Bobo, assistant counsel.

The CHAIRMAN. The subcommittee will be in order.

Counsel will call the first witness for the morning.

Mr. BEASER. Dr. Oppenheimer.

The CHAIRMAN. Do you swear that the evidence you will present before this subcommittee this morning will be the truth, the whole truth, and nothing but the truth, so help you God?

Dr. OPPENHEIMER. I do.

## TESTIMONY OF DR. ELLA OPPENHEIMER, DIRECTOR, BUREAU OF MATERNAL AND CHILD HEALTH, DEPARTMENT OF PUBLIC HEALTH, DISTRICT OF COLUMBIA

The CHAIRMAN. Doctor, will you state your name and occupation and address for the record?

Dr. OPPENHEIMER. I am Dr. Ella Oppenheimer. I am Director of the Bureau of Maternal and Child Health of the District of Columbia, Department of Public Health. My home address is 3031 Newark Street NW.

The CHAIRMAN. Counsel, will you proceed with your questions.

Mr. BEASER. Have you a prepared statement you would like to read?

Dr. OPPENHEIMER. Yes; I have a short statement.

It has been said, and I am quoting:

There are two services that reach practically all children of the community. These are the schools and the health services. A health department that is responsible for the school health program can influence in some way the life of almost every child in the community. The Bureau of Maternal and Child Health through its child health centers conducts preventive health services for some 2,500 infants and preschool children in the city. Through its school health services it reaches more than 100,000 public and parochial school children. Its diagnostic treatment and rehabilitation services for actually and potentially handicapped and crippled children serve children of all ages, children referred by the child health clinic physician, public health nurses, school physicians,

school teachers, community health association agencies, and private physician. Until a year or so ago, we also provided direct clinical services for prenatal care. These had to be discontinued because of curtailment of funds, but will be reinstated as soon as funds are available because of a vitally demonstrated need.

In the conduct of these clinical services for mothers and young children we have applied to the extent possible the broad concept of promotionality of health, mental, emotional, and social, as well as physical, the prevention of disability, disease, and mortality and the restoration to health or to maximum functions of those children with disease or disability.

The school health services have only recently been merged with the infant and preschool and handicapped and crippled children services of this Bureau and to the school health services the same broad concept of the total child will be applied. We believe that strengthening of these basic health services in their mental health component will contribute significantly to the prevention of juvenile delinquency for there is good reason to believe that much of the socially unacceptable behavior of the juvenile delinquent is related to unwholesome attitudes juveniles have toward themselves and toward other people, as well as to the lack of suitable opportunity for satisfying physical and psychological needs that are characteristic of this age period. The attitudes a child has toward himself and others are often a reflection of the way he was treated by his parents, his teachers, and other adults. They are a reflection of his own personal life experience, his success and failures in coping with or adapting to situations, his satisfactions and frustrations in dealing with other people.

To the extent that such circumstances can be modified to yield successful and satisfying experiences to the child and to the extent that the child can acquire a constructive attitude for dealing with failures and frustrations, much can be done to prevent the development of unwholesome attitudes and the destructive behavior problem.

To the extent that the development of unwholesome attitudes can be detected early much can be done toward their correction. There are not now, and probably never will be, enough psychiatrists to treat the many manifest and less obvious problems of maladjusted behavior in children, nor is there reason to believe that such direct help would be acceptable to the many families in need of it. Such help can, nevertheless, be provided indirectly through the medium of established patterns of contact with parents and their children in clinics, homes, and schools. Many of the doctors, nurses, and related personnel in the maternal child health, handicapped and crippled children and school health services have continuing contact with children, their parents and teachers and counselors in the school setting and have a unique opportunity for the prevention and early detection of many emotional problems, for helping to solve such problems directly in the setting in which they work where it is likely to be more acceptable to the family concerned than a direct psychiatric referral.

To utilize these personnel and these services in a successful program on a relatively large scale, for the prevention, detection, and treatment of emotional disturbances in children and of disturbed parent-child and teacher-child relations within the school setting, it is necessary that such personnel receive orientation and guidance in the methodology of such a program.

Well-trained pediatrician-psychiatrist and auxiliary psychological and psychiatric personnel working directly in these direct service programs could train, supervise, and provide consultation to the existing health department staff performing these services and also to teachers, counselors, and other personnel for a constructive mental health service which is integrated into the existing services for children in clinics, schools, and home. The child would thus be dealt with as a whole, physically, mentally, and emotionally.

I would emphasize in conclusion that this program is primarily a preventive attack on the problem of maladjusted behavior in children in our public health center. It will detect and handle the incipient and simple emotional disturbances in children.

For the more seriously disturbed children there is, of course, need for intensive psychiatric treatment. But this proposed program would lead to the early recognition of such cases and referral to the Health Department of Mental Health, private psychiatrists, and other community facilities for such treatment.

The CHAIRMAN. Thank you very much, Doctor.  
Counsel, do you have any questions?

Mr. BEASER. I have one question.

In the course of your program you probably have run across a number of children who may need psychiatric help. Of the number you run across, to what percentage are you able to provide that psychiatric help?

Dr. OPPENHEIMER. You mean the intensive psychiatric treatment?

Mr. BEASER. Yes; not the diagnosis only.

Dr. OPPENHEIMER. Relatively few. It is very difficult. It is the same story you have heard from others. There are long waiting lists. There has to be a good deal of direct consultation between the various mental hygiene clinics which are available as well as the family services, family and child services, which is often needed in the picture.

It is only for those that are very seriously and dangerously disturbed that we can get immediate resources.

Mr. BEASER. Would you say it is about 5 percent of those children who need it, or higher, or lower?

Dr. OPPENHEIMER. I really couldn't say. I could discuss that with our staff. They have accepted the situation and only attempt to get under care those immediately in urgent need of treatment.

Mr. BEASER. No further questions, Mr. Chairman.

The CHAIRMAN. Doctor, I do not know whether the Chair is fully informed as to your specific function, but I gather that you work with mothers, as well as you do with children.

Dr. OPPENHEIMER. That is right.

The CHAIRMAN. Probably more so?

Dr. OPPENHEIMER. That is right.

The CHAIRMAN. From your contact with these mothers, what would you have to say about their treatment, the mothers that you contact, their treatment of the children, and the reflection of delinquency in that treatment?

Dr. OPPENHEIMER. You mean in their handling of the children?

The CHAIRMAN. That is right; the handling of the children.

Dr. OPPENHEIMER. After all, these mothers come to us voluntarily and the large proportion of them are interested in their babies and their young children and even, I think, you will find in the maps that our largest attendance in the child-health centers is in the areas where delinquency and bad housing conditions and crime conditions and all that kind of thing apply.

So that these mothers are interested in their children. Many of them, however, have problems which often are reflected in the care they give their children with which they need help. Many of them are problems of difficult family life, broken homes; there are the problems of the mother of the illegitimate child as well.

We find that in a number of instances when the doctor, for instance, will refer a child, a doctor or a nurse will refer a child, to our medical social worker perhaps for need of financial assistance in connection with the care of the child. that although that is a very real factor, there are often many underlying factors in relation to that mother's emotional disturbances in connection with difficulties in family life, and we give them some real help in working through those attitudes and problems and actually in many instances that is reflected in improvement of the child.

The CHAIRMAN. Doctor, you say a good percentage of the mothers are normal in every respect, physically and mentally.

Dr. OPPENHEIMER. There is the whole gamut. Most of them are relatively normal mothers.

The CHAIRMAN. Competent to look after the children?

Dr. OPPENHEIMER. That is right. They need help as do all mothers, as we know, many in the prenatal period, because of their anxieties of one sort or another, and they need help in connection with many other things. They are the problems in the development of the child and the handling of the child in terms of feeding—it is not just the amount of food, but the attitude, how the child is fed, and weaning.

The CHAIRMAN. Those that are subnormal are the exception rather than the rule?

Dr. OPPENHEIMER. I would say that. There are problems of the mentally deficient. There are very serious problems in connection with the really mentally deficient mother in connection with her ability to care for her child.

Of course, we have very close and active relationships with the Child Welfare Services of the Department of Public Welfare and the Women's Police Department, with the family service agencies, because so many of them are child problems and child-welfare problems.

I would say that some of our major problems in connection with that aspect of the situation relate to the shortages of the staff of the Child Welfare Services so that they are unable to take on these mothers and their young children at a time when they could help them constructively.

The CHAIRMAN. Doctor, how many mothers do you contact in the course of, let us say, a year?

Dr. OPPENHEIMER. We have 25,000 infants and preschool children under our care, so that would be 25,000 mothers.

The CHAIRMAN. That would be an annual caseload?

Dr. OPPENHEIMER. That is an annual caseload. We see them much more often than that. We have well over one hundred fifteen or twenty thousand visits.

The CHAIRMAN. You mentioned a waiting list. What is the lag on that waiting list? What period of time?

Dr. OPPENHEIMER. Do you mean waiting list in terms of the mental hygiene clinics?

The CHAIRMAN. That is right, psychiatric service.

Dr. OPPENHEIMER. That is the same waiting list that has been talked about right along. Often it is 6 months.

The CHAIRMAN. Anywhere from 6 to 8 months, approximately?

Dr. OPPENHEIMER. That is right. Meanwhile we attempt to work with them on a constructive basis.

The CHAIRMAN. Here, again, you do recognize emergency cases, do you not?

Dr. OPPENHEIMER. Yes, very serious emergency cases.

The CHAIRMAN. I think the Chair has no more questions.

Mr. BEASER. I have no further questions.

The CHAIRMAN. Thank you very much, Doctor.

Dr. OPPENHEIMER. Thank you, Mr. Chairman.

Mr. BEASER. Mrs. Prescott.

The CHAIRMAN. Do you swear that the evidence you are about to present before this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Mrs. PRESCOTT. I do.

**TESTIMONY OF MRS. JOSEPHINE PITTMAN PRESCOTT, DIRECTOR,  
BUREAU OF PUBLIC HEALTH NURSING, DEPARTMENT OF  
PUBLIC HEALTH, DISTRICT OF COLUMBIA**

The CHAIRMAN. Mrs. Prescott, will you state your name, occupation, and address, for the record, please?

Mrs. PRESCOTT. My name is Josephine Pittman Prescott. I am Director of the Bureau of Public Health Nursing of the District of Columbia, Department of Public Health. My home address is 3269 Worthington Street NW., Washington.

Mr. Chairman and gentlemen of the subcommittee, as the Director for the Bureau of Public Health Nursing of the District of Columbia, Department of Public Health, I welcome the opportunity and privilege of discussing with you some observations in regard to juvenile delinquency that have been made by approximately 133 professional public health nurses on the staff of the Bureau of Public Health Nursing who work each day in the homes, schools, and Department of Public Health Clinic of the District of Columbia.

With your permission I should like very briefly to state what some of the things are that our public health nurses do. The public health nurses work centers on the family and stretches out from the home into all parts of the community life.

In carrying out her activities the nurse works closely with the physician; sanitarian; as Mr. Cramer emphasized yesterday with the health educator, and with other members of the health team.

In the same way she cooperates with civic groups and leaders, with other professional workers, as well as with the community's social agencies, church groups and similar organizations.

Because the public health nurse works with the family in their home, she can serve them both as a nurse and as a teacher of health.

She strives always for early medical diagnosis and treatment, improvement of environmental sanitation and assists the family in carrying out the doctor's orders.

Where bedside nursing care is necessary, the nurse gives the care, demonstrates to the person attending the patient or arranges for the family to get such care.

In many homes the nurse finds that mental, emotional or social problems or substandard housing or unsanitary environment are a handicap to the family's well-being and an obstacle to the recovery of the sick.

She helps the family to a better understanding of their problem and explains how other community agencies can also assist them.

I shall now try to explain what public health nurses have learned in relation to the problems of juvenile delinquency.

Public health nurses are traditionally accepted into the households of thousands of people in the District of Columbia and have been able to observe and recognize the problems of social deviations and the factors which contribute to juvenile delinquency.

Some of the problems which public health nurses report from their observations are as follows:

Although the exact use of marijuana by juveniles is not known, it is known to be used in the lower-income group of Negro junior high school students. Heroin addiction recognized by one of our nurses has been definitely diagnosed in one 16-year-old boy.

A pattern came to the attention of the nurses whereby adult drug addicts use children to steal food in order to convert the stolen property into money to buy drugs for adult use.

Excessive drinking in many families in the high income brackets seems to contribute to drinking by their children.

A study was recently made by the Bureau of Public Health Nursing of maternity patients delivered at the District of Columbia General Hospital. A 3-month sampling was taken in which 950 cases, which included all for which we could get complete data, were analyzed. Some of the findings pertinent to the present problem were the following:

Three hundred and fourteen, or 35 percent, were illegitimate pregnancies, of which 110, or 32 percent, were first illegitimate pregnancies and 74, or 21.4 percent, were second illegitimate pregnancies.

The range of illegitimate pregnancies extended from the 1st pregnancy with 1 living child to the 13th pregnancy with 13 living children.

The ages of these mothers range from 12 to 42 years.

The greatest number of illegitimate pregnancies occurred in ages 18 and 19 years.

The racial distribution was predominant nonwhite. None of these women were illiterate. The largest years of education ranged from the first grade to graduation from college.

The largest number completed 11 grades.

The general causes contributing to these problems seems to be the following:

Broken homes due either to divorce, death, or voluntary separation of the parents.

Parental inadequacy expressed by indifference, overattention or neglect, physical illness of one or both parents, low mentality on the part of one or both parents.

Inadequate income to provide the basic essentials in the home, severe disciplinary measures taken by either the parent or the guardian, poor housing, and degrading environmental conditions, chronic alcoholism on the part of one or both parents.

Manifestation of predelinquent and delinquent behavior in 50 children who reported to the public health nurse for service as reported and observed by the nurses and the number of children involved are as follows—and this is a summary:

The problem, lying, reported as a characteristic personality problem, 2 children involved; excessive absenteeism from school, 3; stealing, 5; destruction of property, 6; overaggressiveness as assaultive behavior, 6; truancy from school, prolonged, 7; severe feelings of insecurity, 8; overt cruelty to other children, 9; severe and frequent emotional outbursts, 20; resentment of adult authority, 22; poor physical health, 27; and poor school adjustment, totally considered, all 50. Unsatisfactory situations within the homes of these 50 children which may contribute to the children's predelinquent or delinquent behavior, and though a number of times the situations were reported or observed as follows:

The unsatisfactory situations; severe beatings by the father was reported once; parent mentally ill, 2 times; sibling rivalry, 2 times; parental pressure, that is excessive criticism by the parent, 3 times; poor parent-child relationship, 4 times; parental discord, 4 times;

lack of companionship with other children, 5 times; inadequate income, 5 times; poor housing, 5 times; lack of adult supervision, child free to go and come as he pleases, 5 times; illness of one or both parents, 6 times; parent with severe emotional difficulties, 6 times; parental indifference to child's problems, 7 times; mother working, 11 times; lack of parental understanding of child's needs, 13 times; and broken homes, 13 times.

Senator HENNINGS. May I ask some of those factors which you have enumerated do not coincide, that is, they are not exclusive of the other categories in which you have undertaken to list the numbers?

For example, lack of parental understanding and broken homes. Are there not some cases where there are broken homes and lack of parental understanding, too, neither of which may necessarily be the primary cause?

Mrs. PRESCOTT. That is right. We had a large group of cases reported to us where there were behavior problems. And I analyzed 50 of these cases which we had reported to us within a few months in order to see in this group of 50 how many children were involved in 5 types of problems and what seemed to be the unsatisfactory situations which may have contributed.

Now, in the family of 1 child, several of these 5 causes may have operated. Does that answer your question?

I assume that to be the case.

Senator HENNINGS. Then to undertake to evaluate and gage the extent of any one of the factors as against the other, would be quite difficult?

Mrs. PRESCOTT. Yes. As we work with these families, too, many more problems come to light, but these were problems as reported to us when the children were referred and also observed by our nurses as they have started working with these children and their families.

Senator HENNINGS. Thank you.

Mrs. PRESCOTT. I shall now try to tell you briefly what we think public health nursing can contribute to the prevention and relief of juvenile delinquency.

It is obvious that progress toward the solution of the problem of juvenile delinquency will require the effort of professional workers with different skills over long periods of time. Public health nurses have a definite contribution to make to this problem for the following reasons:

Public health nurses undoubtedly contact more individuals and families in their homes than any other group of professional workers.

In the calendar year 1952, the Department of Public Health Nurses gave services to 76,833 individuals to whom they made 185,253 visits.

In clinics they are usually the first professional workers to interview the patients or parents and win their confidence.

In the public and parochial schools they have the opportunity for guidance to all children registered and their parents, limited only by the public health nursing time available.

Public health nurses are trained to detect early symptoms of deviations from the normal in behavior as well as in the physical condition of individuals.

It is probable that there may be in some instances a relation between behavior and physical condition and that defects of vision, hearing,

malnutrition, and other unsatisfactory physical condition if left untreated may aggravate undesirable behavior in children.

Public health nurses are experienced in counseling parents, teachers, and others in the normal growth and development of children, with special emphasis on social and emotional factors that contribute to sympathetic understanding and sound relationships.

Such counseling should make a contribution to the promotion of mental health and the prevention of juvenile delinquency.

I now plan to give you out of the 50 cases I mentioned, a brief statement of the problem, the home situation, and other factors which influence the child's behavior and the accomplishment of the nurse.

If you would, please remember, that these cases have just been carried for a short time.

A boy, age 9. The problem was that he was disturbing to classmates, destroyed other children's possessions; that he fights younger children, that he is inattentive, and unable to follow instruction in school.

The CHAIRMAN. Mrs. Prescott, these facts are all taken from your records; is that true?

Mrs. PRESCOTT. Yes, they are original data. The problem was presented to us when the cases were presented to us.

Then the nurse went into the home to begin work with the parents and these are some of the factors which she found which seemed to influence the child's behavior.

Lack of parental understanding of the child's need for attention. Constant criticism and pressure from the father to do better.

Lack of companionship with other children.

Now, these are some of the things the nurse has done.

The father has joined the Scout group and has gained a better understanding of his own child.

The parents and the child have been referred to a child-guidance clinic. They have made a visit and definite plans have been made with the clinic to continue.

Conferences have been held with the teacher in school, which resulted in the child's receiving more attention and needed attention. The teacher reports that the child's behavior shows definite improvement.

The CHAIRMAN. How many examples have you, Mrs. Prescott?

Mrs. PRESCOTT. I have 50, but I only planned to give you a few.

The CHAIRMAN. You have them all recorded?

Mrs. PRESCOTT. Yes.

The CHAIRMAN. We can file them with the subcommittee.

Mrs. PRESCOTT. Thank you.

(The material referred to was marked "exhibit No. 26," and is on file with the subcommittee.)

Senator HENNINGS. We have heard a great deal of testimony to the general purport that one of the principal difficulties is that the father did not take any interest in the child; that the father apparently lacked not only understanding, but all the spirit of participation with the child in the child's activities.

I am very much interested to note that you, among other things, mentioned the father's pressure upon the child constantly to do better. To a parent, in other words, not trained perhaps, or conversant with social-service techniques or psychology or psychiatry, child guidance, various methods to be availed of, in trying to remedy those problems,

it makes it a little hard then for a parent to win. If a parent neglects a child and pays no attention to it and takes no interest in its progress, that seems to be a very serious factor.

On the other hand, we find that where the father apparently does take an interest and urges the child through pressure to do better, that is bad. So that it leaves the untrained parent sort of between the rock and the nether millstone, does it not?

Mrs. PRESCOTT. Perhaps moderation is better here.

Senator HENNING. Moderation is better in all things if it is to be attained.

Mrs. PRESCOTT. That is right.

If a parent listens to the child and tries to think with the child and get his point of view, but also the parent wants to establish certain standards for a child.

Senator HENNING. As they say, it takes all our lives to learn that all the old platitudes we learned as children were true after all. The business of moderation is certainly one of those.

What about these parents who either through excessive effort to induce and urge the child to do better as against those who take no interest in encouraging the child to do better?

Granted there is a happy medium, that does leave a parent who wants to do the right thing in some difficulty, does it not?

Mrs. PRESCOTT. It does. It is difficult. But the overdominant parent who never allows the child to make a decision, who tells the child what he should do under all circumstances, frustrates and thwarts the child so that he grows up without judgment and he is afraid to make a decision.

Senator HENNING. I was speaking particularly of the parent who urges the child to do better, as I believe you phrased it.

Mrs. PRESCOTT. Yes; but it was the very aggressive, it was the overdominant parent who kept insisting and antagonizing the child and discouraging the child.

On the other hand, we find in some of these homes that there is no planned routine. Somehow children, in my opinion, do better if there are certain routines in the family. That there is a time for breakfast, for lunch, for dinner; that there is a time for going to bed; that there are certain restrictions about when a child should come in at night and in some of these homes there are no restrictions.

There are no routines. There seems to be no authority because the child goes his own way.

We find the children do much better when they are in a family where there is a mother at home who stays in the home, who has interest in the children, who loves them, and where there is a routine in the family life.

But when the mother works, and the father works, and come home tired, and there is no family life, no family recreation, nothing that is done in common, and the parents want to be left alone to do the chores that they must do at the end of the day when they are tired and their indifference to the children—one is apt to find that difficult conduct arises.

The CHAIRMAN. After all, Mrs. Prescott, there is not any greater responsibility or more responsibility in the world than that of being a good parent.

Mrs. PRESCOTT. I don't know of any.

The CHAIRMAN. I do not think I know of any, either.

Senator HENNINGS. I do not disagree with that statement, Senator.

The CHAIRMAN. Mrs. Prescott, I think you said at the outset here in your statement that there were how many nurses?

Mrs. PRESCOTT. There are 133 nurses of whom 119 are staff.

The CHAIRMAN. That is in the District?

Mrs. PRESCOTT. Public health nurses in the Department of Public Health.

The CHAIRMAN. In the District of Columbia?

Mrs. PRESCOTT. Yes, but in the Department of Public Health in the District of Columbia.

The CHAIRMAN. Is that a sufficient number?

Mrs. PRESCOTT. It is definitely not a sufficient number for the responsibilities which the Department of Public Health carries. Public health nursing cuts across all health services and makes an important part in working on the team of the doctor, the sanitarian, in relation to the families, homes, and the children.

The CHAIRMAN. What appropriation did you have in the past fiscal year for your public health nurses?

Mrs. PRESCOTT. I have it right here, and I can tell you in just 1 minute. The budget of the Department of Public Health Nursing Bureau for the fiscal year 1953 was \$592,992. That was only 20.4 percent of the total District of Columbia Public Health funds.

We also had \$56,395 Federal funds, which made a total of \$649,387, which was only 18.4 percent of the total Department of Health funds.

The CHAIRMAN. What did you ask for in the budget?

Mrs. PRESCOTT. Dr. Heath, have you those figures about what was asked for in the budget?

I am also ambitious to get more funds to do better quality service and reach more people.

So I present my budget to the health officer but unfortunately everybody is overambitious and the Director of Public Health has to be moderate.

The CHAIRMAN. How many nurses would you need to do a thorough and adequate job in the District of Columbia?

Mrs. PRESCOTT. 275.

The CHAIRMAN. And with 275 then you could meet all the needs of your department?

Mrs. PRESCOTT. I believe I could at this time, provided they were of the quality that we have at the present time. They must meet certain standards in regard to education and experience. They must be adequately supervised and we must have sufficient clerks to carry the clerical work, I mean with nurses assigned to nursing work, adequately supervised, with the quality of nurses which we have been having on our staff.

I believe at the present time we could give excellent service of high quality surpassed by none in the country to the people of the District of Columbia.

I want to call one thing to your attention. The number of nurses appropriated are not the number that we have on duty every day.

For example, we have 119 staff nurses who are appropriated for this fiscal year, but we probably will have no more than 103 average

on duty during the year because of annual leave, sick leave, leave without pay because of pregnancies, because of emergency situations in the family, because of prolonged illness, and other factors.

I think that probably the amount of leave is greater among women than it is among men, and I believe also that we have a higher turnover of staff because many of our younger nurses are married and occasionally their husbands leave for other parts of the country and they go, too.

All of those factors enter into it and demand a larger staff if we are to carry forward a continuity of high quality of service to the people of the District of Columbia.

Mr. BEASER. Mrs. Prescott, I have just one question.

How do you relate yourself to the other agencies? Are you called in by the Welfare Department, by the school teacher? How is it that you get into the home to see these cases?

Mrs. PRESCOTT. We get into the home through various means. Our nurses work in the schools, and many cases are referred to us by the teachers in the schools. Then, when they are in the school, we work with the medical inspector; and, when he finds deviations from the normal in the physical condition of the child, we contact the parents and work with the parents and children when there are older children in order to get the defects corrected and also to work in relation to instructing the family in relationships, how to promote good relationships in the family, the needs of the children, and to help them to give them guidance in any way they want because they present us with many problems.

Then we have referred to us children from the Department of Public Health clinics, from the Department of Public Health hospitals, and we have individuals referred to us from the Department of Public Welfare, from social agencies, from various hospitals—they would refer many more if we could carry the caseload—and sometimes by private individuals and private physicians.

The CHAIRMAN. Mrs. Prescott, you have testified to this great problem of pregnancy, particularly in respect to mothers who are not legitimate mothers. Where do they mostly come from? Some substandard homes?

Mrs. PRESCOTT. Many of them are substandard homes. I think that we get so used to substandard homes in the District of Columbia that, unless they are very, very bad, we cease to bring it forward that they are a substandard home, we are so used to them.

But I think that the majority of these patients who were all delivered at the District of Columbia Hospital and therefore were considered financially eligible for the District of Columbia came for the most part from definitely substandard homes.

The CHAIRMAN. If not substandard homes, certainly substandard environments?

Mrs. PRESCOTT. That is right; one or the other.

The CHAIRMAN. Thank you very much, Mrs. Prescott.

Mrs. PRESCOTT. Thank you very much.

Mr. BEASER. Dr. Heath.

The CHAIRMAN. Doctor, you have already been sworn in this proceeding, so I won't have to bother you with that formality.

TESTIMONY OF DR. FREDERICK C. HEATH, ACTING DIRECTOR,  
DEPARTMENT OF PUBLIC HEALTH, DISTRICT OF COLUMBIA—  
Resumed

Dr. HEATH. Do you wish questions or statement, or what, Mr. Chairman?

Mr. BEASER. You were going to summarize the statements very briefly that were made by members of your Department.

Dr. HEATH. Very briefly; yes, sir.

The CHAIRMAN. You proceed in your own way, Doctor. The subcommittee is very anxious to hear from you. We are particularly interested in what recommendations you have to make here in the District to alleviate this problem of delinquency as we confront it here today.

Dr. HEATH. Mr. Chairman and gentlemen of the subcommittee, my name is Frederick C. Heath, Acting Director of Public Health of the District of Columbia; address, 300 Indiana Avenue NW.

Dr. Seckinger, our director, is ill, but fortunately is making a very nice recovery and should return to duty within a few weeks of convalescence.

The CHAIRMAN. The committee is glad to hear of that fact, and I hope you will convey to the doctor not only our wishes for a speedy recovery but a complete recovery.

Dr. HEATH. Thank you, sir.

If you will just take this data sheet on the front, I think it is interesting to tie a couple loose ends together. If you will notice, on the rate of children complained of, the average for the District as a whole was 34 per thousand, or 3 percent.

And for certain areas one of the agencies made a study on this, they had children in conflict, and they found—they selected certain tracts that were the highest—up to 98.1.

I believe, Dr. Elliott testified that the rate for the United States was 20 as compared to 34 for the District.

I think there is a little thing to tie in, that for the District as a whole that represents 3 percent of the population of this age group; and yet, if you think of what is in mental institutions and then this relationship of mental illness and juvenile delinquency and predisposing factors and interrelated factors, four-tenths of your population were in mental institutions in 1952; and this was twice as high as it was 50 years ago; that is, by rates, standardized rates.

So you have gone up twice as much.

And 6 percent of the population have mental illness. Now, actually, while 6 percent have mental illness, only 3 percent is being evidenced by antisocial acts in the delinquency field.

Maybe it could be a lot higher.

Or, another very good study, that 1 out of 15 with mental illness are in institutions and therefore there could be 15 times more than this percent in the institutions. It is interesting to note that the beds in institutions now take up 49.7 percent of the beds of the Nation as a whole.

The problem is terrific. Take your selective service rejections for mental and personality disorders, which was the greatest cause for rejection, with attack rate of 45 per thousand registered, which again bears the relationship of 5 percent.

You see how it all ties these in together. I think it is worth thinking about when you approach this problem.

We did previously submit to you spot maps and then I played around with a few figures to make some standardized rates to show you for certain tracts with the District as a whole, standardized rates, which shows it is not only centered there, but the attack rate is also higher.

I won't go into those—you already have them—in the interest of time, but I think you will find them most interesting to look at during your leisure.

The CHAIRMAN. Without objection, these tables will be incorporated in the record at this point.

(The tables referred to were marked "Exhibit No. 27," and read as follows:)

EXHIBIT No. 27

*Number of children about whom complaints of delinquent behavior were received by the Juvenile Court as a rate per 1,000 population, 7 through 17 years of age, Washington, D. C., 1952*

Census tract	Number of children complained about	Population children 7 to 17 years	Rate per 1,000 population
43.....	28	326	85.9
47.....	143	1,387	103.1
48.....	165	1,665	99.1
49.....	127	1,353	93.9
58.....	27	299	90.3
59.....	82	798	102.8
Total for 6 census tracts.....	572	5,828	98.1
Total for District of Columbia.....	3,162	92,224	34.3

*Number of deaths from all causes, District of Columbia, calendar year 1951*

Census tract	Number of deaths	Population	Rate per 1,000 population
43.....	71	5,399	13.2
47.....	146	9,983	14.6
48.....	206	11,566	17.8
49.....	170	12,344	14.0
58.....	85	3,885	21.9
59.....	116	6,574	17.6
Total for 6 census tracts.....	794	49,751	16.0
Total for District of Columbia.....	8,364	825,190	10.1

*Number of tuberculosis deaths, District of Columbia, calendar year 1951*

Census tract	Number of deaths	Population	Rate per 100,000 population
43.....	4	5,399	74.1
47.....	15	9,983	150.0
48.....	14	11,566	121.0
49.....	7	12,344	56.7
58.....	1	3,885	25.7
59.....	9	6,574	136.9
Total for 6 census tracts.....	50	49,751	100.5
Total for District of Columbia.....	293	825,190	35.5

*Newly reported tuberculosis cases, District of Columbia, calendar year 1952*

Census tract	Number of cases	Population	Rate per 100,000 population
43.....	19	5,792	330.0
47.....	40	10,694	370.0
48.....	41	12,543	330.0
49.....	30	13,273	230.0
58.....	45	4,000	1,130.0
59.....	26	6,901	380.0
Total for 6 census tracts.....	201	53,203	377.8
Total for District of Columbia.....	1,540	836,660	184.1

*Adults receiving public assistance, District of Columbia, as of September 1951*

Census tract	Number of persons	Population (1950)	Rate per 1,000 population
43.....	55	5,399	10.2
47.....	330	9,983	33.1
48.....	425	11,566	36.7
49.....	364	12,344	29.5
58.....	135	3,885	34.7
59.....	263	6,574	40.0
Total for 6 census tracts.....	1,572	49,751	31.6
Total for District of Columbia.....	7,063	802,178	8.8

*Number of live births, District of Columbia, calendar year 1951*

Census tract	Number of live births	Population	Rate per 1,000 population
43.....	103	5,399	19.1
47.....	303	9,983	30.4
48.....	342	11,566	29.6
49.....	345	12,344	27.9
58.....	88	3,885	22.7
59.....	169	6,574	25.7
Total for 6 census tracts.....	1,350	49,751	27.1
Total for District of Columbia.....	19,375	825,190	23.5

*Number of infant deaths under 1 year, District of Columbia, calendar year 1951*

Census tract	Infant deaths	Live births	Rate per 1,000 live births
43.....	3	103	29.1
47.....	8	303	26.4
48.....	13	342	38.0
49.....	14	345	40.6
58.....	2	88	22.7
59.....	6	169	35.5
Total for 6 census tracts.....	46	1,350	34.1
Total for District of Columbia.....	601	19,375	31.0

*Newly reported cases of untreated syphilis, District of Columbia, calendar year 1950*

Census tract	Number of cases	Population (1950)	Rate per 100,000 population
43.....	28	5,399	5.2
47.....	89	9,983	8.9
48.....	187	11,566	16.2
49.....	126	12,344	10.2
58.....	28	3,885	7.2
59.....	63	6,574	9.6
Total for 6 census tracts.....	493	49,751	9.9
Total for District of Columbia.....	2,015	802,178	2.5

DR. HEATH. Now, definitely we believe inadequate housing is most important with its overcrowding and unsanitary environment. I won't bother you with all these adjectives all the way through. I am just hitting the highlights with your permission.

We are doing a lot. We have not done as much as we would like to do. You hear of the things we don't get done more so than you hear of the many things we do.

If the subcommittee would like any records, I mean any information for the record, we would be glad to take certain performance data from our yearly report and submit it in the record as an evaluation of what the performance of our Department is.

THE CHAIRMAN. The subcommittee would welcome that information.

DR. HEATH. Upon invitation we will be very glad to submit it to you, sir.

We feel that all through the testimony of the hearing you find a very definite thread going through the pattern, and that is parental and family disorganization with all the usual associated factors that you would get under a broad category.

We believe that housing, the environment and working with the families, will certainly help to do that.

We are engaged in all of the things that we have been talking about. The extent of our performance has been dependent upon the facilities and the personnel and the funds which the District was able to provide us.

Now, as to our recommendations—as I told you, we have improved housing, various aspects of the housing code. We are now working on an overall comprehensive housing code which was not too easy to get everybody interested in. We are quite proud of the tenement housing regulations.

We feel we are getting quite a bit done there. That is being worked on. As has been previously testified, we had only 28 inspectors to do the job, which we felt was roughly about one-third of what it would take to do an adequate job.

THE CHAIRMAN. Do you think we can hope to have this housing code agreed upon before the next Congress adjourns?

DR. HEATH. I don't know, because you never know what portions are going to be brought in, but we are going to make every effort to expedite it. You would be very much interested to know that the Commis-

sioners are most anxious that this matter be expedited. They are having regular meetings on it and they are progressing on that.

We will take part of our existing code and get it over into there.

As you know, the housing code is mostly as to the occupancy and conditions of housing. So I think we certainly could use more inspectors which would help an awful lot. We have asked for more in the budget.

I can't be specific on the budget. I believe if you wanted to know that, we might inquire of the institutions.

The CHAIRMAN. We have all the figures in the record. How many inspectors do you have now?

Dr. HEATH. We have 28 now. That represents about one-third of what we need. We need 55 more. That is based on 2,500 inspections per man-year, which is really operating top flight.

This year we operated on 2,150 inspections per man-year, but we believe each year we are better organizing our work and our production rate increases accordingly.

Now, our second recommendation—we recognize the limit of physical locations of maternity-child-health clinics. We have tried to point out to you that in these early stages getting the mother and the young baby to observe them, to point out danger marks, what they can do, is a big help.

We have no hesitancy at all in saying that in general as to the people who come in contact with the Health Department, there is an improvement in the home life of the persons and a better realization of some of these problems than those who did not come in contact with it.

We cannot have 100 percent success in everything, but we are proud of the success that we are having and we certainly do invite very careful scrutiny of those people who come under our influence.

So we believe that there are three areas that should have maternal-child clinics under Dr. Oppenheimer.

We feel as if there is a void there, that that would help a great deal in this early picture.

We feel further that our school services are limited in that it does not provide psychiatric consultation as a screening device within the school, or helping for orientation, inservice training, guidance or whatever term you might wish to use, for the counselors and the teachers and the school physicians and the nurses.

We believe that that should be strengthened, particularly some psychiatrist work in these schools on these screening problems, because many times you can take care of some of these children and they would not need to go over to the mental health clinic.

Of course, helping in the school and as part of the school service would be more for the diagnostic and screening part; if you had this set of your school services over here, then you put them over to the therapy, the treatment field, the mental hygiene clinic, for the detail followup and detail interviews and what not.

So there is definitely no duplication, interrelationship does exist and certainly we can always keep it as a high level.

So we feel that that is an area that if it could be moved into would be a very definite help.

We feel that our public health nursing program is limited and that could be expanded by putting more nurses and the equivalent of nurses

in the maternal-child-health program, working with the young mothers, the young babies, young children, keeping these home conditions, and in the school health service.

Here is one thing that we are very emphatic about. It is all very well to have the person, the child, come in and you find out the teacher says something or some other circumstance and then the parents come in, but you sometimes don't get the real key to the problem until you have dropped around to the house to look things over and talk it over. That is where the nurses make a terrific contribution.

So we feel that they should be increased there and increased in some mental health work.

Then, as to the outpatient mental health service, we, of course, recognize that they are limited. I think the committee probably already has these standards that roughly used to say 1 mental health clinic for 100,000 population. And then you had another school of thought, since you had more emphasis and finer diagnosis, that you should go down to 1-to-50,000.

So either way you figure it, you would need 8 or would need 16 mental health clinics in the District of Columbia.

As you have found in trying to get statistics, it is very hard to get them because everyone does not keep it on the same format and you have a very difficult time to get a common denominator to establish an index.

But we have talked the situation over and with the mental health consultants for the National Institute of Mental Health, Mental Hygiene, Public Health Service. We think that in using round evaluation for your committee, we would say that of the mental health clinics available to the people, the general people of the District of Columbia, that is excluding those for particularly military reasons and veterans and what not, that that would at best be equivalent to about six full-time clinics.

And if you took somewhere in between a liberal estimate of 16 clinics for the District of Columbia serves 8 clinics for the District of Columbia on the very conservative older figures, maybe you could come up with about 12, split it between, 6 you have now, equivalent, which leaves a very definite deficiency of 6 which could be very well used.

By the way, I think you would be interested in reviewing reports that have come in from other places that have had mental health clinics and, with the National Institute of Mental Health, I have been trying to get what information I could to be of as much service to your subcommittee as possible.

We find if we had one of these teams, your psychologist, psychiatrist, and a couple of social psychiatric workers, receptionists, and clerk-typists, you could get admitted about 300 new cases each year for treatment, and you could admit in addition more than those for diagnosis and screening.

So if we would say the rational approach of 3 clinics immediately as soon as we could find some money to do the thing, you would the next year be able to take roughly 1,000 new cases for treatment with possibly an additional 2,000 more that you could do your screening work on, and start to do a very appreciable job.

I think you have seen the maps and you would not mind my telling you where we think these clinics should be. We should increase the number of sessions being held in the Southwest Health Center.

We feel there should be at least the part-time clinic over in Anacostia, and 1 full-time clinic in the Southeast, and 1 full-time clinic in the Northeast.

I think that we have to bear in mind what we are paying for our troubles now and what we are paying to prevent further troubles. That ought to be of interest in that our department has the responsibility of administering for patients at St. Elizabeth's.

These are patients at District expense, hard, cold, tax dollars. We are responsible for administering \$9.48 million for 5,000-plus patients this year.

While at the same time we are given a budget of only \$60,000 to run a mental hygiene clinic, as compared to \$9.48 million paid for people in the hospital, of 5,000-plus. I am trying to get the highlights of this.

The CHAIRMAN. You think that is greatly out of proportion, do you?

Dr. HEATH. I don't think it is a realistic approach to the problem.

I think you might be interested to know in this mental illness how we compare with the Nation. Here are 577,000 patients in institutions in the United States, which is the rate of 3.8 persons per thousand population, which costs \$500 million.

That ought to be of interest in that our Department has the responsibility for 5,000 patients, costing \$9.48 million, or roughly 1 percent.

We have 1 percent of the patients of the United States with 2 percent of the cost of the United States in the institutional care of mental disease.

The CHAIRMAN. Do those figures include veterans' hospitals?

Dr. HEATH. I believe they do, sir. They said total hospitals; it was 573 total mental hospitals. Yes; it does include veterans.

We must remember we never got rid of diphtheria by treating each child with diphtheria antitoxin when it became ill, or improving the diagnosis of diphtheria.

Neither did we do anything for smallpox in trying to treat cases. It was when we ferreted out the cause of the infection and developed preventive methods that we were able to make such marvelous success.

Now, another one was the typhoid which was a little different type of approach. There we were taking predisposing factors. That is the way you get rid of your problem, taking care of it now, and not stopping up the source that is coming in simply means your problem is increasing, there is no hope for it.

So I think we should keep in mind that there are four definite areas, to try to recognize your predisposing factors, and we still say again some kind of a decent environment for people to live which can foster a reasonable family unit, moral character, religious influence, pride, social reactions among the persons in the family and what not.

We think you should keep in mind the preventive services in the child, in the woman when she is pregnant, and the young baby when she comes in contact, with some help in trying to put these things across, tell her where the dangerous areas happen to be.

I haven't heard too much said about a very intensive national scale health education. I would like to give you one specific example right in our own backyard.

We have a program on television with WTOP-TV and we just recently showed a little skit "On the Way Back," in which we showed how a person with mental disease was rehabilitated from St. Elizabeths Hospital. Now, you would be pleased to know that 1 or 2 days after that program was on that employers began calling up the Health Department and said, "We were impressed with that. We would like to help rehabilitate some of these mentally diseased people. Can you put us in touch with how you go about it?"

People who have been nervous and what not have called in and said, "You know, I saw about that boy that was having trouble because he was working under pressure and how through your joint efforts this man got another job and apparently is improving, and so on.. I would like to know when can I come down and be interviewed and have some of these aptitude and intelligence tests made because I am nervous in my job. I would like to come in contact with your organization. Maybe you can help me."

So these educational channels do pay dividends.

The CHAIRMAN. You have these calls from the employees?

Dr. HEATH. From employers and other people who had been working and having trouble, and they thought there was no hope for them.

The CHAIRMAN. You had calls from both the employers and the employees?

Dr. HEATH. Yes, sir. This is the point I am proud to state. I think we are getting places. Frankly, I am very proud of the work we are doing in public health in this. I think things will be a lot worse without our efforts. We do not get as much done as we would like. I do think we make very significant contributions. We have tried to point out the highlights to you.

In behalf of Dr. Seckinger, we appreciate the courtesy your subcommittee has extended to us. We would like to have the pleasure of wishing each of you a very happy Yuletide season.

The CHAIRMAN. Thank you, Doctor.

Do you think your contacts with the police and with the Department of Education are sufficiently close to insure there will be no oversights in the handling of juveniles?

Dr. HEATH. Very definitely. We have no areas of disagreement, no areas of incompatibility, because we do not permit those things to happen.

The CHAIRMAN. We have testimony here about your home nursing. Do the nurses who are engaged in this work keep in constant contact with both the educational authorities and the police authorities?

Dr. HEATH. So far as I know, yes. I do not know how much with the police. I know our mental hygiene clinic does work with the police. Our relations with the juvenile court are exceptionally good. We have no complaints there. The schools are very good. I think the schools would tell you that they recognize we do not give them as much service as they would like, but they are pleased with the service they get.

The CHAIRMAN. What person in your Department is the person who makes contact with the juvenile court?

DR. HEATH. I think that would be dependent on the nature of the case or whatever particular problem was involved. It would usually be the Director of our Bureau since you would be going from one particular agency to another agency. I do not know. Perhaps you can ask Mrs. Prescott if she ever worked with them. I am not too familiar with the details, all the details of a large department.

THE CHAIRMAN. You feel reasonably sure your contacts are close enough to prevent any omissions?

DR. HEATH. Very definitely. I see no areas of anything like that. We have very pleasant relationships with Captain Ryan; also the Chief of Police. We see eye to eye. Our Welfare Department and each of our departments will bend over backward to make the other person's job easier.

May I ask Mrs. Prescott about that?

THE CHAIRMAN. Yes.

DR. HEATH. Mrs. Prescott, your relationships have been good and you got good results?

MRS. PRESCOTT. Yes, sir.

THE CHAIRMAN. And also the Department of Education?

MRS. PRESCOTT. Yes. We worked with the principals of all the schools and the special teachers.

DR. HEATH, there is one point I would like to bring out. Because our public-health nurse gives services across the board, going into a home, that does not particularly stigmatize that home because no one would know what she was going there for. It may be in a problem of medical care. It might be a problem of communicable diseases. It might be a problem of tuberculosis, maternal child welfare, or whatnot. It would not be, "Well, here is a specialist working in one particular field," and then making your own presumption.

We feel our nurses contribute very appreciably. As Colonel Carey said, we agree that two persons working in the community—we are not selling any of the rest of the Health Department short, but these nurses going in are the keys to our problem. We feel they have so much to offer because they can go in and get the material and then send it into whatever agency or whatever particular bureau or division of our own Department would be interested in the intensive follow up of that. We think public-health nurses play a most important part.

THE CHAIRMAN. I would like to direct this question to Mrs. Prescott.

MRS. PRESCOTT, are you familiar, through your own nurses, with conditions in Dixon's Alley or Dixon's Court?

MRS. PRESCOTT. I have been up there with the sanitary inspectors and have seen some of the old dwellings and have seen some of the other dwellings that they are trying to remodel, so I know a little about it.

THE CHAIRMAN. I assume some of your own nurses got into that area, did they not?

MRS. PRESCOTT. Yes.

THE CHAIRMAN. They reported conditions to you?

MRS. PRESCOTT. That is right. We were constantly with the sanitary inspectors. Nurses will find bad conditions and will ask the sanitary inspector to go up with them. The two will go in together. We will have complaints about unsatisfactory conditions in certain houses where it seems that factors other than health are involved or factors

contributing to an unsatisfactory health situation are existent, like rodents. There again we ask the public-health engineers to go in with us. So we work very closely, just as Colonel Cary stated yesterday.

We are bound up with the work of other agencies because often in the families we go into, our primary interest is health and we will find many social problems. We work with the Department of Public Health and Welfare. We work with the schools. We work with any other social agencies involved in the situation. Sometimes they have legal problems with which they are struggling without avail. We refer them for legal advice which they can get free of charge.

Likewise, with many of these other problems, we refer them to the agency whose workers have the skills and the agency which has the responsibility of helping the poor families with those problems. So we are constantly working with other workers from different agencies.

The CHAIRMAN. Thank you very much.

Senator Hennings?

Senator HENNINGS. Just one question. Doctor, throughout the course of testimony that we have been receiving, there have been psychiatrists such as Dr. Wexberg, such as Doctor and Professor Glueck from Boston who testified. But I notice that you, for example, and others who are in related fields all seem as one, really, in agreeing that psychiatric care and treatment is a very important ingredient of the general approach to curing, let us say, the eruption or the symptoms of the problem.

You do agree with that thesis?

Dr. HEATH. For the immediate problem, yes, sir.

Senator HENNINGS. What I am getting at, there are many lay persons in medical professions and other professions who do not lay very much store by psychiatry. You are aware of that?

Dr. HEATH. That is true.

Senator HENNINGS. I do not happen to be one of those, but you do feel that is a very important part of the general approach which you and your associates are making in curing some of these social ills and evils which are with us?

Dr. HEATH. But it must be realized that is only part of the tool.

Senator HENNINGS. I understand that perfectly. You think there is a substantial basis and foundation to the general proposition that psychiatry is helpful?

Dr. HEATH. Very definitely, to our clinic. As you well know from the testimony you have had, this mental illness does get into a little vague field as to criteria as to who has it or who hasn't it. You cannot make a laboratory test like diphtheria. You realize a person's reaction and behavior. You know whether they can rationalize things and take a few more blows without losing their equilibrium. We can say that in our experience the improvement runs anywhere from two-thirds to three-fourths of the patients we see whom we feel are definitely helped and rehabilitated.

Senator HENNINGS. Cases you know about?

Dr. HEATH. Yes, from our own records.

Senator HENNINGS. After treatment by the psychiatrist?

Dr. HEATH. Yes.

Senator HENNINGS. You have noticed improvement in two-thirds to three-quarters of those individual cases?

DR. HEATH. According to a review of the material with Dr. Wexburg. That is what he furnished and I think that is what has been generally accepted as being about what you could expect with a good, well-rounded service. As I told you, to be of most service to this committee—after we had our ideas together—recently we have talked this over with some of the medical consultants of the Public Health Service in the mental hygiene section and they feel we are on the right track and we have our feet on the ground in our realization and our approach.

Senator HENNINGS. Thank you.

The CHAIRMAN. Thank you very much, Doctor.

Has counsel any further questions?

Mr. BEISER. No further questions.

The CHAIRMAN. We appreciate your help and cooperation. We send back to you our best wishes for a Merry Christmas.

DR. HEATH. I will submit the performance of our department for the past year for you.

The CHAIRMAN. Mr. ROVER.

Do you swear the evidence you are about to give before this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Mr. ROVER. I do.

#### TESTIMONY OF LEO A. ROVER, UNITED STATES ATTORNEY, DISTRICT OF COLUMBIA, U. S. DEPARTMENT OF JUSTICE

Senator HENNINGS. I believe you and I had the pleasure of being members of the subcommittee of the Committee on the Judiciary that recommended the confirmation of our distinguished witness here this morning.

The CHAIRMAN. We certainly did have that privilege.

Mr. ROVER. I would rather agree with the decision reached by your subcommittee, Senator.

The CHAIRMAN. Will you state your name, occupation, and residence?

Mr. ROVER. My name is Leo A. Rover. My present position is United States attorney for the District of Columbia. I live in Washington, D. C., 1300 Quincy Street, NE. My office is in the United States courthouse.

The CHAIRMAN. Counsel, will you proceed?

Mr. BEISER. We have asked you to come in today to give us any comments that you may have with respect to juvenile delinquency in the District of Columbia, any ideas, any suggestions you may have for the subcommittee. I may say this: That during the course of the testimony there have been suggestions made that the United States attorney for the District of Columbia has either a voice or a deciding voice in whether youths of age are waived from the jurisdiction of the juvenile court to the criminal court. We would like to have your views as to whether the Federal Juvenile Delinquency Act should or should not be made applicable in the District of Columbia.

Mr. ROVER. May I start with the waiver question? I hope I know more about that than merely juvenile delinquency.

May I say this first: That you probably have it in record, but I think it is very important that we keep it before us in view of the

answer that I am going to give you. In the District of Columbia we have a unique situation as contradistinguished from the jurisdiction of the United States attorney's offices out in the Federal Districts, and that includes every place except the district attorney's office here.

We prosecute 80 percent of our crimes or what we might term local crime. In other words, we prosecute for all degrees of homicide, rape, abortion, robbery, aggravated assault, housebreaking, larceny, and all the way down the line. So that when we are dealing with the problem in the District of Columbia as to which official or body should determine whether those that are under 18 should be prosecuted for those serious crimes, it is important, I think, to bear in mind they are serious crimes. They are crimes of violence. They are not mere juvenile delinquents.

The President points to the United State attorney here. He must be confirmed by the Senate. He is under the direction of the Attorney General. Our United States attorney here is looked to by the administration, by the people of this community, to see that people who commit crimes of violence are speedily punished. I am trying to speak objectively. I do not have in mind Edith Cockrill as the judge of the juvenile court or I who happen to be United States attorney; I am speaking in terms of the various governmental units that at the moment are dealing with these serious crimes.

It is the United States attorney who determines whether people over 18 shall be prosecuted for serious crimes. That is his exclusive jurisdiction. Just because the Police Department presents a case to us, it does not necessarily follow it is going to be prosecuted, so that I am assuming there is confidence in that office. I think it is for the best interests of the community, the public, that whether people between 16 and 18 who commit serious crimes—I stress in my opinion it is for the best interests of the public—that the same official who makes the determination as to whether those over 18 commit those crimes shall be prosecuted should be vested, and I say exclusively so there cannot be any misunderstanding, in the United States attorney.

You probably would like to have my suggestion as to how I think that would work. I think the United States Attorney, of course, would want to make his decision only after conference with the Police Department, after conference with the officials at the juvenile court. I am not in favor of merely giving the United States attorney a concurring voice. I think he ought to have the final say or no say at all. We have no time in our office to be sitting around in conferences to determine whether a person under 18 should be prosecuted for rape or robbery or arson or housebreaking or homicide. I do not say that disrespectfully, but I think it is most important.

Women who are raped are just as much outraged if the boy is 17 as if it is a man 34. People who are held up at the point of a gun are just as much frightened and their life is in just as much danger if the gun be held by a 17-year-old or if it is held by a 40-year-old man.

I think the people of this community, rightfully or wrongfully, look to the Police Department and to the district attorney's office for prosecuting crimes of violence expeditiously and efficiently. My thought is that when the Police Department submits to us their reports on cases of violence in which there is involved somebody between

16 and 18, I think the juvenile authorities should be contacted and should be required to turn over to the district attorney's office any social report or any investigation they already have on that particular person under 18 so that the district attorney can quickly—and I mean quickly—this business of waiting a month or 2 months to decide whether a person is going to be charged or not where the crime involved is a crime of violence, to me is an utter absurdity so far as serious crimes are concerned.

In other words, I think that the United States attorney with the proper cooperation of the Police Department and officials of the juvenile court ought to be able to make up his mind in, let's say, 48 hours whether a particular individual shall be tried in the district court or whether he shall be left with the juvenile court.

We pride ourselves in this district, gentlemen, on the fact that in the ordinary run of the mill, the crime of violence we are ready for trial in my office—and I mean ready for trial—within 6 weeks from the time that the crime is committed. In other words, they are normally processed by way of indictment within 3 weeks. The indictments are returned on Monday. They are arraigned on Friday of that week and they are ready for trial within 6 weeks.

So to try people quickly, to try them efficiently, is the aim of all law enforcement, whether it be in the juvenile court or whether it be in the district court. So I have no quarrel with Judge Cockrill. We are very good friends. Certainly any contact my office ever had with her department has been very cordial and cooperative.

I am afraid that the officials at the juvenile court who are dealing with juvenility all the time in terms of delinquency are inclined to overstress the individual and to understress the interest of the public which is the end of all criminal prosecution, the protection of the public. It does not make any difference whether the person is 17 or 27.

May I just add a word or two to the problems we have at the present time? The police tell me that there are certain gangs of boys between 16 and 18 tied up with boys older, over the 18 year limit, who deliberately pick out the boy under 18 as the gang leader, the front man, in robberies, and housebreakings on the theory that nothing much is going to happen to him because he cannot be turned over to the district court unless he is waived by the juvenile court.

If the juvenile court does not waive on that boy who is the ring-leader of that crowd, we have an emasculated case. We go before the jury on a serious robbery case with 2 boys over 18 when the main offender is not in court at all. You can imagine what effect it has on whether we can get the proper type of trial and conviction of that sort of case.

I think also that if these young men knew that if they became involved in crimes of violence, serious crimes, that the probabilities are they would have to come into the district court for punishment. I do, as a father and a grandfather—if you please—feel that the psychological effect on some of our young men in this city would be that they would decide not to embark on a career of the commission of violent crimes because they would know with certainty, pretty much certainty, that if their background was such and their violence was such that would appeal to the United States Attorney's office to deal with them as if they were an adult, then I think there would be less

probability and I think you would have fewer crimes of violence by those under 18 years of age.

I think you can trust the United States attorney's office. My predecessors were men of great distinction. Two of them are on the bench here. I do not think any United States attorney would be inhuman or cruel. I do not think that he would insist on trying every person under 18 years of age. I think he would use judicial discretion. You can depend on him to protect the community. We must have confidence in all of our officials; otherwise, they do not belong there.

So without any attempted reflection at all on Judge Cockrill—and I am speaking for myself; I happen to be on a Subcommittee of the Statutory Council on Law Enforcement that was provided for by Congress, which is studying this same question of waiver—I would like to have it made clear I am not speaking for that subcommittee. I do not know what that subcommittee is going to recommend, but I am speaking for myself as United States attorney; and I am speaking, I think, with considerable experience. This happens to be a repeat job for me, having been in the office once before.

I call the attention of you gentlemen to this alarming fact to me. I reluctantly take this position because I am United States attorney. I could speak with much more freedom if I were simply talking as a private citizen. For the fiscal year ending June 30, 1953, the Police Department report shows of the arrests for these serious crimes—repeat, I am talking about—of homicide, rape, robbery, aggravated assault, and housebreaking. Every housebreaking has the seeds of a potential murderer in it. A man goes in with a gun and somebody shows up, so he is liable to shoot.

Of these aggravated crimes for that year there is something over 12,000 arrests now. I cannot give you the convictions because I do not have them here. Twelve thousand arrests. Of those 12,000, boys and girls between 16 and 18 committed over a thousand of them. In other words, you are approaching somewhat the 10 percent mark of our serious crimes. The astounding thing is, if you wanted to go below 16, the figures show that of those serious crimes of 15 years and under, 2,688 of them were allegedly committed by persons under 15 years of age. I do not say they are all guilty.

I am still speaking of arrests. We have the astounding figure—if you add the serious crimes that are charged to boys below 15 and up to 18, you will find that over 30 percent of those crimes of violence were allegedly committed by folks under 18 years of age. I think we want to put our best foot forward. We want to treat these young men humanly.

I do not believe the waiver privilege, if that is what you call it, would be abused by any United States attorney; but I do think you would have better law enforcement, and that is what we are interested in. I think there would be just as much opportunity for the average minor to be rehabilitated under a little sterner discipline than there would be when now we have to depend on the judge of the juvenile court to determine whether we ought to try them or not.

I have heard it said we do not have any investigating agency. We cannot make a social survey of these men. In the first place, I do not think any long, drawn out social survey is necessary. Secondly,

there is no reason in the world—because we are all in the same business, trying to protect the community against law violators—why the juvenile court, if they have the social report on a particular boy that we are contemplating taking into our court, should not turn that report over to the United States attorney so we have the survey.

If they do not have a survey or report on him, we are both trying to accomplish the same thing. Let them send their investigators out and make the report for the United States attorney's office. We do not want any iron curtains here. We are dealing with law enforcement.

I believe I have said about all I care to say on that waiver situation.

Mr. BEASER. May I ask you a couple of questions?

The CHAIRMAN. Before counsel proceeds, I would like to ask Mr. Rover whether he would recommend changes in the age limits involved in this waiver problem.

Mr. ROVER. By lowering them? I do not think so. I would certainly be perfectly satisfied to try it out on the present age situation and then if things did not get better, we might then consider lowering the age. I may say also that if my calculations are wrong—and we try out the United States attorney taking the jurisdiction the juvenile judge has now and I find out I am wrong—I will go back to the old system. I would not reduce the ages.

Senator HENNINGS. Mr. Rover, I understand there were only about 12 waivers in the past year in crimes such as you have characterized as crimes of violence; is that correct?

Mr. ROVER. I would not know that for this reason: My office has never been consulted on waivers at all. You have that from the Police Department. Their figures undoubtedly are accurate.

Senator HENNINGS. We examined Judge Cockrill last week and she was unable at that time to tell us—and I happened to have been questioning her—whether there had been as many as 50 or as few as 10. She just did not seem to know. It did develop here more recently there had been 11 waivers upon application by the Police Department. At that time I made the suggestion that it seemed to me that the United States attorney would be in far better position, even assuming the judge of the juvenile court is still clothed with the sole authority—and I am not saying that is as it should be—to determine as to which cases applications should be made for waiver to be granted than the Police Department.

Mr. ROVER. I agree with you.

Senator HENNINGS. You are a sworn officer of the United States. You are vested with vast powers. I occupied the same comparable position you did in a large city, too. It is true that prosecuting officers by and large—there are always grandstanders, of course—but prosecuting officers by and large are not looking for cases in large cities where crime is in volume. In other words, you are not reaching out trying to take this one, that one, and the other one when in all likelihood they might be proper subjects for the juvenile court.

I would gather from your testimony here this morning that you are of the firm conviction that crimes of violence in the District of Columbia would be substantially lowered if you were to have the determination as to those cases in which waiver must be granted and if you could, as I suggested the other day to Judge Cockrill when I

pointed out another illustration similar to the one that you have given this morning where the really case-hardened crime mover in some of these offenses is the juvenile, whether he is used for that purpose or not. It does happen in some cases he is actually the leader, the instigator and organizer; aside from the illustrations you have given us where at times he is put in the position as a front man in a robbery case.

What is the condition of your dockets and the number of trial divisions available to you in the United States district court for the prosecution of cases? I take it all divisions try criminal cases, all of the judges?

Mr. ROVER. All of the judges on the bench?

Senator HENNINGS. Do you have certain criminal divisions here?

Mr. ROVER. We have a criminal division. We have a civil nonjury trial division and a civil jury trial division.

Senator HENNINGS. Out in the country, the United States district court tries both sides.

Mr. ROVER. They do a very fine job, too.

Senator HENNINGS. Here we have the additional problem of the United States attorney having the responsibility and jurisdiction for all crimes which would in a State court be prosecuted as felonies denounced by State statute. This is peculiar and unique. I presume the Territories have the same situation.

Mr. ROVER. Yes.

Senator HENNINGS. At the same time you do have very heavy caseloads.

Mr. ROVER. Yes, sir.

Senator HENNINGS. Do you think this would add materially to your problem in terms of requiring an additional trial division?

Mr. ROVER. No, sir; I do not. I never pass up the opportunity to say we need more assistants, but I guess all people say that. I would say no, it would not.

Senator HENNINGS. In other words, there is no roadblock or logjam on your dockets so you are not reaching your cases. You are ready for trial in 6 weeks, and the court is generally ready to hear your case and insist upon the defendants being ready at approximately that time, barring unusual circumstances?

Mr. ROVER. Yes, sir; that is right.

Senator HENNINGS. The United States district court does have a probation office?

Mr. ROVER. A very well equipped one.

Senator HENNINGS. So that in such cases as have been indicated where a juvenile defendant is being tried in the United States court for his offense, in such cases as there may be required social investigation, investigation of background, investigation of likelihood of rehabilitation for the purposes of making a recommendation to the sentencing judge, those facilities still are present and exist in the United States district court, are they not?

Mr. ROVER. Very definitely; yes. We use them every day.

Senator HENNINGS. Probation is granted in the United States district court?

Mr. ROVER. That is right.

Senator HENNINGS. After an investigation is made by the probation office?

Mr. ROVER. Very thorough reports.

Senator HENNINGS. After recommendations have been made by that officer and his staff?

Mr. ROVER. That is correct.

Senator HENNINGS. So that, as you have indicated, bearing in mind that that facility does exist, again it would tend to decrease substantially the likelihood that any juvenile who appears in court as a defendant prosecutable in the United States district court would be likely to be convicted and sent to a maximum-security penal institution without a thorough investigation having been made by your office, by the court with the assistance of the probation officer and his staff?

Mr. ROVER. You are absolutely correct.

Senator HENNINGS. It is true because of maybe newspapers or television, movies or stage plays—and I think sometimes people who prosecute—are depicted as pound-of-flesh fellows who believe everybody ought to be in the penitentiary. Don't you find that quite the reverse?

Mr. ROVER. Oh, definitely.

Senator HENNINGS. Part of your difficulty and part of your times of soul-trying experience has been to have to prosecute some of these younger men, some of these first offenders, and that you try to give them every consideration and every break that you can where you believe that circumstances and facts warrant it?

Mr. ROVER. That is right.

Senator HENNINGS. We had a young woman running around here last week engaged in the pastime of sticking places up.

Mr. ROVER. I think she is still running around, the blond bandit.

Senator HENNINGS. You treat the gun cases seriously, do you not?

Mr. ROVER. Very much so. So do the courts.

Senator HENNINGS. It is even more likely, is it not, that those who are younger and not as experienced in crime as a livelihood or a full-time occupation are more likely to be a little trigger-happy and to shoot just a little faster and in some respects are more dangerous than the older offender?

Mr. ROVER. I agree with that.

Senator HENNINGS. You have had instances, not only here but around the country, where young men have committed very brutal murders?

Mr. ROVER. We have them right here. We convicted a man on which the court did waive—and I think he was 17—who took a man who had been drinking and beat him to death. We tried him for first-degree murder and convicted him of second-degree murder.

Senator HENNINGS. So that youth does not necessarily and should not, in some cases, determine where a defendant should be prosecuted?

Mr. ROVER. It should not be the sole determining factor, definitely not. I was going to suggest this, unless I am interfering with your chain of thought, that on this question of what our court could do with these young men if we keep them there, I think we have answered the question as to this finding out their background. To say we do not have the investigative force to find it out, we do not have to have an investigative force because we have the juvenile court, which is a part of our governmental function. We expect them to give us the background of these young people.

As you have so well pointed out, we have a very adequate probation staff there, and they can use more people, of course; but the court, before is ever sentenced these young people, would have this very comprehensive report by our own probation office of the district court.

I was going to speak of a place of confinement now. We have in the District a confinement program known as the Youth Correction Authority which is modeled after the general Federal Youth Correction Authority where men may be sent by the district courts, men or women, up to 22 years of age. That would be an ideal setup to have in mind for these younger folks that commit crimes of violence.

There is only one thing standing between the District and the Youth Correction Authority, and that is money. The only place I know that you can get money honestly around here is from Congress. So that this subcommittee, and I say this respectfully, might give some consideration to the amplification or the implementation of the Youth Correction Act by giving the money to do it. I am sure you Senators have thought of that Youth Correction Authority. I think it is a splendid idea. We have it but we do not have a place to send them.

The CHAIRMAN. That is a very good suggestion.

Senator HENNINGS. Just one more thing I wanted to ask, Mr. Chairman. The question of place of confinement and the effect upon one convicted of an offense and sentenced to an institution is a very important thing to consider. You have probably visited a good many of the penal institutions around the country; if not, certainly those around this area.

Mr. ROVER. Largely around this area.

Senator HENNINGS. I know from talking to the wardens—the psychiatrists, if you please—the custodial officers in many penitentiaries and intermediate reformatories, that one of the great problems is in some of the minimum-custody reformatories you have boys who are fit subjects for other institutions. That is to say, where a boy is sent to Seagoville, one of the most modern of our reformatories, or El Reno, another one of the reformatories for first offenders and young men, that unfortunately those places find they have boys on their hands who contaminate and corrupt and do nothing but make trouble for the entire institution. So by that token those boys have to be sent to another place when they find they do not fit into the population. They are not fit subjects for the rather generous and minimal disciplinary routine and program of the institution.

Wouldn't that be true as to some of the juvenile offenders who might be sent to some of the institutions here and elsewhere which are primarily institutions populated and for the purpose of taking care of delinquents who have not risen to the stature of felons in terms of the act?

Mr. ROVER. Certainly.

Senator HENNINGS. Those who have not committed crimes of violence. In other words, you throw a bad boy who has been out with a gun or who has committed a brutal rape into an institution with some of these other lads and he becomes a problem and the others frequently become problems?

Mr. ROVER. I do not think there is any question about it. I do not imagine those who are working with juveniles would admit it, but I think it is true they will corrupt delinquents.

SENATOR HENNINGS. I think that has been taken almost for granted by people who know something of institutions and penology.

MR. ROVER. That is right. In other words, I think we have got to come to this type of thing whether we like it or not.

THE CHAIRMAN. I suppose you are making this suggestion because of your broad experience as a member of the District of Columbia Parole Board?

MR. ROVER. Yes, that is part of my background.

THE CHAIRMAN. It is very valuable background.

MR. ROVER. I find it most valuable. I am just as strong for rehabilitation. The Parole Board tries to rehabilitate all of the adults, and certainly I am in favor of the rehabilitation of the younger people. I think you have got to face up to this, and I think the sooner that those that are dealing with juveniles face the music, the better. There are some juveniles you are never going to be able to rehabilitate.

THE PROTECTION OF THE COMMUNITY IS THE END PURPOSE OF CRIMINAL LAW ENFORCEMENT. The individual is subordinate to that.

SENATOR HENNINGS. The protection of the community has to be the primary purpose?

MR. ROVER. That is right.

SENATOR HENNINGS. If we can protect the community and thereafter rehabilitate and restore an offender to the community, we have salvaged, we have gained. I think men who have spent time in criminal courts see many heartbreaking situations and circumstances. Sometimes it makes you soft rather than hard. We do know some of these youngsters—and by that I mean boys such as boys from the age of 15 up—who continue to come back time after time after time, not charged with joyriding in an automobile which has been taken across the State line (the Dyer Act) which is a Federal offense ipso facto—

MR. ROVER. It is grand larceny here.

SENATOR HENNINGS. We see those boys come back time after time after time. I have seen some of them in penitentiaries who have come back for a long time. That may be a reflection on our penal system, but they do keep coming back time after time.

MR. ROVER. I guess we are agreed that the whole parole, the whole probation system, is predicated upon the philosophy that every man who has been convicted of crime and who has been convicted and is serving time, sooner or later if he lives is going to come back into the community. So if you can rehabilitate him while he is in the institution or rehabilitate him by probation, then you are serving the interests of the community because there is a better chance of him fitting back into normalcy than otherwise. It all gets back to the question of what is best for the community.

SENATOR HENNINGS. That is the broad philosophy.

MR. ROVER. I think it is a true philosophy. We do not give a man mercy when we parole him. Incidentally he gets mercy but what the primary purpose is, is it best for the community that he come back now, that he go on probation, or that he be paroled? Should he come back under supervision rather than dump him out into the community as an antisocial creature at the end of his full term? We try to do the same things with juveniles. I assume they have done a wonderful job. I have no criticism of that. I was born into this and I have never known in my life as many juveniles committing serious crimes as I know right now.

The only way I know to take care of them is to let them know they have got to deal with the sterner aspects of the law. We hope to rehabilitate them. We are not going to throw them into a dungeon.

I guess I had better stop talking.

The CHAIRMAN. You have been very helpful, Mr. Rover.

Did counsel have some questions?

Mr. BEASER. Yes.

Senator HENNINGS. I just wanted to say further that this whole problem of crime, punishment, penology, the factors which create crime, which tend to drive a boy or a girl into an environment where crime or law violation seem almost inescapable, are all intertwined and present the greatest difficulty. Certainly you would not say that simply prosecuting and convicting is going to stop these offenses, but you do believe that it will limit the potential offenders?

Mr. ROVER. That is precisely my position.

Senator HENNINGS. You believe, therefore, if the United States attorney rather than the juvenile court had the authority to determine which cases should be brought into the United States district court, that it would have a salutary effect and make for better law enforcement and better order in this community?

Mr. ROVER. That is my considered judgment.

The CHAIRMAN. Mr. Rover, to that end, I wonder if you would have someone on your staff study the existing statutes and the whole matter of waivers, the whole procedure, and submit for this subcommittee's consideration a draft statute that we might study ourselves?

Mr. ROVER. I will be very happy to. May I ask the question of the study? I do not have the figures in my office as to how many times the police have asked for waivers nor do I have figures in my office as to how many times the judge granted them. Would you be interested in that?

The CHAIRMAN. I do not think the statistics would have any bearing on our consideration of the cold draft statute.

Mr. ROVER. I will be very glad to have the staff draft the statute. I am not here to criticize the juvenile court. I think they have done a very good job with their own limitations. We have our limitations, but I think our limitations are such that we think we know how to deal with people who commit crimes of violence.

The CHAIRMAN. I would appreciate your submitting that.

(The draft statute referred to above was subsequently submitted, was marked "Exhibit No. 28," and reads as follows:)

#### EXHIBIT No. 28

AN ACT To authorize the United States Attorney for the District of Columbia to make the determination in proper cases whether prosecution of certain juveniles, charged with capital offenses, those punishable by life imprisonment, and other felonies, shall be tried in the Juvenile Court of the District of Columbia

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That section 13 of the Act of June 1, 1938, 52 Stat. 599, as heretofore amended by the Act of May 15, 1947, 61 Stat. 92 (11 D. C. Code 914), be, and the same is hereby, further amended by striking existing section 13 and adding the following:

"SEC. 13. (a) If a child 16 years of age or older is charged with an offense which would amount to a felony in the case of an adult, or any child is charged with an offense which if committed by an adult is punishable by death or life imprisonment, the United States Attorney for the District of Columbia shall, notwithstanding any provisions of law inconsistent herewith, after full investigation including consideration of police records and the records and reports

of the Juvenile Court which shall be made available to him, determine whether it is necessary in the public interest that the child shall be held for trial under the regular procedure of the United States District Court which would have jurisdiction over such offense if committed by an adult.

"(b) In making his determination as to the public interest in the aforementioned category of cases, the United States Attorney shall take into consideration the following factors: the age of the child; the family background of the child; whether the felony with which the child is charged is characterized by aggravated circumstances; whether the child has been involved in any previous violations of the law; whether such previous violations of law, if any, are serious; whether upon consideration of the family background of the child there appears a likelihood of rehabilitation under parental supervision; or whether previous efforts, if any, by the Juvenile Court authorities toward rehabilitation of the child have met with success. After careful consideration of these factors or such of them as may be applicable, the United States Attorney is hereby authorized in his discretion to make the determination that it is in the public interest that the child shall be held and tried under the legal procedure of the United States District Court which would have jurisdiction over such offense or offenses if committed by an adult. The determination of the United States Attorney as to the matters herein authorized shall be final and not subject to court review.

"(c) The judgment of the United States Attorney for the District of Columbia that it is necessary in the public interest that the child be held for trial under the regular procedure of the United States District Court shall be confirmed in a written communication over the signature of the United States Attorney for the District of Columbia, addressed to the United States District Court for the District of Columbia, and shall be made a part of the record of the case or proceeding. A copy of said confirmation shall be addressed to the Juvenile Court of the District of Columbia and to the United States Branch of the Municipal Court for the District of Columbia.

"(d) In the event the United States Attorney for the District of Columbia decides that the facts and circumstances of the case justify reference to the Juvenile Court, he shall certify the case in writing to that court."

The CHAIRMAN. Counsel may proceed.

Mr. BEASER. As I understand the situation in the District of Columbia, you have a 17-year-old rapist before the juvenile court and the only place the court can commit that boy is to an open type institution, an institution which has no security to speak of.

Mr. ROVER. You are speaking of the juvenile court?

Mr. BEASER. Yes, sir.

Mr. ROVER. The National Training School, if you call that an open type of institution.

Mr. BEASER. They have some security seals, but I did not mean that.

I wonder to what extent your recommendation is based on the fact there are no adequate facilities to handle these rough 17- and 18-year-olds? I mean on the question of the waivers, if you had a facility that could take some of these tough youngsters who committed rapes and assaults and keep them in such a way that you can force them to undergo treatment, whether that might be another way out rather than saying we have only that type of solution in a criminal system and therefore we must go to the criminal system.

Mr. ROVER. I think I would be very happy to consider that type of situation, but I think it goes a little deeper than that. I agree with you this place of confinement presents a serious problem. That is why I am very strong for the Youth Correction Authority. I do not know just how juvenile authorities would deal with a boy that had committed rape. They would not charge him with a crime. Maybe that is all right. What type of sentence they would give him, I do not know. I would certainly think that is something that might be studied.

I do not think the juvenile court is geared, mentally geared, and this is no reflection on them. I do not think the officials at the juvenile court are mentally geared to appreciate the intense public interest in prevention of crimes of violence. I think they look upon the child as a delinquent rather than as one who has committed a very serious antisocial act which he must be made to understand as antisocial and not merely delinquency.

Senator HENNINGS. I am quite sure that Mr. Rover does not intend to criticize this juvenile judge or any particular juvenile.

Mr. ROVER. No.

Senator HENNINGS. You are speaking of the system?

Mr. ROVER. That is right.

Senator HENNINGS. I take it, too, that you are speaking of crimes of violence of a serious nature.

Mr. ROVER. Very definitely. That is exactly what I am talking about.

Senator HENNINGS. I think we ought to have the record very clear on that.

Mr. ROVER. I think anybody would admit that homicide, rape, and robbery are crimes of violence. That is what I am talking about.

Senator HENNINGS. In effect, what you get under the present procedure where, let us say, some juveniles and some adults, all of a comparable age group or even with some disparity in age, combine and confederate to commit robbery, to commit violent rape, forcible rape, or any other offense of the character we are talking about—what really happens as a result of this system of waiver is that the defendants get a severance oftentimes.

Under Federal practice within the discretion of the court the Government is entitled and has a right to try all defendants at one time, is that not true?

Mr. ROVER. That is right.

Senator HENNINGS. And further, as a matter of practical application and the facilitation of presenting cases to juries, having in mind the object of conviction following indictment by a grand jury, that the Government sometimes has a right to avail of testimony of one or more of these defendants against the others, under our procedural system. So that in some cases of great seriousness, I have no doubt it has happened that where you cannot reach the juvenile, either for the purpose of setting him down for trial as a party defendant or naming him in the indictment as a party defendant, that you are thereby deprived of the testimony of that juvenile against the older and in this instance the more hardened and prime movers in the commission of an offense.

Mr. ROVER. That has happened.

Senator HENNINGS. So in some cases where the juvenile defendant remains within the jurisdiction of the juvenile court, the jury in the trial of the case is often without any information as to what happened with respect to that particular person?

Mr. ROVER. That is right. They do a lot of speculating.

Senator HENNINGS. Oftimes defense lawyers say, "Where is this other man?"

Mr. ROVER. That is one thing we cannot answer.

Senator HENNINGS. Haven't you heard that many times?

Mr. ROVER. Certainly. I have done it myself when I was in private practice. I did not want to stop you, but we must not overlook the

fact that, No. 1, any United States attorney would automatically ask waivers because just the Police Department asked him.

It would be after a very soulful and prayerful consideration because any United States attorney that I have known was just as much interested in the welfare of youth as anybody in the Juvenile court system or the social agencies of the Government. He may have a different point of view.

No. 2, we must not overlook the fact that a good many of these boys might well be put on probation. I think a boy on probation with an adult probation officer who is dealing with adults, next to actually serving of time, is very much inclined to throw the fear of God in that boy's mind. We have absolutely a lack of respect for authority in this country today. It has seeped down from those above, the adults, down to the juvenile level. They do not respect their parents or their clergymen or their school teachers. I think they will respect the United States attorney, not because they respect him as an individual, but they know he has something they do not like. That is the way I feel about it.

I hope I have not taken too much time.

The CHAIRMAN. Before you go, the Chair would like to first make this observation: You realize this subcommittee confronts a rather tremendous problem. We are searching and seeking for all the help we can get from all sources. You have been extremely helpful today. We would like to invite you to make any other specific recommendations which you may have in mind, other than those which you have already made so well in the record today.

Mr. ROVER. Senator, offhand, I do not think of any other recommendations. I know you do not want me to go into this question of personnel. Everybody needs personnel. I guess you gentlemen in your own offices need personnel, so I won't worry about that. We do need personnel. That Youth Correction Authority is my principal recommendation.

The CHAIRMAN. I think that is a splendid recommendation.

Mr. ROVER. The more you study that Youth Correction Authority properly implemented and properly managed, it is a splendid thing.

I have so many other things to think about, but I have given you all I can at the moment.

The CHAIRMAN. We are deeply grateful to you, as I said before.

Mr. ROVER. I will send you a draft of my proposal of how to shift the waiver power to the United States attorney, if I may.

Mr. BEASER. I wonder whether you might add to it, if you have the information, how the same problem is handled vis-a-vis the State's attorney in some of the comparable cities?

Mr. ROVER. Yes, I think I can supply that. I will find that out for you. You are familiar with the Federal Juvenile Delinquency Act.

Mr. BEASER. I did not mean that; I meant since you occupy a position comparable to the district attorney.

Mr. ROVER. How they do it in Baltimore City?

Mr. BEASER. Or Cincinnati.

Mr. ROVER. You are familiar with the Juvenile Delinquency Act where out in the Federal field the United States attorney is the starting point. He decides whether the case shall go to the juvenile authorities or not.

Mr. BEASER. But that is over a limited number of offenses.

Mr. ROVER. It would be over general Federal offenses. I will be happy to see what we can find out for you from places like Baltimore and Philadelphia.

The CHAIRMAN. Thank you very much.

(Mr. Rover subsequently submitted a summary of the procedures used in other jurisdictions in dealing with minors charged with serious offenses which reads as follows:)

THE UNITED STATES ATTORNEY,  
DISTRICT OF COLUMBIA,  
January 13, 1954.

HON. ROBERT C. HENDRICKSON,  
*United States Senate,*  
*Washington, D. C.*

DEAR SENATOR HENDRICKSON: When I appeared before your committee on December 22, 1953, I promised to furnish you with a summary of the procedure in some of the other jurisdictions in dealing with minors charged with serious crimes.

In reply thereto I have ascertained that in Chicago apparently both the juvenile court and the criminal court have jurisdiction in matters involving juveniles in felony cases and that it is not uncommon for the State's attorney of Cook County to present his case against the juvenile before a grand jury while charges of delinquency are pending in juvenile court, nor is it uncommon for a juvenile court to hold a juvenile for the action of the grand jury on a felony charge. Apparently then, both the juvenile and criminal courts have concurrent jurisdiction and I am advised that there has been no serious controversy as to which court should take over the jurisdiction of the juvenile.

Insofar as New York City is concerned, I understand a juvenile is a child under 16 years of age; that between the ages of 16 and 18, if a person commits a serious offense in New York County, he is arrested and arraigned and the matter presented to a grand jury the same as if the offender was an adult; that as a matter of policy, the grand jury, after hearing all the facts, usually recommends that the judge afford the boy or girl youthful offender treatment. The judge then orders the probation department to make an investigation and consults with the district attorney, and if the district attorney approves and the probation report gives indication that the boy or girl will benefit from youthful offender treatment, the indictment is quashed and the boy or girl treated as a juvenile delinquent; the net effect of this would seem to be that if the juvenile is between 16 and 18 and commits a serious offense, it is a question for the court and the district attorney to determine what kind of treatment shall be afforded him.

In Kansas City, Mo., the law would seem to be that anyone under 17 years of age is a juvenile and that in Jackson County, Mo., which includes Kansas City, the juvenile court judge determines which court shall try the infant in serious felony cases; anyone 17 years or over is not a juvenile under Missouri law.

In Baltimore City the law seems to be that the criminal court has jurisdiction to try persons between the ages of 16 and 20 but that a youth court has been set up as a part of the criminal court and while the criminal court tries and punishes offenders, they do treat them a little different from the adult offenders in that the type punishment usually inflicted is more moderate in character.

I trust that these summaries may be of some value to your committee.

I am preparing a proposed draft to amend the Juvenile Court Act to vest the exclusive right of waiver in the United States Attorney in cases of persons committing felonies between 16 and 18 years of age and in all cases irrespective of age wherein the offense committed is capital or one for which life imprisonment may be inflicted; I expect to have this draft in your hands within the next few days.

With all best wishes, I am,  
Sincerely yours,

LEO A. ROVER,  
*United States Attorney.*

The CHAIRMAN. I think, since the hour is 12:30, approximately, we will recess until 2 o'clock.

(Whereupon, at 12:30 p. m., a recess was taken until 2 p. m.)

## AFTER RECESS

The CHAIRMAN. The subcommittee will be in order. Before we proceed with the witness this afternoon, the Chair would like to announce that due to the wide scope of the entire housing problem as it affects juvenile delinquency and to the fact that the local housing problems are connected to a great extent with the national housing problems of the various Federal agencies involved, the subcommittee feels that the presentation of its further witness on housing should be delayed until the hearings on the Federal level on that very vital subject.

Now, we will proceed with the first witness, Mr. Counsel.

Mr. BEASER. Mr. Christiansen, please.

The CHAIRMAN. Do you swear that the evidence you will give before this subcommittee will be the truth, the whole truth and nothing but the truth, so help you God?

Mr. CHRISTIANSEN. Yes. This is my assistant. In the event she should testify, you might swear her in.

Senator HENDRICKSON. Do you swear that the evidence you will present before this subcommittee this afternoon will be the truth, the whole truth and nothing but the truth, so help you God?

Mrs. SMITH. I do.

**TESTIMONY OF MILO F. CHRISTIANSEN, SUPERINTENDENT OF RECREATION, DISTRICT OF COLUMBIA RECREATION DEPARTMENT, AND MRS. CLARICE O. SMITH, ASSISTANT SUPERINTENDENT OF RECREATION**

The CHAIRMAN. Now, if you will please state your names and occupations and residence for the record, the Chair will appreciate it very much.

Mr. CHRISTIANSEN. Thank you. My name is Milo F. Christiansen. I am the Superintendent of Recreation for the District of Columbia. I have been a resident of the District of Columbia for the past 12 years. In my capacity as superintendent I am acting also as the executive officer for the District of Columbia Recreation Board which by law is charged with the responsibility for administering the public recreation program in the District of Columbia.

Mr. BEASER. Have you a prepared statement, Mr. Christiansen?

Mr. CHRISTIANSEN. I do, Mr. Beaser. I have presented it also to your stenotypist as well as to you previously this morning.

I would like to proceed, Mr. Chairman, in accordance with the following outline.

The CHAIRMAN. Mr. Christiansen, you may proceed in your own manner as you choose.

Mr. CHRISTIANSEN. Thank you. I have already submitted a report we prepared for your staff within the last month on vandalism which I am not going to refer to directly except for some questions that may develop. I have my other statement from which I will present my testimony this afternoon. I might say we are first of all greatly appreciative of the opportunity to be here this afternoon to present our interest in the whole picture of control of delinquency.

We have found from the reports that we have worked on with your staff that they have been extremely helpful to us as well.

The CHAIRMAN. It seems that your function in this whole field is very important and the contribution that you can make to this subcommittee will be manifold.

Mr. CHRISTIANSEN. We believe so, too, Mr. Chairman.

The six points I wish to build my testimony around are covered as follows. An introductory statement concerning the purpose and the positive aspects of recreation in relation to prevention and control of delinquency.

The second point relates to the responsibilities of the District Recreation Board and the District of Columbia Recreation Department.

The third point relates to the scope of the program and the agencies and organizations that we serve.

The fourth point relates to the past and present proposals for expansion. There, again, we have two subheadings on program and on facilities.

The fifth point relates to retrenchment that has occurred during the past couple years because of the financial situation in the District of Columbia.

The sixth and concluding point relates to the conclusion I wish to present to the committee.

I would like to read briefly to you the statement concerning the responsibilities of recreation in connection with this problem.

The District of Columbia Recreation Department recognizes its responsibility as a positive force in the development of the city's youth. We thus accept the challenge and take our place beside the home, school and church as a fourth living area with which our youth come into contact. We do not believe any of these areas provide a panacea for the problems of delinquency and crime, but that each has a vital part in preventing and lessening the incidence of juvenile delinquency.

Basically, children engage in recreation activities to satisfy their desire for self-expression, their longing for recognition and belonging, their appetite for competition, or their hunger for adventure. They are not aware of certain related benefits of improved health, personality and character growth, social adjustment and balanced living. It is because of these related benefits that we accept a part of the responsibility in the prevention of delinquency.

We thus appear today to tell you what we provide in the way of public recreation to the children of our city, what problems we have encountered, and how we desire to improve and broaden our program.

The District Recreation Board is charged by law, by act of Congress, to administer a public program for the children, youth, and adult of this city.

In 1942 the Recreation Board was created by act of Congress, and the main purpose of that act was to bring together the resources of this community. The properties of the schools, the parks, and the District were placed under one unified organization, the District of Columbia Recreation Board. We have the advantage in Washington by that act of Congress of going to one source for an attempt to solve the problems on public recreation.

In creating the District Recreation Board, Congress studied through its representatives the various systems that existed throughout the country and in creating this Board improved upon the existing ad-

ministration in other cities so that we have this one organization and utilization of the properties under this one Board.

The District Recreation Department, of course, operates under the District Recreation Board. The District recreation plan, which I will refer to very briefly here, was created by the National Capital Planning Commission several years back; and again, as I pointed out, the purpose of this plan was to bring together these resources and attempt to set up a plan whereby the large major centers would be approximately 2 miles apart in the city and the smaller satellites, the neighborhoods, would be approximately a half mile apart so that all ends of the city would be served by this plan.

The 160 units that are listed on this recreation plan are not completely developed. For the most part we do not have one real unit that is what we call 100 percent developed. They are in various stages of development and use, but for all intents and purpose we are moving forward in that direction.

The creation of the Board provided the device by which the Planning Commission could see that its plan was carried out as far as the physical areas were concerned. They buy the land for the Recreation Board.

The CHAIRMAN. Mr. Christiansen, would you explain as briefly as possible the legends on that?

Mr. CHRISTIANSEN. Yes. The circles that you see before you indicate neighborhood recreation centers. The triangles are citywide centers, and the double line means neighborhood boundaries. I should have indicated, when they set this plan up, they, insofar as possible, attempted to get the 26 so-called neighborhood areas of the city as much as we can get neighborhood areas in this city, and they superimposed the 160 units that would serve the neighborhoods and the public.

The recreation system plan as created by the Planning Commission also provided the opportunity to acquire land in advance of actual development, so we are in the fortunate position that, while we do not always have the money, we do have the land upon which we can develop at such time as funds are available.

In this way we save the public considerable in the way of funds.

I would like to tell you a little bit about one of the very important devices that exist in Washington that was given study by large communities.

The CHAIRMAN. You are going to describe to the subcommittee how these needs were arrived at?

Mr. CHRISTIANSEN. Yes, and how they are used. I might say, too, that for the most part I should indicate that these 160 units are school playgrounds, park playgrounds, park recreation areas, and District properties that have all come into the District recreation system plan, and the 26 major centers that I indicated in color are the large areas around junior or senior high schools, indoor and outdoor facilities that are made available for all age groups.

The smaller units, the satellites, for the most part are elementary schools where we provide most of the recreation for our children and our youth. There are some 180 school properties, roughly, in the District of Columbia, of which over half of them are actually in the District recreation system plan.

As I pointed out previously, our program provides opportunities for an age range from the pre-school-age child through the adult, and those are broken down generally in the category of the preschool child, the child, the youth, and the adults of varying age groups.

In the recreation program we attempt to provide as well-rounded a program as possible. The physical-activities program includes highly organized sports, games, tournaments, meets, and contests as well as informal types of games. Creative programs include arts and crafts and many other activities involving use of the hands.

Senator HENNINGS. Mr. Christiansen, I am sorry to interrupt your testimony, sir, but, for fear that we might overlook it as we proceed here, do I understand that you have control over the school playgrounds?

Mr. CHRISTIANSEN. Yes.

Senator HENNINGS. As well as the several playgrounds set aside in various parts of the District?

Mr. CHRISTIANSEN. All public properties, school, park, and District.

Senator HENNINGS. Now I assume that as you go along you are going to comment upon the requirement which we have understood from previous testimony to be in effect that the schools must be closed after school hours, if that be the case?

Mr. CHRISTIANSEN. I will be very glad to comment on that because that is an incorrect statement as a general statement.

Senator HENNINGS. And the playgrounds are closed and not available for use at certain times. As I recall it—now my memory may not serve—I am quite certain we were told the school playgrounds were closed. But in any event I seem to recall—the Chair may remember, too—that we were told at certain times which seemed most likely periods during which children would want to be playing in these places if they had an opportunity to do so, the playgrounds were closed, such as Sundays, Saturday afternoons.

Mr. CHRISTIANSEN. I will be glad to touch on these points because I think there is need to clarify them, what we can do and cannot do under our present system.

The CHAIRMAN. I think for the record, with respect to certain schools, there were some schools which were open during school hours.

Senator HENNINGS. I do not remember exactly what the testimony was, but there was testimony which in purport indicated these places are closed at the times at which they were most likely to be used if available.

The CHAIRMAN. The Senator from Missouri is correct.

Mr. CHRISTIANSEN. I will answer that question, Senator Hennings, when I arrive at that point in my testimony. Previously I was indicating the scope of the program which we conduct in our recreation program. I referred to the physical activities, the games and the sports, the meets, and the contests and the creative aspects of the program which have to do with arts and crafts and those things which involve the use of the hands, the social activities which include seasonal parties, social dances, family fun nights, movies and other activities for social gatherings. Cultural activities include dramatics, festivals, music, folk, square, and ballroom dancing. Mental activities include debates, spelling bees and quiet games.

These activities are conducted at 79 year-round operations, 55 seasonal operations, 9 day camps and 4 play streets for a total of 147

areas of operation. The 9 day game programs are conducted during the summer for children 7 through 14 years of age.

The aquatic program includes 2 indoor swimming pools, 2 outdoor pools, 12 shower routes, and 11 wading pools. The aquatic attendance for fiscal 1953 was 139,979.

In addition, the Citywide Division has special programs designed to serve adults through citywide recreation centers. For the most part school buildings are used for indoor sports and special-interest groups and outdoor park areas for summer sports.

This is another very important factor I want to indicate here. In addition to our actual operating programs of our own, the Department makes its facilities available to many youth organizations in the city for regular meetings and programs. Boy and Girl Scout troops, Camp Fire Girls, Police Boys Clubs, Junior Police and Citizens' corps, the YWCA, YMCA, and many other youth-serving groups are regular users of playgrounds, school and community buildings.

I probably should qualify that by saying that in most of those cases they are permitted to use those facilities when we are operating them but if they attempt to use them while we are not in operation there must be a fee for custodial service to keep those buildings open.

The Department gives assistance to these agencies in various aspects of their programs. In turn these groups frequently participate in special programs conducted by the Department such as the Walter Johnson Memorial Baseball Leagues and the one-act play tournaments. Groups desiring to present dramatic shows or pageants may borrow costumes from the Department.

Attached to the testimony is exhibit B which shows the cross section of interest there is in the recreation in this community. All these organizations that are listed here we work directly or indirectly with in the administration of this program, the Federation of Citizens Associations, the Federation of Civic Associations, the Board of Trade, Junior Chamber of Commerce, Congress of Parents and Teachers—I will not read any more of those. But a quick review of that chart will show how comprehensive this picture has become in recent years with the growing awareness and recognition of recreation as a public responsibility in the tax structure.

Recreation for the entire family as a family group is one of the basic aims of recreation. To support this objective the Department frequently conducts special programs on neighborhood playgrounds specifically designed to attract the entire family. Picnics during the summer, family fun nights, community movies, May festivals, Christmas parties and similar activities are planned throughout the year. For larger groups, the Department issues permits for the use of park areas for picnics. Athletic kits, songsheets, suggested menus and advisory program services are provided these groups upon request.

The bulk of the program is conducted for youth or teenagers at 134 year-round and seasonal units. One hundred and seventy-nine full-time or part-time classified trained recreation leaders are employed to lead the year-round program of activities for youth and teen-agers. Two hundred and fifty additional leaders are hired during the summer months to carry on the expended program during school vacation. Approximately 1500 volunteers aided the staff in carrying on activities for children and youth.

I might say in translating that term of 1,500 volunteer workers, we have been asked previously by some of the Appropriation Committees to what extent that volunteer system consisted of. We, for our own information, added up the amount of hours we received in terms of service and volunteers and it amounted to 77 full-time workers. That was 2 years ago. That is on the increase. That gives us some idea of the assistance we get from the community in providing the program to the community.

Evening centers, during the winter months, are operated primarily for youth or teen-age groups in school buildings until 9 p. m. or 10 p. m. The expanded summer program operates from 9 a. m. until dusk Monday through Friday and at a large number of units one-half day on Saturdays and Sundays. Over 5 million children and youth participated in the Department's program during the 1952-53 fiscal year.

Past and present proposals for expansion. Since the inception of the recreation board in 1942, appropriation for operating expenses has increased from \$379,766 to \$1,589,650. We have increased the number of positions to 85, part-time employment by \$96,888, maintenance funds by \$336,720. We have opened 25 new units during that period and our attendance has increased from 8,138,000 to 13,470,000 during that span of 11 years.

The basis for planning and development of land and structural facilities is formed as a result of careful study of community needs as well as topographical features and technical aspects of planning. Priority for order of development is assigned projects predominantly because of the urgency of need in the area under consideration.

During the war years, our development program was curtailed, but with the lifting of restrictions in the postwar period, we have been enabled to accomplish the following. Here I have a breakdown for you to indicate the accomplishments, limited as they are, it does indicate some progress has been made in providing new recreation facilities.

New recreation buildings-----	17
Improvements to existing buildings-----	2
Modernization of swimming pools-----	2

Incidentally, we have only one area in this city that has lights for night recreation.

Land development completed on units-----	13
Land development partially completed-----	38
Minor grading of units-----	6

One important thing has been accomplished. We have excellent work relations with the Board of Education. In the design and acquisition of property for new school units, school buildings, it is imperative that those school authorities give every consideration to what is going to happen to those buildings after 3 o'clock as well as what happens before 3 o'clock. These school buildings have a wealth of facilities and opportunities for our children, youth and adults. It is most unfortunate in many places—it is not true exactly entirely here but we have these buildings closed after 3 or 4 o'clock, either grounds or building. These buildings are now being designed—I previously referred to the coordinating committee recreation plans, that the designs of the school buildings come before this committee to see that there are included in these buildings our facilities for

community recreation, staff facilities, special interest rooms, kitchen facilities for little neighborhood celebrations and parties. I mentioned special rooms. An example would be the armories.

It provides at the same time the design so that they do not have to heat the entire school plant and a minimum of maintenance is required so you don't have to open up the entire school plant when you want to use a gymnasium, auditorium or armory. The cooperation that exists between the Board of Education and the District Recreation Board in my estimation is most commendable.

I might say that the District Commissioners a few years ago agreed to the principle that these new buildings which are in the recreation system plan would include these facilities.

The CHAIRMAN. Is it your plan to open all these facilities after school hours in the future?

Mr. CHRISTIANSEN. I will come to that matter a little bit later, Mr. Chairman. As I mentioned previously there are some 180 school properties in the District. Approximately 90 of them are in our recreation system plan.

The CHAIRMAN. Of course, the Chair meant in the not too distant future.

Mr. CHRISTIANSEN. Yes. We wish we could have the full use of these properties as far as funds are concerned, of course.

The planning and development for this year. Of course, we have a smaller appropriation which will provide 4 different playgrounds for youth, 2 recreation structures, and some land improvement.

Our proposals for the future: To meet the growing demands for increasing population on existing centers and to provide new development of grounds and new structures where the need is already manifesting itself, it is planned to expend during the next 10 years—that is what we are asking for in this 10-year program that Congress will have before them and our District Commissioners have been preparing—the amount of \$5,154,698. This planning includes the completion of facilities which were started to partially meet immediate demands; it also includes the cost for leadership, communications, supplies and equipment, and maintenance to give proper service to the residents of the District of Columbia.

This amount of money is broken down into two parts: Operation cost, which will amount to \$1,154,698. Operation cost, as you know, includes personnel, supplies, materials, and maintenance.

Capital improvement fund is \$4 million, part of the 10-year program, and in that 10-year program for the \$4 million we hope to provide development of additional ground sites for 52 different locations for \$1,075,000; year-round use of 2 swimming pools. They are adjacent to school property so they can be used by the school during the year. We want a night light for 20 different areas in the city.

Construction, remodeling, and completion of recreation buildings, 26 sites, \$1,235,000. This originally started out as a 6-year program and more recently has been extended to a 10-year program. So that if Congress is able to provide that amount of money, we will be able to go a long way in providing more adequate recreation.

Now, in the next section here on retrenchment I hope to answer some of the questions that Senator Hennings asked.

The CHAIRMAN. Do you treat in the paper your maintenance cost?

Mr. CHRISTIANSEN. Yes, that has been reflected.

Despite the fact that no increase was requested in part-time employment services for fiscal 1953, the Congress made a cut of \$20,000 in the budget. This resulted in program retrenchment as follows:

1. Closed 39 school playgrounds on Saturdays during the summer. Reduction in attendance, approximately 80,000.
2. Closed 33 youth centers one or more nights per week and reduced the staff 25 percent on all other nights during the fall and winter (16-week period). Reduction in attendance, approximately 200,000.
3. Eliminated 20 of the 51 shower stops which were operated during the summer as a part of the aquatic program. Reduction in attendance, approximately 40,000.
4. Closed all school buildings, operated on a neighborhood basis, after 4 p. m. on weekdays and all day on Saturdays during the fall, winter, and spring seasons. This means outdoor facilities are operated with leaders having no access to sanitation or first-aid facilities, drinking fountains, supplies or equipment, or shelter from inclement weather.

However, \$7,500 of the above cut was recovered as an increase in the 1954 budget estimates, leaving the net reduction at \$12,500.

In addition to the above cut, it is essential to point out that the Department must grant within-grade salary advancements to school custodians and our own part-time classified personnel, at a cost of \$4,000 and \$1,600 per year, respectively, funds for which have not been provided since the 1952 appropriation. In effect, therefore, our salary funds have been devaluated by \$5,600 each year since 1952.

To absorb these additional costs, it has been necessary to further curtail that portion of the program which is operated under these part-time funds. Unfortunately, restoration of these amounts, as well as requests for additional funds for program expansion, have been repeatedly denied.

Now, I would like to speak on the questions you raised, Senator Hennings. First of all, as far as the availability of school playgrounds is concerned, we have the responsibility because of the agreements that exist between our Board and the Recreation Board to provide the program on these grounds. As I pointed out to you, we do not operate all the school playgrounds because there are no funds to operate over half of the school properties in the District of Columbia because that fund would run into thousands of dollars.

But of the units in the recreation system plan it would be extremely beneficial to the community if we had additional funds to make greater utilization of the resources that are already available without providing a lot of additional facilities.

In other words, in the program we are now operating—let us take for instance, the summer program, I referred to the fact that we have had to cut back—we closed the school building property at 4 o'clock. We keep our grounds open in the summertime until dusk although we have no access to school buildings because of the custodial cost involved. We cut down our Saturday morning operation because there again we did not have money to pay the staff. Previously they had been open. We had to reduce our night operation in some cases from 3 or 4 nights to 1 and 2 nights, because, you see, the minute you open the school properties, custodian cost must be met.

Senator HENNING. May I ask a question at this point?

The CHAIRMAN. The Senator from Missouri.

Senator HENNINGS. Mr. Christiansen, you would think it helpful to the furtherance of your program, would you not, if you had control of all school property in the District?

Mr. CHRISTIANSEN. Senator Hennings, there is no question about having control of all the properties. We have control of the properties now for recreation use but there are no funds. It is a matter of finance.

Senator HENNINGS. I understood you to say when I asked you before that you do have control of all of the property.

Mr. CHRISTIANSEN. Yes.

Senator HENNINGS. Now in that connection how do you determine which ones are to be closed and your funds limit your area of activity?

Mr. CHRISTIANSEN. First of all, we are guided in the operation of our program on the basis of the recreation system plan and that plan indicates the distribution of those school centers that will serve the largest amount of our public.

Senator HENNINGS. They are all indicated, so to speak, in terms of density of population?

Mr. CHRISTIANSEN. Right.

Senator HENNINGS. And the requirement because of environmental factors of a particular area?

Mr. CHRISTIANSEN. That is right.

Senator HENNINGS. That is to say, in contrast to certain areas where more advantageously people live, where they have yards and grounds and where many of the children go to the private schools, you would, in terms of election, select a more congested area where there are no such opportunities.

Mr. CHRISTIANSEN. Right.

Senator HENNINGS. And then it becomes a process of elimination where you have to select between alternatives and that sometimes becomes very difficult, does it not, because you have to abandon one place in an area where it is badly needed in order to keep some of the other places.

Mr. CHRISTIANSEN. That is true. Another important factor is this, that is, originally the school buildings were not designed for community recreations.

Senator HENNINGS. Many of them are obsolete.

Mr. CHRISTIANSEN. That is right. They have small schoolyards. As I pointed out, on many of the new school properties now and we are buying additional land; on the land we previously bought there was no need in the past because of open lots and fields, which is no longer true. We have deviated from this system because some of the buildings do have better facilities, so therefore while I have indicated we are sticking to the plan as closely as possible, we have deviated so we can do a better job.

The CHAIRMAN. Mr. Christiansen, you spoke of the need for additional funds in your initial talk with the Senator from Missouri. Would you spell that out in dollars for us or do you intend to do that.

Mr. CHRISTIANSEN. I have it all in my testimony.

The CHAIRMAN. All right, proceed.

Mr. CHRISTIANSEN. I mentioned that the total amount of money that we included for the 10-year program, which includes provision of additional facilities and additional staff, is approximately \$5,154,-

000. That I might say indicates what the Commissioners are requesting as our part of the District's responsibility.

Unfortunately, of course, I do not want to leave the impression that our District officials and our appropriating bodies have not been fair. I think they have been very fair with us. At the same time we do have a critical financial situation in the District of Columbia and it means we are going to have to have help. And undoubtedly that help is going to have to come from the money we provide ourselves with in addition to what Congress can give us.

Mr. BEASER. Would it be possible to keep these play centers or recreation centers open by changing the hours that the employees work? For example, we noted that a number of the playground areas are open from 9 to 5:30 or 6, whereas the children get out at 4 o'clock in the afternoon. Could you stagger the hours of employees so as to keep these playgrounds open later, maybe in the early evening?

Mr. CHRISTIANSEN. May I answer that question in this way. First of all, where we indicated those hours of operation in the morning, those are preschool groups. There is no problem there. There is no problem of our staff. The problem is primarily one of custodial services. When the school custodian is working beyond his normal tour of duty, he becomes an employee of our board and we pay him the same rate of pay that he gets during his normal day. I think probably, if I might follow up your question, that there might be consideration given to staggering or revisioning some of the custodial hours.

Mr. BEASER. That is what I had in mind.

Mr. CHRISTIANSEN. I thought you referred to our staff. That is a very difficult problem because after all their primary responsibilities are the protection and maintenance of school property. We come in there in a secondary way for the most part because after all the basic responsibility of the school board is a formal education program. So we are attempting to adapt our program to fit the conditions with which we have to work.

Mr. BEASER. In relation to your map, how does that relate to the map that we have up there showing the high delinquency areas, just generally.

Mr. CHRISTIANSEN. A little later I will show you a little more about the area map and Mrs. Doyle later will cover our work on the youth council. I might say the recreation system plan in connection with what you have over there these are basically census tracts, are they not?

Mr. BEASER. Yes, but I am thinking in terms of where your play centers are located in relation to the high delinquency area.

Mr. CHRISTIANSEN. I might answer that question this way, for instance the Youth Council at the present time is now engaged in a pilot project in area B which was selected pretty much as an area in part of the community to do this pilot project and in that particular project we have seven different recreation centers in that area, playground and recreation centers.

Before I give you the conclusion, Mr. Chairman, I would very quickly like to refer to this map I have before me. The outline in red throughout the entire map breaks the city down into 26 areas.

The CHAIRMAN. Do you want to put it upon the chart?

Mr. CHRISTIANSEN. I don't want to take any testimony away from Mrs. Doyle, the chairman of our Youth Council, because she will go into details. All I want to show on this map— here are the number of recreation units that exist in relation to the 26 areas that the Commissioners' Youth Council has selected to set up these committees, the Youth Council committees, the yellow and blue indicate the different recreation centers in the 26 areas that are in the city.

I might say, too, that on the Commissioners' Youth Council of which there are 15 members, 5 of them from the District departments, police welfare, schools, and superintendent of recreation, are members of the overall committee. In addition, to that on the 26 area committees there will be approximately 2 persons selected from the public agencies in addition to lay personnel to attack this particular problem for which we are all responsible.

I merely brought that along. I know that Mrs. Doyle will cover more accurately the questions you have insofar as the Commissioners Youth Council is concerned.

Senator KEFAUVER. Will you orient us to that map?

Mr. CHRISTIANSEN. In making up that map our analyst used the different color insignia to indicate the regions "a" to "f" and regions "g" to "k," which correspond to divisions 1 and 2 of the public-school system. We have patterned our recreation system somewhat after the school administration program.

Of course, as you know we operate both segregated and nonsegregated units. In addition to that the blue and the brown indicate as to whether they are year around in operation or whether they are seasonal in operation. There are some 134 I referred to that didn't actually operate during the course of the year, 79 of them entirely during the year and 59 of them were added during the summer season.

Of the total appropriation that we received through our tax sources, approximately 85 to 90 percent of all expenditures are for children use. The remaining part is devoted to adult activities and of course many of the adults pay for their own recreation. So we don't pay entirely for their activities and their program.

With your permission, Mr. Chairman, I would like to proceed now to the conclusion.

The CHAIRMAN. You may proceed, sir.

Mr. CHRISTIANSEN. 1. In the District of Columbia there exists effective organization for the eventual provision of a comprehensive public recreation program.

2. Community organization has been affected for the utilization of public recreation resources, providing adequate funds are made available.

3. Appropriating bodies and officers have given fair consideration to requests for public recreation funds; however, restrictions covered by war shortages, postwar limitations, and now current financial problems have seriously handicapped advancement of the public recreation program.

4. The District of Columbia Recreation Department has given special consideration in providing attractive and wholesome recreation to fill the vast unscheduled hours of our youth.

5. While existing facilities and programs are reaching many thousands, there is a major deficiency in service to the public.

6. There is an increasing public awareness of the need to provide wholesome recreation opportunities on a neighborhood basis.

7. Participation in existing public recreation programs indicate youth's interest in taking part in a variety of wholesome and constructive forms of recreation.

8. Based on our experience, it has been demonstrated that parents and community leaders are anxious to assist in conducting recreation activities for youth if opportunities are available.

9. Consideration must be given to including young people in the planning and conducting of recreation programs; and that trained and qualified recreation leaders must give guidance to these programs.

10. Serious and immediate consideration must be given to correcting reductions that have occurred during the past 2 years in providing public recreation services to youth.

The CHAIRMAN. Does counsel have any questions?

Mr. BEASER. I have 1 or 2 questions.

Mr. Christiansen, since you did not read your full statement or the material on vandalism, it might be well if you gave it to the stenographer for the record.

The CHAIRMAN. Without objection the full statement will be incorporated in the record.

(The statement and attached information was marked "Exhibit No. 29," and reads as follows:)

#### EXHIBIT No. 29

#### STATEMENT OF MILO F. CHRISTIANSEN, SUPERINTENDENT OF RECREATION, DISTRICT OF COLUMBIA RECREATION DEPARTMENT

##### INTRODUCTION

The District of Columbia Recreation Department recognizes its responsibility as a positive force in the development of the city's youth. We thus accept the challenge and take our place beside the home, school, and church as a fourth living area with which our youth come into contact. We do not believe any of these areas provide a panacea for the problems of delinquency and crime, but that each has a vital part in preventing and lessening the incidence of juvenile delinquency.

Basically, children engage in recreation activities to satisfy their desire for self-expression, their longing for recognition and belonging, their appetite for competition, or their hunger for adventure. They are not aware of certain related benefits of improved health, personality and character growth, social adjustment and balanced living. It is because of these related benefits that we accept a part of the responsibility in the prevention of delinquency.

We thus appear today to tell you what we provide in the way of public recreation to the children of our city, what problems we have encountered, and how we desire to improve and broaden our program.

##### RESPONSIBILITIES OF THE BOARD AND DEPARTMENT

Public Law 534, 77th Congress, enacted April 29, 1942, created the District Recreation Board, combining the recreation program of the schools, the parks, and the District into a single agency to which the public could turn in all matters relating to public recreation.

As a result the District of Columbia recreation system plan, created by the National Capital Planning Commission, began to become a reality. This master plan provides for the extension of recreation areas into all sections of the city and the reservation of public land for recreation facilities in the congested sections of the city.

The recreation system plan contains approximately 160 existing and proposed areas, 26 being major centers. Generally speaking, a major center includes a junior or senior high school building and serves an area comparable to that served by such a school. These centers are theoretically located 2 miles apart.

Related to each of these major centers are the satellite or neighborhood playground units. These units are planned for locations approximately one-half mile apart.

One of the basic tenets of the system plan requires full utilization of public property for recreation purposes. Thus, the Recreation Board uses facilities and properties of several public agencies including the Board of Education, Office of National Capital Parks, National Capital Housing Authority, as well as District Government properties purchased specifically for playground purposes.

Lack of funds for development and operation prevents the full utilization of the recreation system plan. In many instances minor units are being used as major centers; in others additional areas are occupied in place of the units intended in the plan. In all such cases, programs must be modified to fit the particular site conditions.

As a means of implementing this plan there has been created a Coordinating Committee on Recreation Plans consisting of representatives from the Recreation Department, the National Capital Planning Commission, the Office of National Capital Parks, the public schools, the District Repair Shop, the Municipal Architect's Office, and the recreation and group work section of United Community Services.

The function of this committee is to process all technical data related to the acquisition, planning, development and maintenance of recreation facilities. The committee reviews plans for new construction and recommends improvement or adjustments in keeping with optimum use of facilities and properties.

#### SCOPE OF THE PROGRAM

The Department conducts a diversified program of recreation, including activities for the preschool age child, children, youth and adults on a year-round basis. These programs include physical, creative, social, cultural and mental activities, and offer a vast opportunity for many thousands of volunteers who find their recreation in being of service to other people.

The physical activities program includes highly organized sports, games, tournaments, meets, and contests as well as informal types of games. Creative programs include arts and crafts and many other activities involving use of the hands. Social activities include seasonal parties, social dances, family fun nights, movies and other activities for social gatherings. Cultural activities include dramatics, festivals, music, folk, square, and ballroom dancing. Mental activities include debating, spelling bees and quiet games.

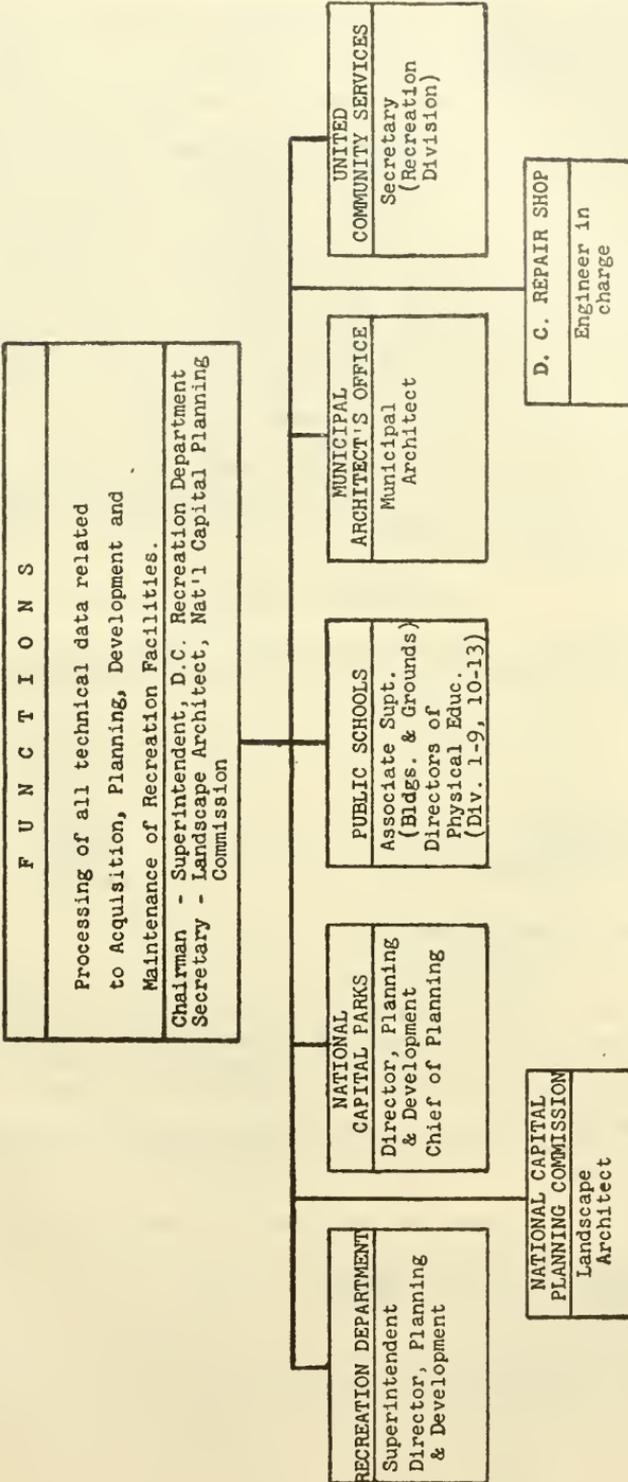
These activities are conducted at 79 year-round operations, 55 seasonal operations, 9 day camps and 4 play streets for a total of 147 areas of operation. The 9-day camp programs are conducted during the summer for children 7 through 14 years of age.

The aquatic program includes 2 indoor swimming pools, 2 outdoor pools, 12 shower routes, and 11 wading pools. The aquatic attendance for fiscal 1953 was 139,979.

In addition, the Citywide Division has special programs designed to serve adults through citywide recreation centers. For the most part school buildings are used for indoor sports and special-interest groups and outdoor park areas for summer sports.

The Department makes its facilities available to many youth organizations in the city for regular meetings and programs. Boy and Girl Scout troops, Camp Fire Girls, Police Boys Clubs, Junior Police and Citizens' Corps, the YWCA, YMCA and many other youth serving groups are regular users of playgrounds, school and community buildings. The Department gives assistance to these agencies in various aspects of their program. In turn these groups

COORDINATING COMMITTEE ON RECREATION  
WASHINGTON, D.C.



frequently participate in special programs conducted by the Department such as the Walter Johnson Memorial Baseball Leagues and the 1-act play tournaments. Groups desiring to present dramatic shows or pageants may borrow costumes from the Department.

Recreation for the entire family as a family group is one of the basic aims of recreation. To support this objective the Department frequently conducts special programs on neighborhood playgrounds specifically designed to attract the entire family. Picnics during the summer, family fun nights, community movies, May festivals, Christmas parties and similar activities are planned throughout the year. For larger groups, the Department issues permits for the use of park areas for picnics. Athletic kits, song sheets, suggested menus and advisory program services are provided these groups upon request.

The bulk of the program is conducted for youth or teen-agers at 134 year-round and seasonal units. One hundred and seventy-nine full-time or part-time classified trained recreation leaders are employed to lead the year-round program of activities for youth and teen-agers. Two hundred and fifty additional leaders are hired during the summer months to carry on the expanded program during school vacation. Approximately 1,500 volunteers aided the staff in carrying on activities for children and youth.

Evening centers, during the winter months, are operated primarily for youth or teen-age groups in school buildings until 9 p. m. or 10 p. m. The expanded summer program operates from 9 a. m. until dusk Monday through Friday and at a large number of units one-half day on Saturdays and Sundays. Over 5 million children and youth participated in the Department's program during the 1952-53 fiscal year.

#### PAST AND PRESENT PROPOSALS FOR EXPANSION

##### (a) Program

Since inception of the Recreation Board in 1942 (fiscal year 1943) the appropriation for operating expenses has increased from \$379,788 to \$1,589,650, as follows:

	1943	1954	Increase
Classified positions.....	122	207	85
Part-time employment.....	\$200,162	\$297,050	\$96,888
Maintenance funds.....	\$36,535	\$373,255	\$336,720
Centers or units operated.....	122	<sup>1</sup> 147	25
Attendance (aggregate).....	8,138,292	<sup>1</sup> 13,470,575	5,332,283

<sup>1</sup> Annual report fiscal year 1953.

#### BASIS FOR PLANNING AND DEVELOPMENT OF UNITS

The basis for planning and development of land and structural facilities is formed as a result of careful study of community needs as well as topographical features and technical aspects of planning. Priority for order of development is assigned projects predominantly because of the urgency of need in the area under consideration.

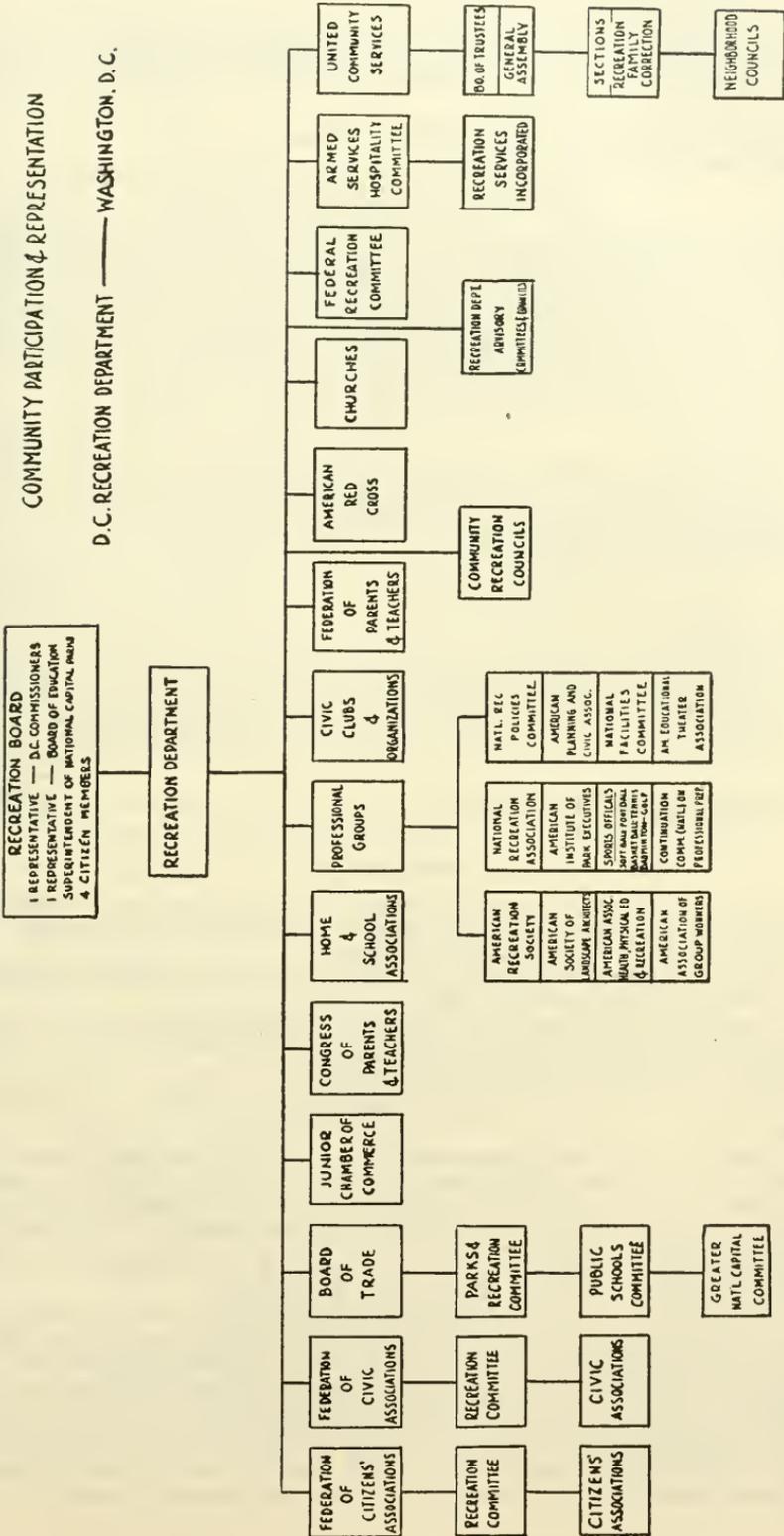
During the war years, our development program was curtailed, but with the lifting of restrictions in the postwar period, we have been enabled to accomplish the following:

##### *Planning and development accomplished, 1943-53*

New recreation buildings.....	17
Improvements to existing buildings.....	2
Modernization of swimming pools.....	2
Night lighting for unit.....	1
Concrete bleachers on unit.....	1
Land development completed on units.....	13
Land development partially completed.....	38
Minor grading of units.....	6

COMMUNITY PARTICIPATION & REPRESENTATION

D. C. RECREATION DEPARTMENT — WASHINGTON, D. C.



## PLANNING AND DEVELOPMENT FOR CURRENT FISCAL YEAR—1954

It is expected that appropriated funds amounting to \$200,000 will be completely obligated for our current program as follows:

Land improvement, major areas.....	4
Recreation structures (complete units).....	2
Partial land improvement projects.....	4

## PROPOSALS FOR THE FUTURE—1954-64

To meet the growing demands for increasing population on existing centers and to provide new development of grounds and new structures where the need is already manifesting itself, it is planned to expend during the next 10 years the amount of \$5,154,698. This planning includes the completion of facilities which were started to partially meet immediate demands; it also includes the cost for leadership, communications, supplies and equipment, and maintenance to give proper service to the residents of the District of Columbia.

This amount of money will be expended as follows:

## (a) Operations

79 positions to service 24 units.....	\$24, 870
Part-time employment to service 14 units.....	14, 378
Communications (telephones, postage).....	3, 250
Supplies and equipment.....	76, 200
Maintenance.....	784, 000
<b>Totals for (a) Operations.....</b>	<b>1, 154, 698</b>

## (b) Facilities

Development of sites, 52.....	\$1, 075, 000
Year-round-use swimming pools, 2.....	1, 300, 000
Night-lighting facilities for units, 20.....	400, 000
Construction, remodeling, and completion of recreation buildings, 26.....	1, 225, 000
<b>Totals for (b) Facilities.....</b>	<b>4, 000, 000</b>
<b>Grand total.....</b>	<b>5, 154, 698</b>

## RETRENCHMENT

Despite the fact that no increase was requested in part-time employment services for fiscal 1953, the Congress made a cut of \$20,000 in the budget. This resulted in program retrenchment as follows:

1. Closed 39 school playgrounds on Saturdays during the summer. Reduction in attendance, approximately 80,000.

2. Closed 33 youth centers 1 or more nights per week and reduced the staff 25 percent on all other nights during the fall and winter (16-week period). Reduction in attendance, approximately 200,000.

3. Eliminated 20 of the 51 shower stops which were operated during the summer as a part of the aquatic program. Reduction in attendance, approximately 40,000.

4. Closed all school buildings, operated on a neighborhood basis, after 4 p. m. on weekdays and all day on Saturdays during the fall, winter, and spring seasons. This means outdoor facilities are operated with leaders having no access to sanitation or first-aid facilities; drinking fountains; supplies or equipment; or shelter from inclement weather.

However, \$7,500 of the above cut was recovered as an increase in the 1954 budget estimates, leaving the net reduction at \$12,500.

In addition to the above cut, it is essential to point out that the Department must grant within-grade salary advancements to school custodians and our own part-time classified personnel, at a cost of \$4,000 and \$1,600 per year, respectively, funds for which have not been provided since the 1952 appropriation. In effect, therefore, our salary funds have been devaluated by \$5,600 each year since 1952. To absorb these additional costs, it has been necessary to further curtail that portion of the program which is operated under these part-time funds. Unfortunately, restoration of these amounts, as well as requests for additional funds for program expansion, have been repeatedly denied.

## MAINTENANCE PROGRAM

The proper maintenance of grounds and buildings is an important phase of the program. To perform the minimum maintenance for all units under the jurisdiction of the Department for the current year, the sum of \$373,255 is required. Intensive and overcrowded use of our areas puts an abnormal strain on both equipment and facilities.

## CONCLUSIONS

1. In the District of Columbia there exists effective organization for the eventual provision of a comprehensive public recreation program.
2. Community organization has been affected for the utilization of public recreation resources, providing adequate funds are made available.
3. Appropriating bodies and officers have given fair consideration to requests for public recreation funds, however, restrictions covered by war shortages, postwar limitations and now current financial problems have seriously handicapped advancement of the public recreation program.
4. The District of Columbia Recreation Department has given special consideration in providing attractive and wholesome recreation to fill the vast unscheduled hours of our youth.
5. While existing facilities and programs are reaching many thousands, there is a major deficiency in service to the public.
6. There is an increasing public awareness of the need to provide wholesome recreation opportunities on a neighborhood basis.
7. Participation in existing public recreation programs indicate youth's interest in taking part in a variety of wholesome and constructive forms of recreation.
8. Based on our experience, it has been demonstrated that parents and community leaders are anxious to assist in conducting recreation activities for youth if opportunities are available.
9. Consideration must be given to including young people in the planning and conducting of recreation programs; and that trained and qualified recreation leaders must give guidance to these programs.
10. Serious and immediate consideration must be given to correcting reductions that have occurred during the past 2 years in providing public recreation services to youth.

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MATERIALS REQUESTED FOR JUVENILE DELINQUENCY HEARINGS, DISTRICT OF COLUMBIA RECREATION DEPARTMENT, NOVEMBER 18, 1953

Submitted by Milo F. Christiansen, Superintendent

I. EXTENT OF VANDALISM WITHIN LAST 12 MONTHS

- A. Nature of material or objects damaged or destroyed:
  1. Materials damaged or destroyed:
    - (a) Athletic equipment (balls, uniforms, etc).
    - (b) Craft materials (handicraft and other materials).
    - (c) Office supplies (paper, ink containers, files, etc.):
  2. Objects damaged or destroyed:
    - (a) Windows, screens, curtains, doors, and interior lights.
    - (b) Furnishings (desks, chairs, etc.).
    - (c) Confectionary machines.
    - (d) Walls and ceilings (occasionally).
    - (e) Apparatus, water fountains, and fences.
    - (f) Public address systems, record players, etc.
- B. Circumstances surrounding acts of vandalism:
  1. Primary qualifications determining the occurrence of vandalism.
    - (a) Desire for personal or gang possession of athletic equipment (to be used in alleys, lots, park areas, neighboring country stadiums, and for sale purposes).
    - (b) Desire for money from confectionary machines.
    - (c) Temptation and thrill for general destruction.
    - (d) Gaining entrance illegally (cutting holes in fence, breaking locks, windows, etc.)
    - (e) Possibility of being deprived of facilities during operation.

- C. Problems peculiar to your particular operation which have or might relate to vandalism:
1. Location of facilities:
    - (a) Remote location from neighboring residential areas.
    - (b) Usually surrounding areas have no lights or are poorly lighted.
  2. Human aspect:
    - (a) Occasional failure on part of employees to check and lock all entrances before closing buildings.
    - (b) Lack of interest in some communities to civic responsibilities.
- D. Hours of day or night wherein such vandalism occurs most consistently or with greatest frequency:
1. Usually occurs after hours of operation, over weekends and holidays:
    - (a) Generally established between 10:30 p. m. and 1 a. m.
- E. Instruments with which acts of vandalism were perpetrated:
1. Heavy objects to break windows.
  2. Tools (hammer, screwdrivers, large knives, etc.).
  3. Keys (skeleton or duplicate).
- F. Information as to whether such vandalism is carried out by individuals or groups:
1. Usually by groups in form of gangs.
  2. Individuals occasionally (usually vengeful).

## II. YOUR AGENCIES' EXPERIENCE WITH LOCAL POLICE SERVICES

- A. Whether cooperation is secured:
1. General checkup of property by Park Police, routine in performance of their duty.
  2. Secure special aid for special programs such as large community celebrations, special athletic contests, and large social gatherings.
  3. Metropolitan Police and Park Police most cooperative.
- B. Whether such services are effective in meeting the problem:
1. Most of the time such services are very effective.
  2. Lack of police personnel sometimes hampers control at large gatherings for special events.
- C. What preventive measures have been taken by your agency or others to prevent recurrence of vandalism:
1. Trained community youth for leadership duties.
  2. Organized recreational clubs on playgrounds based on interest and need.
  3. Recreation leaders and administrators have been active in planning and working with other existing community agencies in neighborhoods for the prevention and reduction of vandalism.
  4. Planned, organized, and operated a broad and varied program of recreational activities.
  5. Citizenship campaigns and contests for children and youth.
  6. Utilization of volunteer services to develop more neighborhood interest in the recreation program.

## III. HOW CAN WE EXPAND OUR PROGRAM IF FUNDS WERE AVAILABLE?

- A. Proposed expansion:
1. Employ needed qualified personnel (recreation leaders) to man playgrounds and recreation centers now completed but not operating at all, or only partially.
  2. Extend present programs to operate at more units on weekends and holidays.
  3. Extend our evening center operations to more nights per week at centers where we are now operating only 2 or 3 nights.
  4. Extend hours of daily operation both day and evening.
  5. Operate in centers which are closed as a result of no funds for operations.
  6. Begin operation of our evening programs earlier in the fall and extend them through the spring season.
  7. Open summer playgrounds earlier in the summer and extend their operation into mid-September.

8. Begin the aquatic program earlier and operate through Labor Day.
9. Purchase of more and varied equipment thus providing for a broader and varied activities program.
10. Extend custodial hours so we can have indoor facilities where we now operate without access to indoor facilities.
11. Extend custodial services to include weekend maintenance.
12. Provide better maintenance at existing units and maintain additional units which may be put into operation.

**B. Long-range expansion:**

1. Complete plans, construction, and development of areas so badly needed for recreational purposes.
2. Provide night lighting in areas to extend activity programs longer in the evening.
3. Construct urgently needed swimming pools in and for the District of Columbia.
4. Increase personnel and maintenance needs to meet expanding program development.

Mr. BEASER. Mr. Christiansen, there have been statements made at hearings before this subcommittee that many of these programs do not reach the child who will ultimately have serious brushes with the law. He is not attracted to the program that is being conducted. What efforts are you making to attract that kind of child?

Mr. CHRISTIANSEN. I can best answer that by stating this, that we attempt insofar as possible, to work very closely with the school personnel. We work very closely with the private and voluntary agencies. We attempt to provide as attractive and as wholesome a program as possible. We are not able to give the close personal treatment and counseling possibly that many of the other agencies do, but at the same time we find this, that many times our recreation leaders can do a better job in working with these people than the clergymen, the school teacher, or possibly some other professional person because they know the boy and girl in their unscheduled hours of play. They are at the playground and recreation centers, they know them as normal individuals and doing something which they want to do by choice rather than doing something by law. So we have these people to watch for these occurrences and watch for these potentials and then make every effort to encourage them to participate in our programs.

Mr. BEASER. Do you find that boys and girls who, while on probation from juvenile court, are attracted to your program and are using your facilities?

Mr. CHRISTIANSEN. I would say some of them are.

Mr. BEASER. In very large numbers?

Mr. CHRISTIANSEN. I would not be able to answer that specifically.

Mr. BEASER. Have you had any experiences or have you utilized what is known in New York parlance as detached workers, the worker who will go out and work with a gang of boys as one of them?

Mrs. SMITH. Our leaders work actually out in the neighborhood and get to know that neighborhood as if they lived there and in some cases they do move into the neighborhood, they know almost every youngster in the neighborhood and they can pretty much tell when a boy is not in school for a couple of weeks at a time. They pretty much know if there is trouble in the home.

Our people are not trained social workers, but they do have a feeling for youngsters and they do have a feeling when something is amiss.

While we don't employ them as detached workers, people who just

get out into the community and seek out gangs, I think they do that as a part of their responsibility.

I quite often will see a leader several blocks away from a playground talking to a bunch of boys. Perhaps we know there is a gang in the junior high school, on occasion we hear that these youngsters are engaged in activities that are not wholesome.

That leader will be on the corner across the street from the school when they come out of school and talk with them, try to get them into a basketball league, try to get them interested in some other activity in our center.

They are roving workers.

Mr. CHRISTIANSEN. In our inservice and preservice training of our staff, one of the techniques we encourage, of course, is that the worker go back and forth to the grounds by different routes, get back off the main drag and find out why these children are playing and become familiar with their interest and attempt to provide them with things they want at the playground.

Mr. BEASER. Have you been making any special effort to attract the teen-age group to your activities?

Mr. CHRISTIANSEN. That is the heart of our activity.

Mr. BEASER. Are they participating now in the planning of the programs themselves?

Mr. CHRISTIANSEN. Yes, they do. We have our teen-age centers where the members of some of the committee plan these functions. We consider that as an important element in providing wholesome recreation. They must participate.

Mrs. SMITH. We use them as volunteer junior leaders, also.

Mr. BEASER. In the recreation centers?

Mr. CHRISTIANSEN. Yes; in the playgrounds, too.

Senator HENNINGS. Do you have much difficulty in recruitment of the leaders and junior leaders?

Mr. CHRISTIANSEN. We have some difficulty in our recruitment for our personnel, our professional leaders.

Mr. BEASER. That means you do not have enough of them?

Mr. CHRISTIANSEN. Not only that, but I would like to refer to the same thing that everybody else refers to. The salary schedules are low, and we don't attract the people we would like to attract. Unless they want to go in this work they won't go in the work for the salaries they get.

Mrs. SMITH. I think it is interesting that many people have stayed with us throughout the years because of their sincere interest in young people.

Some of those people, 30, 35 years in our department.

Mr. CHRISTIANSEN. I want to leave this impression with this subcommittee, you don't have to restudy a lot of facts around why the community does not get organized. This community is very well organized. We have excellent relations, working relations, with united service groups. We have the public structure upon which you can put the meat or the skeleton.

We have those things and the groundwork well established. It is primarily a matter of listing the resources that are available through volunteer system and getting additional funds to expand the opportunities here.

As we can all understand and appreciate, the importance of good wholesome constructive recreation can't be minimized. It has taken its place definitely with the schools, the churches, and the home in its importance.

The CHAIRMAN. Mr. Christiansen, will you tell the subcommittee something of your relationship with the police authorities, with the juvenile court?

Mr. CHRISTIANSEN. I would be glad to.

The CHAIRMAN. And other general agencies responsible for this great problem of delinquency.

Mr. CHRISTIANSEN. As I said before, we have good relations with the school board and school officials. We have the same kind of relations with our police officials, the Park Police, Metropolitan Police, in attempting to work out some of the problems that occur in these various areas of the city where we have immediate responsibility.

Many times we ask for their help and assistance. Many times they refer boys to our grounds for activities. We have in the years past worked with the juvenile court. They had an advisory committee one time on which we served, representatives of our department, in which different cases were discussed and the treatment for various types of cases.

The CHAIRMAN. You say years past. That is not so today, then?

Mr. CHRISTIANSEN. We don't serve on the advisory committee any longer. Mrs. Doyle used to be chairman of that committee at one time and Mr. Shaw was a member of that committee, too.

The CHAIRMAN. Is there any good reason why you should not serve on that committee?

Mr. CHRISTIANSEN. No, sir; I think we have a very definite contribution to make; on the positive side, certainly, on the preventive side.

Senator HENNINGS. Is there any reason given?

Mr. CHRISTIANSEN. The committee has not been functioning for some time.

Mrs. SMITH. I think the committee is limited to a certain number.

Mrs. DOYLE. For the last 2 years the committee has been appointed by the judge of the juvenile court, herself, and before that the committee operated independently and I believe Mr. Shaw was chairman.

Mr. CHRISTIANSEN. I think, too, the things that can be done are going to be reflected in these committees that are being established, the area committees under the District Council, because there they are getting right back to the grassroots where these kids actually live back in the neighborhoods.

These 26 committees ought to be extremely valuable and helpful.

The CHAIRMAN. We have had a lot of testimony before this subcommittee about a place called Dixon Court and other similar housing situations in the District. What do you do to try to attract the children from those slum areas, get them out in your parks, out in the sunshine?

Mr. CHRISTIANSEN. The Dixon Court you refer to in this particular instance is approximately 2 to 3 blocks from 2 of our recreation centers, the New York Avenue playground and Walker-Jones. There, again, as Mrs. Smith previously testified, our workers are doing the job, they will note the conditions that exist so far as recreational needs

are concerned. We work with the civic associations and parent-teacher groups attempting to find out what some of these needs are and if we can provide them, we will attempt to do so.

Mrs. SMITH. One of the interesting things that our Department is doing and something we are criticized for is our preschool play centers where we reach the youngsters 3 to 5. We feel not only do the children learn to play together when they are very young, but we have a wonderful way of getting mothers out. You know, mothers are interested in working with tiny tots when they are not so interested in working with their older children.

But they establish a good habit of volunteer service and they learn a certain skill which they are proud to volunteer their services for.

We feel that that program of ours will perhaps be telling a different story when our 5-year-olds are reaching 13 and 14 years of age in years to come.

Mr. CHRISTIANSEN. The important thing, too, is that the mother-child relationship from the play experience is extremely valuable because as the child becomes older the child does not grow as much away from the parent as many of them do today.

We try to do everything possible to hold the family together in some of our planning of our programs and these preschool play programs are a method through our clinics and through our council programs, training programs, to help train the mothers so they can work with them on this program.

Mrs. SMITH. We have mothers council of several hundreds of mothers and now they are interested in hearing projects and sight-conservation projects, and things that some of those mothers would never have been interested in before.

Senator HENNINGS. Do you have any disciplinary problems or problems which might ultimately result in the exclusion of some children from playgrounds?

Mr. CHRISTIANSEN. Yes, sir; we do quite frequently.

Senator HENNINGS. I assumed you would.

Mr. CHRISTIANSEN. We certainly do.

Senator HENNINGS. How do you handle those circumstances when they occur?

Bearing in mind that sometimes the children who cause the most trouble are the ones who need your program most.

Mrs. SMITH. We try to work with children without actually saying, "You cannot come onto this playground." We feel that once we say that we have lost a child.

Now, if a youngster cannot play on a softball team for half the season, that is a severe penalty to most boys, or if they have to be excluded from another activity on the ground, or if they can't be a junior leader, you would be surprised what sort of penalty that is to a youngster.

We don't actually say, "Don't come on this ground." We talk with parents when we have difficulty. If a child really gets in serious difficulty on a playground or community center, our leader goes immediately to the parents.

That is one of the regulations in our Department, that the leader contacts the parents, no matter what.

Then we get working with school officials or a church in the neighborhood or another social agency.

I think we should tell you people in a good many of these neighborhoods we have what we call a recreational council, youngsters sit on that council, other social agencies, school representatives, parents, and they all come together to talk about the recreation of their children and of themselves; the parents are involved in this recreation business, too.

Lots of things are ironed out right there in the neighborhood. We know a lot more could be done and we are working with what we have.

The CHAIRMAN. Mr. Christiansen, somehow or other on these problems that are related to juvenile delinquency we get into the subject of cost, ultimately we do. I wonder if you, as superintendent of recreation, have conceived of a fully adequate program in every sense of the word for the District of Columbia.

Mr. CHRISTIANSEN. I might say that approximately, I believe the Commissioner, before Russell Young went out, worked out a program. He said, "If you had a magic wand and you could wave it how much would it take to do a comprehensive job?"

The CHAIRMAN. That is what I was going to ask, what would it cost?

Mr. CHRISTIANSEN. This was approximately about 4 years ago. Our staff members sat down and went through every aspect of providing every facility, running them as full as we could within reason. To the best of my recollection, that figure we came up with was somewhere between 7 and 8 million dollars. That is, if we could do everything we wanted to do.

The CHAIRMAN. Seven or eight million dollars annually?

Mr. CHRISTIANSEN. Right. That is not an operating figure. That is the capital improvement program.

The CHAIRMAN. Now, how about operating?

Mr. CHRISTIANSEN. The operating expense will run approximately 10 to 20 percent of that figure, in addition to the capital improvement program.

The CHAIRMAN. That would be just for the District of Columbia?

Mr. CHRISTIANSEN. That is to do a comprehensive job.

Senator KEFAUVER. Mr. Christiansen, I was interested in your response to the chairman. On page 6 of our statement you said in the next 10 years you expect to spend an additional \$5,154,000. That is at the current rate of your expenditures?

Mr. CHRISTIANSEN. That is correct. That is what we have asked for.

Senator KEFAUVER. You have development of sites. Is that what you call capital outlay?

Mr. CHRISTIANSEN. Yes.

Senator KEFAUVER. \$1,075,000. That is what you think should be 7 or 8 million dollars?

Mr. CHRISTIANSEN. I say we started out with a bigger program, but that has been cut down considerably. The District has had to reduce that total capital improvement program way down from what originally the Department heads has asked for.

Senator KEFAUVER. You are getting \$1,075,000; is that correct?

Mr. CHRISTIANSEN. Yes. Our present budget is about \$1,600,000, roughly. That is what we get for operating money.

Senator KEFAUVER. I do not understand that because on page 5 you have a figure of \$13,470,000 for 1954.

Mr. CHRISTIANSEN. That is attendance, Senator Kefauver. That is not money.

Senator KEFAUVER. Where is your annual budget?

Mr. CHRISTIANSEN. The annual budget is not in here. I might say on page 5 there is one figure at the top of the page that says our total budget today is \$1,589,650. That is the current operating budget that Congress allows us each year.

The figure before indicates what we started out with when the Board was created in 1943.

Senator KEFAUVER. What do you think that budget should be?

Mr. CHRISTIANSEN. If I might say, if I could wave this magic wand, it ought to be approximately \$750,000 in addition to what we now have for operating expenses.

I am talking about operating money now, approximately seven to eight million dollars for capital improvements.

You see, we have had to refine this thing way down to stay within the figure that the District officials have limited us to in connection with our request for funds.

So the 10-year program does reflect those limitations. It does not actually reflect what the total needs are by any means.

Senator KEFAUVER. What has been the increase in the population of the District from 1943 to 1954?

Mr. CHRISTIANSEN. That figure has varied, Senator Kefauver, as you well appreciate, from the war conditions and postwar period. Up until 1940 the District, of course, as you know, had quite a rapid increase in population. It soared to a little over 900,000 at the peak of the war period, about 1945; then it has tapered off so it is approximately 860,000 now.

Those figures may vary five to ten thousand, depending on how current those statistics are.

Eight hundred and sixty thousand is what we normally consider our population. In 1941 and 1942, when the Board was created, we were way behind in development at that time and since that time, of course, we had had this increase.

Senator KEFAUVER. Mr. Christiansen, how does the amount you spend on recreation in the District compare with other cities of approximately a million people?

Mr. CHRISTIANSEN. I can answer that in this way, Senator Kefauver: First of all, might I say that for the record it would be interesting to indicate here that the national standard that has been recommended for parks and recreation is \$6 per capita. We spend 34 cents per capita in Washington.

I might also answer your question this way: I know of no large city that spends \$6 per capita. That is a standard that was established very recently and to my knowledge nobody ever spends \$6 per capita.

That is a goal, a standard that has been recommended by national park and recreation authorities.

The cities of Los Angeles and Chicago are probably the highest in per capita expenditure. I cannot at this time give you the actual per capita expenditure, but it is a little bit more than we spend here in Washington.

Baltimore spends a little less than we do.

The CHAIRMAN. Any further questions, Senator Kefauver?

Senator KEFAUVER. I did want to ask Mr. Christiansen about how many volunteers do you have devoting some attention, some time, to the recreational service?

Mr. CHRISTIANSEN. Before you came in, Senator Kefauver, I made a point of that very question because it is a normal question that occurs frequently in our appropriation hearings.

As you know, our community recreation program provides excellent opportunities for community and volunteer participation.

Senator KEFAUVER. I did not want you to repeat what you testified before.

Mr. CHRISTIANSEN. Eighteen hundred is the approximate figure in our program which in man-hours amounts to 77 full-time workers.

Senator KEFAUVER. I believe that is all.

The CHAIRMAN. The Chair has one more question.

Is the Chair correctly informed that in this year's appropriation you ask for \$1,870,225 and you were allowed \$1,589,650?

Mr. CHRISTIANSEN. That is correct.

The CHAIRMAN. Thank you very much.

Mr. CHRISTIANSEN. Thank you very much.

The CHAIRMAN. Counsel will call the next witness.

Mr. BEASER. Mrs. Meyer.

The CHAIRMAN. Mrs. Meyer, the subcommittee welcomes your presence here this afternoon. We are not going to swear you because we think your testimony is going to be factual and it will not involve any personalities.

Mrs. MEYER. I think you ought to swear all or none, just as a matter of fairness.

The CHAIRMAN. Do you swear that the evidence you are about to give before this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Mrs. MEYER. I do.

#### TESTIMONY OF MRS. AGNES E. MEYER, REPORTER ON SOCIAL PROBLEMS, WASHINGTON, D. C.

The CHAIRMAN. Counsel, you may proceed.

Mr. BEASER. Would you give your full name and address to the reporter?

Mrs. MEYER. My name is Agnes E. Meyer, 1624 Crescent Place. I have lived in the District about 37 years. I have been a reporter. I have been asked by the way, gentlemen, to report on this problem of juvenile delinquency on a nationwide basis and to emphasize especially what we can do about it.

Mr. BEASER. Do you have a prepared statement?

Mrs. MEYER. Yes, I have. I have been a reporter on social problems for many years. I can refer to Senator Kefauver for a recommendation because I did three jobs in his State that he knows about.

Senator KEFAUVER. Yes, and let me say that I think Mrs. Meyer is one of the most eminently qualified citizens in our whole country to give us advice and counsel and factual information which we need.

Mrs. MEYER. I thank you, Senator.

Senator KEFAUVER. I have followed Mrs. Meyer's outstanding work for many years with a great deal of admiration and appreciation. I

know that our entire subcommittee is thankful for your contribution here today.

The CHAIRMAN. Mrs. Meyer, the Chair wishes to state that we take judicial notice of your accomplishments and your contributions to your country.

Mrs. MEYER. I am greatly honored.

Senator KEFAUVER. You mentioned the three services you rendered in the State of Tennessee. I know of more than that. I wish you would find time to give us more of your attention.

Mrs. MEYER. That is kind of you, Senator.

After a tour of the British Isles, in October 1942, I spent several years during and after the war traveling through our war centers from coast to coast and through our agricultural areas, studying the impact of the American war effort upon the individual, the family, and the community.

I saw juvenile delinquency and crime increase by leaps and bounds during the last war. Not that we lacked manifestations of this kind before the war. A nationwide depression had already impaired human relations in our country and weakened family bonds.

But so sudden and so great was the increase in juvenile misdemeanors of all kinds after the war began that at first city officials tried to conceal from me their court records. Each city at first feared that it alone was unable to control adolescent behavior and that its good name would suffer if the facts were revealed.

I, myself, was silent about this problem for about 2 months until I arrived in Wichita where an excellent child guidance clinic had reliable information and statistics on the social, economic, and psychological effects of the war effort which confirmed the appalling material I had been gathering.

Gentlemen, the havoc wrought in our social structure, the rise in the divorce rate, the broken homes, the neglect of children, was not wholly due to lack of character and stamina in our people. When war came, the Manpower Commission called upon civilians, men and women alike, to go into the factories without making the slightest provision for their protection or that of the children. The population responded in droves from every section of the country. Whole families migrated in their jalopies, and started a job-jumping trek without a thought of the hardships they would have to endure.

The human suffering that ensued, the frightful living conditions, the immorality of adults witnessed by children in overcrowded rooms where people occupied the beds around the clock, the shameful indifference to children on the part of parents who earned bonanza salaries for the first time in their lives, all constituted a picture of moral degradation which led me to entitle my book on war reports "Journey Through Chaos."

In article after article published over a period of two years in the Washington Post, I gave vivid case studies to alert the country to the fact that adult and juvenile delinquency and crime had become the Nation's No. 1 problem.

On the basis of other studies, I described in detail what the best organized communities were doing and what more could be done to control and prevent the further moral disintegration of our people.

When my reports were first published, the whole country was shocked. Many articles were written and speeches were made about

juvenile delinquency, but nothing of a fundamental nature was done.

Gradually, we became so hardened to the constant rise of juvenile crime that everybody began to take it for granted. Yet the FBI reports that of all persons arrested in our country in 1952, charged with the commission of crime, almost 50 percent had not yet attained their 21st birthday.

The main causes and methods of prevention of juvenile delinquency have been clear ever since the end of World War II, and yet our people have lacked the foresight, the courage, and the will power to institute anything but minor palliatives for its prevention and cure.

A superficial approach to the problem is like putting a court plaster on a deep gangrenous wound. This evident lack of concern and initiative is a disgrace to the Nation. We should not merely ask ourselves what is wrong with our teenagers; we should have the courage to ask: What is wrong with America?

I will not repeat in detail the causes for juvenile delinquency. You can read them in my book and you have heard them outlined by dozens of witnesses. I will confine my testimony to the fundamental reasons.

The new delinquency—

I stated during the war—

stems more from psychological than economic causes. Basic to it whether among adults or children is a deep feeling of insecurity that finds expression in all sorts of antisocial behavior.

No bombs fell upon our country during the war, but through our failure to provide for the care of warworkers and their families, our homes, our families and our social structure as a whole have been blitzed as seriously as those of any European nation.

Yet the postwar migrations were such that our social instability became aggravated. The trend toward urbanization, already a menace to our industrialized Nation before the war, suddenly took on the speed and volume of an avalanche.

I submit herewith a countywide study of juvenile delinquency made in 1950 in Prince Georges County, Md., whose accuracy has never been challenged. In it I say on the basis of fact and figures:

The tensions to which American children are being exposed in this postwar upheaval are as acute, if not worse, than the strain of the war period. If we do not conquer the difficulties created by the rapid expansion of our cities, we shall alienate American youth from society and produce more delinquency and crime in the next 10 years than the present shameful record due to neglect of children during the war. The impression our children are getting of democracy could not be more unfortunate.

We are endangering the future of our democracy—

this report continues—

because our political and social institutions, particularly our schools, have not kept pace with the physical progress that technology can create with frightening rapidity. The havoc wrought by this lag between social and scientific progress must be understood if we are to feel the need to bridge the gap with sufficient urgency. I had the sensation as I studied conditions in Prince Georges County—conditions not unique, but repeated throughout the Nation—that a great fire is raging in our social foundations which threatens the whole structure. It is high time we stop pretending that it will burn itself out without doing much damage.

On the basis of long study of juvenile delinquency, I am convinced that all efforts at prevention and correction must have two principal aims in view. We must stabilize the American family and this can be achieved only by stabilizing the community. And since this will take much effort and time, we must use the public-school system to pinch-hit for the family and protect our children as best we can by integrating the public schools with the life of the community.

Let me begin with the suggestions I have outlined in *Journey Through Chaos*, and especially in my last book, *Out of These Roots*, for the reorganization of the community.

What has to be overcome is the terrible isolation of the individual in our heartless, competitive society in which life has become meaningless to many young people because it offers them few visible avenues to genuine satisfaction. We have enough public and private educational, health, and welfare agencies, and we spend enough money to turn every city into a paradise, but human suffering remains unalleviated because few of these agencies know what the others are doing.

Most Americans who are not concerned with government can scarcely picture the organizational chaos to be found in almost every large community. The average citizen has not the time, the knowledge, nor the self-confidence to cope with this complex situation. And people remain indifferent to the need for orderly government on the local, State, and Federal level because they do not understand what administrative inefficiency means in the way of broken lives, miscarriage of justice, and sheer human despair.

To spell out methods of strengthening the local community and counteracting the growing trend toward overcentralization of power in the National Government, a committee of outstanding experts drew up a report entitled, "The Road to Community Reorganization," in August 1945. It describes in detail far too elaborate for me to repeat here today what must be done. You will find it outlined in chapter XIII of my book, *Out of These Roots*, as well as a discussion of the importance of these measures toward helping our people regain a sense of belonging and a feeling of mental and emotional security.

The approach to any thorough reorganization of community services depends primarily on local initiative and intelligent voluntary leadership. A group of representative citizens must first study their existing agencies, both public and private, to discover overlapping and omissions in existing services.

At present most experts in health, housing, recreation, welfare, education, see the problem of delinquency too much in terms of their own field when the important thing is that they should bring all their services together as Mr. Christiansen pointed out to you.

Community service centers such as the admirable one at Bridgeport, Conn., are desirable for the coordination of all services and as a visible hub where people can go for help of any description and where the wealth of resources possessed by most communities could be brought to bear on the individual without loss of time or energy.

Until such a service center is established, the schools could be used as a clearinghouse for community resources and as a place where youth could obtain the guidance it so sorely needs.

For expert guidance, especially vocational counseling, is the key to the solution of much delinquency and also to another of the Nation's major problems—the development of latent talent to meet the heavy demand of trained personnel in our expanding economy.

Put the right man in the right job and he will become a happy and productive worker. Basic security depends on the sense of achievement, and today many young people have great difficulty in finding this precious ingredient either in their work or in their leisure-time pursuits.

Yet only 6 percent of our high schools have any kind of guidance program and most of these are handicapped by lack of trained personnel. Where can our young people get the necessary guidance they so sorely need if not in their home community?

The Federal Employment Services are not equipped to make a long-term evaluation of individual capacities. Great Britain has about 500 such centers called Citizens' Advice Bureaus and finds them one of the most useful supplements to democratic government.

Reorganization of community services is bound to differ in different cities, but the main purpose is the same—to make these services more efficient and to bring them closer to the individual. This encourages a reawakening of the individual to his rights and to his obligations for his own development and for the welfare of his fellow citizens.

On the State levels, the function of health, education, recreation, and welfare must also be coordinated. Closer cooperation with local communities should be established to provide expert leadership, to build adequate standards, and to furnish financial aid. On the whole, the State governments have made more progress in this direction than our cities, counties, and towns.

The report on community reorganization ended by recommending the establishment of a Cabinet officer of health, welfare, and social insurance. Those of us who worked on the report for 3 years now feel less discouraged about our efforts, for this one recommendation has now been achieved.

For a negative analysis of the weaknesses of our provisions for the care of juvenile delinquents I also wish to read into the record my last analysis of the outbreak of violence at Paul Junior High, right here in the District of Columbia, published in the Washington Post only 2 weeks ago. The findings apply to most of our communities. I point out that lack of coordination between the police, the Welfare Department, and the juvenile court, as well as lack of proper facilities for mild and serious juvenile offenders actually increases the number and the seriousness of juvenile crimes.

Briefly, the recommendations are as follows:

1. Sufficient boarding homes for dependent children.
2. Homes that are a substitute for family care for neglected children and mild offenders.
3. Homes for children with serious behavior problems under the direction of psychiatrists.
4. Improved industrial home schools of a cottage type with a well-rounded educational program, including vocational training.
5. The secrecy surrounding juvenile courts must be modified so that better coordination may be developed between the courts, the schools, the Welfare Department, the juvenile police squad, and the community as a whole.

To this I wish to add the excellent suggestion made last week by Judge Bolitha Laws for the establishment of family courts, where parents seeking a divorce can receive friendly guidance, and the future of their children be more adequately protected if divorce cannot be prevented.

New York City at this very moment is making an intelligent effort to overcome the confusion created by six different courts, each of whom has separate authority over some fraction of family problems, by establishing in New York City a similar family court.

On the basis of a careful study by legal experts under Professor Gelhorn of the Columbia Law School, the solution indicated is a unified and integrated court which would bring all family matters under one roof, or, at least, one administration.

Apropos of that, when I finish, gentlemen, I want to talk about the suggestion made, I think this morning, by Mr. Leo Rover, but I don't want to interrupt the continuity of this at the present.

But, gentlemen, even more important than the correction and control of delinquency and crime is its prevention. The young children and infants who were so shamefully neglected during the war are now adolescents and the emotional wounds from which they still suffer must be healed whenever possible.

Let me revert to the results of my observations during the war years which you will find substantiated with facts and figures in *Journey Through Chaos*. These articles prove that wherever the public school system was weak in the war centers, social chaos reigned and delinquency was high. Wherever the public schools were strong and made themselves the hub of community life, order was maintained and delinquency, though not absent, was under control.

I learned from actual experience that our public school system is the most important single institution we possess to counteract the evil influences of our shattered society and to prevent the degeneration of our youth.

Let me give you just two examples, one showing the results of a fine public school and another which highlights the horrible effects when the schools were inadequate and classrooms not sufficiently numerous to house the children.

The city of Orange, Tex., was inundated with warworkers from the surrounding rural areas. The population rose in 1 year from 7,500 to 35,000.

Moreover, this new population was the most primitive that can be found anywhere in our country. Many of these people had lived a violent, undisciplined existence and were strangers to the most elementary decencies of life.

The school hours and the curriculum were adjusted by the school superintendent, J. W. Edgar, now State superintendent of education in Texas, to the peculiar needs of these semicivilized parents and their children. Superintendent Edgar formed a child welfare committee—just such a service as I have described—which enlisted the junior chamber of commerce, all the service clubs, the PTA's, the churches, the health department, and other public or private agencies to guide the children and actually housebreak the crude, neglected families that surged into the little city.

Instead of allowing the truants to get into trouble, this committee studied the home situation and their personal histories and there-

upon set up a study, work and recreation program suited to the particular child. A work and study program was organized for the older boys and girls who could not otherwise have been kept in school while war salaries were beckoning.

A counseling service and visiting teachers kept the school in close touch with family problems and the trailer homes.

Not only were these children educated in the broadest sense of the word, but the parents left Orange when warwork ceased with a wholly new concept of orderly living and family responsibilities. The social problems in Orange were extreme.

But precisely because these conditions were a severe challenge, they prove all the more clearly that a good public school can minimize delinquency and counteract the handicaps of a bad environment when it draws the whole community into its orbit and radiates its influence into every home.

I do not wish to imply, by this statement, that the environment itself should not be improved. Not even the best school can wholly compensate a child for life in some of our city slums where a number of families are often crowded into a single room. Furthermore, we find only too often that the worst slum districts also have the worst schools. As a result, even teachers with a missionary attitude toward their profession ask to be transferred from these inferior schools because it is a well-nigh hopeless task to influence children when they move from homes that give them no moral support to schoolrooms so poorly equipped and so overcrowded that they feel lost in both worlds.

Not only must we have a slum clearance program; we should never allow the construction of vast new housing projects without provisions for schools, and recreation areas. Without these basic amenities, the child will feel maladjusted and unhappy and possibly more so than in its old familiar slum environment.

"What we try to do," said the Orange school authorities, "is to make the children and their families feel that somebody cares about them."

Gentlemen, that is what has to be done for our young people throughout the Nation, make them feel that in our huge, urbanized, impersonal society, somebody is interested in them and wants them. For, alas, I found that in only too many cases, in every economic walk of life, neither parent cares about the children nor wants them.

As a contrast to the humane program of the Orange public school, let me use my report on conditions in Mobile, Ala., describing the moral collapse which took place in that city in 1943 for lack of an adequate public school system. The existing schools were mostly antiquated, the teachers' salaries low. Two thousand children roamed the streets for lack of classrooms. Absenteeism and truancy were appalling. Gangs were committing serious offenses, burglary, and arson. Drunkenness and sex offenses were common even among boys and girls of 11 to 14. The parents behaved worse than the children. I may say they usually do.

Fortunately, my horror stories, bolstered with facts and figures, when published in the Washington Post got Lanham Act funds for Mobile within 3 weeks. As soon as the school system was expanded and teachers' salaries raised, the situation improved with a speed that was little short of miraculous.

I have never forgotten this lesson of the war centers that the public school is the greatest single social force in American life to stabilize community life, to give every child an opportunity for self-development, to give all children of every race and creed a sense of brotherhood, and to reinvigorate our traditions of liberty and justice for all. For these reasons the public school system is the most important institution we possess to counteract the evil influences in our postwar society and to prevent the further degeneration of youth.

But what do we find when we look at the public school system today? The schools are swamped by the high birthrate over the past 10 years. Classes of 40 or 50 are a commonplace as well as double and triple sessions, often in buildings that are poorly equipped, ramshackle fire hazards. This situation is a disgrace to the country at a time when we are fighting delinquency and trying to prepare our boys and girls for the dire responsibilities this Nation faces.

My article on the Paul Junior High School situation will also show you how and why, through no fault of our overworked and underpaid teachers, we are breeding delinquents in our overcrowded and understaffed public schools.

I maintain that as long as the American people are willing to cheat their children out of a decent opportunity for individual self-development by herding them into school like a lot of sheep, it is sheer hypocrisy to wring our hands in despair and wonder why we have so many moral, mental, and emotional breakdowns.

It is conservatively estimated that \$10 billion are needed over the next 3 years, because we have neglected the situation, just to house the flood of war babies who will be reaching high school age during that period and the equally large numbers of new elementary pupils. Additional sums will be needed for the trained personnel to staff them. Can we afford these gigantic outlays for education? It is far more realistic to ask ourselves: "Can we afford to do without them?" Whoever has seen the effects of inadequate educational opportunity upon the children, their parents, and upon our society as a whole can only wonder why the American people should hesitate over this momentous question.

To meet this emergency need we shall have to have Federal funds, at least temporarily. Therefore, I am convinced that the most important recommendation your committee can make for the prevention and control of delinquency is a request for Federal aid to our public school system, at least for construction.

If the communities are helped to build the schools they urgently need, they themselves will manage somehow to pay the cost of maintenance. If we do not come to the assistance of the public school system at once, we shall pay far greater sums for the assistance of correction, to say nothing of the fact that we shall be depriving our Nation at a critical time of its greatest source of strength, an educated citizenry with all the possible skills we can develop.

If you succeed in awakening our Nation to the importance of our public schools and to their urgent need for Federal aid, your committee will earn the gratitude of all future generations. As a matter of fact, we already have two Federal aid bills for schools but they are Federal aid bills in critical areas either because these areas are new war centers or have new Army posts. Today the whole country has become a critical area and I think we ought to face it.

It is high time we realized that the havoc wrought in human life by the technological revolution and too long ignored, has caught up with us. Cruelty to children has become more widespread but less noticed in the general unrest of a civilization that has been torn away from its original moorings. This sadistic attitude toward youth has been manifested by the people who came before you and recommended the hairbrush, the woodshed, and other forms of physical punishment. These people have become anxious to the point of hysteria over the fact that we adults have lost authority over the young.

Instead of betraying a neurotic fear of our youngsters, we must develop an environment in which they can lead fruitful lives and become productive citizens, for only the productive human being is a happy and contented citizen. We must realize that we adults have failed our children because we lacked the foresight and the insight that stem from human compassion and that we have been more delinquent in recognizing our responsibilities than have our neglected teenagers.

Mr. Chairman, having struggled with this complex problem for years, I realize only too acutely how inadequate this hasty summary is. But I hope I have made it clear to what an extent the prevention and control of juvenile delinquency is a local community problem. Help can come from the State and Federal Government, but it must be channeled through our established Federal-State-local administrative machinery. The temptation to set up a separate Federal commission to deal with the problem of juvenile delinquency might well do more harm than good. Such a commission would be an administrative air-plant lacking vital relationship to our governmental structure.

At the same time, it would weaken the initiative of the local communities to solve their own problems in the area of child care. This was the worst effect of the Lanham Act funds. In city after city I found the local officials sitting on their hands waiting for Washington to come to their rescue instead of using their own resources in a new, imaginative, and efficient manner.

This subcommittee has a great opportunity. You, far more readily than anyone else, can burn it into the consciousness of our people that we need in America a renewal of democratic ardor and of the conviction that democracy is a fighting faith. If you succeed in arousing in our local citizens a new confidence in themselves, then and then alone can our State and Federal Governments be of real assistance in this problem of delinquency. If we think of the coordinated program in education, health, and welfare now needed to check the evil effects of social disintegration and to liberate the latent forces inherent in the American people, it is clear that reforms of such dimensions cannot always be handled by the local communities alone, nor yet by the States, and least of all by the Federal Government acting as a dictator, but only by the united and streamlined efforts of all three pulling together. Yet from the harmonious interaction of all these gigantic forces, there could arise a new America, a new moral and spiritual power commensurate with the physical grandeur of our vast country.

The world is not merely "the" world; it is "our" world. Whatever it is, we made it; and therefore, we can unmake it. It is not merely an industrial world. It is, above all things, a human world. And

however powerful the evil forces may be that threaten us from within or without, they will yield to the still greater power of a free people determined to preserve their freedom.

The CHAIRMAN. Mrs. Meyer, you have made crystal clear the enormous responsibility of this subcommittee. You have done more than that. You brought to this subcommittee real inspiration and real courage, I am sure.

Mrs. MEYER. Thank you very much.

The CHAIRMAN. I am sure I speak for my colleagues when I thank you. The documentation to which you refer will be incorporated without objection into the record in an appropriate place.

Do you have anything further?

Mrs. MEYER. I was not here this morning, but I hear that Mr. Leo Rover proposed that the waiver authority be taken away from the juvenile court judge and placed in the office of the United States attorney exclusively; is that correct?

The CHAIRMAN. That is correct.

Mrs. MEYER. That would affect juveniles from 16 to 18 who have committed aggravated crimes. Police would report these cases direct to Mr. Rover, who would decide if the case would be presented by him. Gentlemen, I think the suggestion I made about a family—after all, New York has studied this problem profoundly for 2 years with the greatest legal experts. There they find, similar to the suggestion of Judge Bolitha Laws, that a family court in close touch with the juvenile court is a far sounder program than that suggestion made this morning by Mr. Rover.

Waiver authority should not rest in the United States attorney exclusively, as this would make it necessary to send boys from 16 to 18 years old to penal institutions. The waiver authority, if you want to place it anywhere else than in the children's court, should be in some agency that has expert psychiatric care. For instance, the police are supposed to send these cases direct to the United States attorney.

Mr. Chairman, the police cannot make those decisions. The police make their decisions on facts, but they do not know the facts behind the facts. They haven't got time to study the history of these youngsters and how they got into this serious crime situation. It is an expert matter. For instance, I hear—though I hope I am not misquoting him—that Mr. Rover said that some juveniles cannot be rehabilitated. Now, that is the statement of a legal mind. No guidance expert would make such a categorical statement about an age group. What it takes is somebody who understands the history of these youngsters and their family situations.

Therefore, I think that suggestion should be carefully studied before you take it seriously.

The CHAIRMAN. You may be assured it will be very carefully weighed by every member of this subcommittee.

Does counsel have questions?

Mr. BEASER. No questions.

The CHAIRMAN. Senator Hennings?

Senator HENNINGS. I would like to join with the chairman in thanking Mrs. Meyer for an inspiring and thoughtful statement of this whole problem. Mrs. Meyer realizes, as few do, that this is not a simple problem. It is far-reaching. It strikes at the very founda-

tions of our national existence. I read with great interest your article on the Paul Junior High School. I think that was one of the best I have seen on the general subject of our schools and our youth.

I am sure the subcommittee is most grateful for the time and effort you have put into preparing your statement and coming here before us today to make it.

Mrs. MEYER. I am glad to be of use. That is all I am living for at the present.

The CHAIRMAN. Senator Kefauver?

Senator KEFAUVER. Mr. Chairman, I feel if our subcommittee would do nothing else than to get Mrs. Meyer's statement circulated around the country so it could be printed and given publicity in some well-read newspapers and publications in every section of the United States, we would perform a very useful service.

I wonder, Mrs. Meyer, if in discussing overlapping functions it might mean more services if each organization understood what the other was doing. You have made a study of the services here in the District of Columbia in that connection?

Mrs. MEYER. Senator, we had a committee do an excellent job. In fact, it has been done two or three times. Nothing happens because then everybody's interests are being affected. Everybody's toes are being stepped on. The result is that no one has the authority to knock their heads together and say, "Look, I know you are doing a wonderful job, but this organization is doing the same job and you have just got to get together."

Just try to change the minds of a board of trustees that is devoted to its little bit of a job. Well, I could give you illustrations but they are too painful. I mean some changes we are trying to make right now. I spent 3 years on it and then gave up. That is how hard it is. Therefore, it takes leadership. Whoever wants to get it done has to have the confidence of the community. Certainly Mrs. Doyle is such a person. Her suggestion for these neighborhood councils is a natural.

Perhaps through making these various agencies work together, you can get it over to them that they have to be reorganized in many respects and that there are blind spots in the community, a lot of work that is not being done because the total need is not surveyed. All these things began just because somebody had a good heart, you know, and then they became more and more elaborate. Therefore, your pride gets involved.

Only someone who can persuade these people that this is essential can do it. It has to be a voluntary thing. You cannot force people to do this. They are all voluntary groups and they will respond only to expert voluntary leadership.

The CHAIRMAN. Do you feel there is much overlapping and duplication in this field?

Mrs. MEYER. There is in every community. I do not think many communities survey the efficiency of the job they are doing.

The CHAIRMAN. I mean overlapping and duplication of effort.

Mrs. MEYER. And not a sufficiently integrated thing. The services are too far away from people for one thing, Mr. Chairman. There has to be a place in the school or in a community center where the person who is asking can go and get advice. He need not be a relief client. He is just somebody who wants help and advice. Where can they get it? People are baffled.

Also, the people who would like to serve their community are baffled. Here is this great complex thing, and most women do not know where to begin. They say to me, "How do you begin?" I wrote the book partially to tell them how I began. I thought I would answer that one anyway.

The CHAIRMAN. We have that book.

Mrs. MEYER. I would like this one book returned because it is out of print now and I have only a half dozen left. The others I have duplicates.

The CHAIRMAN. Counsel advised me we have both books in our staff library.

Mrs. MEYER. I am flattered.

Senator KEFAUVER. As far as I am concerned, I am glad Mrs. Meyer has made a strong statement in favor of Federal aid for education with grants to the States. At least it will help the facilities for education. In that connection I see Mr. McKasgill, who comes from Tennessee, in the audience. Many of us worked with Mr. McKasgill; also, others who have worked for Federal aid to education. I believe Mr. McKasgill secured the passage of a bill once or twice in the Senate which then failed in the House. I have not heard much about it in recent years.

Mrs. MEYER. The urgency is much clearer now.

The CHAIRMAN. I want to ask you if the urgency is not greater now than 4 or 5 years ago when there was a great drive for passing a bill of this kind.

Mrs. MEYER. We all worked our best on that.

The CHAIRMAN. Do you not feel that the schools are even more crowded now than they were 4 to 5 years ago?

Mrs. MEYER. Yes, they are. There were spots that were more crowded, but now the crowding is almost across the board. That is why I said that the whole country is now a critical area.

The CHAIRMAN. In some places they have so-called swing shifts in the same school for children. Would you say there are some places where there are 40 or 50 students per teacher?

Mrs. MEYER. Yes.

The CHAIRMAN. A little money invested in helping the States after they have done the maximum they can do themselves will pay rich dividends in better citizenship and the lessening of juvenile delinquency and crime?

Mrs. MEYER. Decidedly. Just the enthusiasm and interest it would create if we had a Federal-aid bill would stimulate the whole country in its thinking about this thing. Not that the country is not working very hard. Last year the country spent \$1,800 million on schools, but things have piled up so that now through our lack of foresight we do need not only the actual financial help of the Federal Government but the impetus and the publicity value of such legislation.

Senator KEFAUVER. One more question, Mr. Chairman.

The Senate will have before it, I suppose, before the 1st of February the question as to whether this subcommittee should be carried on for a time longer. I know many of us feel as was expressed by former President Wilson, that when the people have the facts they can do something about it. I know we will be glad to have your opinion as to whether hearings bringing out sometimes maybe uninteresting and

unspectacular facts in various sessions about juvenile problems and what can be done about it should be carried on. I mean, facilities for recreation and schools and whether that would be in the public interest. What would be your counsel about that?

Mrs. MEYER. I would be grateful if you could get some kind of report, say, in January and then let the country know that you are going to continue. The mere fact that you continue your interest in this subject would be of great value. I would not like to see the report postponed too long.

The CHAIRMAN. The Chair would like to state that he will take the floor as early as possible and plead for a continuance of this subcommittee. I will plead for sufficient appropriations to complete the work of the subcommittee.

Mrs. MEYER. That is good.

Senator HENNINGS. I am sure the subcommittee intends to join the chairman in that effort.

The CHAIRMAN. I was sure of that, but I did not want to commit the subcommittee.

Thank you very much, Mrs. Meyer.

Mr. BEASER. Mr. Shaw.

On behalf of the subcommittee, Mr. Shaw has very kindly volunteered to make a brief summary statement of the testimony presented here.

Senator HENNINGS (presiding). In conformity with the procedure we have adopted, please raise your right hand and be sworn.

Do you solemnly swear that the testimony you are about to give before this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Mr. SHAW. I do.

Mr. BEASER. Would you summarize very briefly the testimony that has been presented by the subcommittee's fact finding committee for the District of Columbia?

#### TESTIMONY OF G. HOWLAND SHAW, MEMBER OF FACT FINDING COMMITTEE, DISTRICT OF COLUMBIA

Mr. SHAW. I am G. Howland Shaw, 2723 N Street, a member of the Fact Finding Committee.

I understand that with the testimony which Mr. Christiansen has given to us earlier this afternoon the subcommittee has finished with testimony on conditions affecting the prevention and treatment of juvenile delinquency in the District of Columbia and that what you wish me to do as a member of the Fact Finding Committee is to try and summarize some of the high spots of the testimony which has been presented in the course of the last week before this subcommittee.

First of all, the subcommittee received testimony concerning certain conditions in the District of Columbia affecting juvenile delinquency. In the first place, testimony was submitted regarding the sales of liquor to young people. I think I should emphasize that testimony was not gathered following any superficial process but was firsthand testimony gathered over a 10 weeks' period by 7 persons trained in law-enforcement work.

Secondly, evidence was submitted regarding the appalling conditions in one of the well-known slum areas of the District; namely,

Dixon Court. The conditions were described. Photographs were submitted in support of the oral testimony. Later on it was brought out that the conditions in Dixon Court, while possibly extreme, were by no means exceptional and that possibly as many as 80,000 persons in the District of Columbia were living in conditions more or less comparable to those prevailing in Dixon Court.

I do not know whether I am interpreting too much the sentiments of the subcommittee, but it seemed to me that the report on Dixon Court not only brought out appalling health conditions, appalling conditions of every kind, but something else; namely, the hopelessness of persons living under such conditions. In that connection I thought of what Mrs. Meyer has just said to us. She spoke of the number of people who were living in conditions of isolation. That is to say, they feel that they do not count; and in effect, they do not count.

Mr. Chairman, I would like to submit to you what it seems to me is one of the crucial problems which I think has been brought out time and again before this subcommittee. We have got to develop a sufficient degree of social statesmanship so that the persons living in Dixon Court do not feel hopeless. We have got to evolve a quite different type of neighborhood organization, a type of neighborhood organization which reaches down and enables persons under such conditions as have been described before this subcommittee to feel that they do count.

There is nothing to my mind more important than that this subcommittee can do than to emphasize the need of that kind of social statesmanship, because most of what is described as neighborhood organization does not reach down. It stops halfway down.

When it came to resources, the subcommittee had before it abundant evidence. It seemed to me it brought out two very important facts: One, that there are a great number of public servants in the District of Columbia at the head of institutions and at the head of departments who are doing what can be described only as a heroic job. They know what ought to be done. They know it thoroughly. Day in and day out they have to do what they can do with inadequate resources. I think those two facts were brought out most abundantly before this subcommittee.

Then there was evidence submitted as to the crucial role of a juvenile court in a community, and I think it was abundantly established that a juvenile court cannot function without adequate resources in the community. And from the other point of view I think it was just as clearly brought out that a community cannot function adequately in its welfare services and in its other services akin to those unless the juvenile court will cooperate.

Another point that it seemed to me was dramatically illustrated by testimony before the subcommittee was the role of the elementary school. I am not talking of the junior high school, still less of the high school; I am talking of the elementary school. It was brought out that the problems of youngsters can be spotted at the elementary school level. The tragedy of it is that the resources in this community and in other communities do not exist to cope adequately with those difficult cases that are adequately spotted in the elementary school.

I think we have clear proof that one of the points on which our drive in the prevention of juvenile delinquency should be focused is the elementary school. By that I do not mean we should just diagnose, but

that we should diagnose and see that this community is provided with resources adequate to deal with the diagnosed cases.

Then it comes to recreation. I was particularly interested by the drive of the questions which were addressed to my good friend Mr. Christianson, because it seemed to me they indicated very clearly an awareness on the part of this committee that the orthodox conventional recreational approach needs to be reexamined. Questions were asked about the utilization of the existing resources. Questions were asked as to the utilization of detached workers.

Now, gentlemen, I think those of us who have worked in this field for a long time recognize that the furnishing of recreation facilities is no answer to the problem of juvenile delinquency; that we have got to find new ways of getting at youngsters, and new ways the essence of which is going to be a far greater participation of those youngsters in the management of the resources which adults consider desirable for them. In other words, one of the key ideas that needs exploration is youth participation.

We have had something said this morning and throughout the hearings on the punitive approach. Of course, no investigation can be carried on on the subject of juvenile delinquency without reference to that approach in spite of the fact that it began to be discredited in England well over a hundred years ago. Nevertheless, Mr. Rover this morning stated in very clear language a problem which it seems to me the committee will, I am sure, consider very carefully: The conditions under which a juvenile court should waive jurisdiction.

I think that all of us who are the most enthusiastic about juvenile court procedure in its traditional aspect in this country realize that we are presented with a problem today in terms of the 17-year-old <sup>0517</sup> the 16-year-old who has committed a serious offense involving violence, <sup>0518</sup> which has to be thought through. Whether the solution is the one Mr. Rover presented or whether it consists of establishing a clearer set of criteria for the guidance of juvenile court judges is something, of course, the subcommittee will wish to consider.

Senator HENNINGS. Do you not concede that to be a very difficult problem?

Mr. SHAW. I concede that to be an extremely difficult problem.

Senator HENNINGS. I think when you weigh the human approach and its essence and its emphasis as against the need for protection of society, with all of the variations and exceptions and circumstances that may obtain, you come head on to a very difficult, delicate, and possibly almost insoluble field.

Mr. SHAW. I thoroughly agree. I think it is an extremely difficult problem. We want to conserve the real—and they are very real—values of the juvenile court which we have had in this country since 1899. At the same time, we want to be realistic. We want to recognize that youngsters are committing pretty serious offenses today. We want to recognize the factor of public opinion. No organization can carry on without the backing of public opinion. How to conciliate those various points of view is something which just at the present moment I would not wish to come out with any solution. I would say it is something that should be considered with the utmost care with all the elements involved well in mind.

Let me just say one word by way of summary. Some years ago there was published in England a book—not a very good book—which had

the title that has always caught my attention. The title was *The Criminals We Desert*.

Mr. Chairman, I submit to you that the District of Columbia and any other city in the United States is getting, today, as it has in the past, precisely the juvenile delinquents it deserves.

Thank you very much.

Senator HENNINGS. You made an excellent and most thoughtful statement. I, as one of the subcommittee, appreciate very much, too, your recognition of the fact that inherent in this problem are many difficulties such as the one suggested in regard to the juvenile court.

Mr. SHAW. That is only one of them.

Senator HENNINGS. Have you any questions, Senator?

Senator KEFAUVER. No, except to say that I think Mr. Shaw deserves a lot of credit for his interest in recreation over a period of many, many years.

Senator HENNINGS. Before we let you go, I feel you are profound on this subject and I wish to go into an enlargement of your views on many of these things. I was interested in your reference to the restudy or reevaluation, however you may place it, of the recreational program. To what, in particular do you have reference?

Mr. SHAW. I am thinking of my experience with gang boys. I have had considerable experience with them, particularly in New York where, of course, they have got a much worse type of gang than exists, fortunately, here in the District of Columbia.

Senator HENNINGS. We are gaining all the time; are we not?

Mr. SHAW. Yes. It is a really serious problem. There is shooting and all the rest of it. I have sat down with them and have tried to get at the reasons why they do not utilize admittedly good community organizations. I am thinking of one section of New York City where there was a boys' club with all the facilities that you could possibly imagine would attract a boy. Yet the boys were not using it effectively. Certainly this group was not. Why? They said to me, "That place does not belong to us. We have nothing to say about how that place is run. We do not want to go there. We would rather hang around on the street corner and have a cellar club with an old broken down phonograph and some horrible records." Why? One of them said, "You know, we are ordered around at home and we are ordered around at school. We would like to go to a place where we can order ourselves around."

To my mind the answer to it, Senator, is in bringing youngsters into the picture. There is no reason why old people such as myself should be the exclusive element on a boys' ball club. There is no reason why we should not bring the boys into shaping up the program and running the show.

Senator HENNINGS. We have had some testimony from some interesting witnesses about a month ago from New York.

Mr. SHAW. I know the man.

Senator HENNINGS. They are trying to breach that chasm if they can, trying to turn these things over to the boys without too much supervision, without too much direction, and to let the boys feel they have their own organization. They can do as they please as long as it is not illegal and harmful to others. We get into another very serious problem there.

Mr. SHAW. That is the only way you can deal with that type of boy. He is not going to come into your boys' club even when it is a good boys' club. I am not criticizing boys' clubs at all, because they do an excellent job with another group, but they are not reaching down and getting that particular type of tough boy.

Senator HENNINGS. Mr. Shaw, I have just been handed a question by Mr. Robb, which he suggests that I ask, and I am happy to do it. In your experience, what has been the most important factor in straightening out individual delinquents?

Mr. SHAW. Somebody who cares; somebody who will take his coat off and sweat over the boy and face all kinds of discouragement and have him let you down 2 or 3 times and still stick to him.

Senator HENNINGS. Do you know anything about the Big Brother organization?

Mr. SHAW. Yes, sir, I do. I know you have been prominent in that for a long time.

Senator HENNINGS. I know it in one community and I am on the national board, but I do not know how it operates in some of the other cities and towns. Of course, it is limited because we cannot recruit enough Big Brothers and we have budget limitations on the Community Chest. Do you think that approach is good?

Mr. SHAW. I think it does a good job for the boy of 10 to 13 before he gets to an institution, and that is the field in which they are operating. I think they do a swell job there. We have here in the District an organization called the Society of Sponsors which goes on from there. They deal with the older boy and only with the boy who has been committed to an institution. There is a tremendous field there. I wish we could get started in other cities what we are doing here in the District of Columbia. We have about 250 men and women who sponsor delinquents in the correctional institutions of the District and particularly successfully in the National Training School for Boys where we have something like 77,000 working.

That is the way you straighten out a youngster. It is discouraging; it is hard. If you are the kind of person who wants to be praised as doing a grand job, do not go in for it, because you have got to stick to the boy. You have to go down to the District jail and see him. You have got to ask yourself when he gets into trouble whether it is your fault, how much failure is to be ascribed probably to you. You have to do a lot of things which are hard, but it can be done. You can straighten out the toughest fellow you want to if you will work. But the trouble is, it is so hard to get enough people to really sweat over one of these fellows who is out on a career of crime.

Senator HENNINGS. Do you remember the characterization of Lady Bountiful? People like the Lady Bountiful are not around any more.

Mr. SHAW. It is a washout. You have got to say, "This is a tough job and I am going to go to bat on it and I am not going to get discouraged."

Senator HENNINGS. There is not much chance to take bows or much applause.

Mr. SHAW. You take punishment.

Senator HENNINGS. Thank you very much. It was very good of you to come here and be of assistance to us. I would like to hear from

you further, as I feel you could expand some of these things which you have only touched upon today.

Mr. SHAW. I am entirely at your disposal.

Mr. BEASER. Mr. Chairman, having heard the testimony about juvenile delinquency in the District of Columbia, we have invited here three of the program leaders who are working in the District of Columbia. We have Mr. Ferdinand Grayson, executive director of the United Community Services; Mrs. Henry Grattan Doyle, chairman of the Commissioners' District Youth Council; and Commissioner Spencer, president of the Board of Commissioners, to make a very brief statement as to what action each one is taking to remedy and combat juvenile delinquency.

Mr. Grayson, please.

Senator HENNINGS. Do you swear that the testimony you are about to give in this hearing will be the truth, the whole truth, and nothing but the truth, so help you God?

Mr. GRAYSON. I do.

**STATEMENTS OF FERDINAND GRAYSON, EXECUTIVE DIRECTOR,  
UNITED COMMUNITY SERVICES OF WASHINGTON, D. C.; AND  
CHARLES V. MORRIS, EXECUTIVE SECRETARY, CORRECTIONS  
SECTION, UNITED COMMUNITY SERVICES**

Mr. GRAYSON. I am Ferdinand Grayson, executive director of the United Community Services of Washington, 1101 M Street NW., in Washington. I was wondering if you might like to swear in Mr. Morris in the event you might like to ask him a question.

Senator HENNINGS. Will you be sworn, please.

Do you solemnly swear that the testimony you are about to give before this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Mr. MORRIS. I do.

Mr. GRAYSON. I have some prepared statements.

The United Community Services of Washington has followed with great interest the hearings of the United States Senate Committee on Juvenile Delinquency.

As executive director of UCS, I want to thank the committee for the invitation to make a statement.

The United Community Services is Washington's Community Chest and Welfare Planning Council. Almost every health, welfare, and recreation agency, whether under tax auspices or voluntarily financed, is affiliated with United Community Services. Many civic organizations with a welfare interest are also affiliated with UCS. Fifty of the voluntary agencies in Washington are in the Community Chest.

I am attaching to this statement a printed document entitled "United Community Services of Washington—What It Is—What It Does." You will find therein a clear statement of how we operate, as well as a listing of all the agencies and organizations affiliated with UCS.

In essence, the UCS is a voluntary coming together of citizens at large, and agency representatives for the purpose of studying, planning, and recommending improvements in the health, welfare, and

recreation services of Washington. Each individual agency in Washington is an autonomous group—I wanted to emphasize that after hearing some of the testimony today—but there is a high degree of cooperative spirit, and a willingness to work together for community betterment. At times this voluntary community organization process may seem slow, but we must not lose sight of the fact that voluntary citizen participation is an American heritage and a unique American process for community good that none of us would want to forego.

The UCS method of operation is through committees made up of lay citizen and professional leadership around the conference table. USC committees are created as needed to look into many of the community's social problems. Just to mention a few:

- Committee on Juvenile Delinquency,
- Committee on Public Assistance,
- Committee on Child Welfare Services,
- Committee on Public Welfare Institutions,
- Committee on Recreation,
- Committee on the Aging,
- Committee on Hospital Care,
- Committee on Nursing Care in the Home,

and many other similar committees.

One thing I should like to stress is that we should all be more concerned with what might be called the aspects of preventing juvenile delinquency.

Of course, it is important to understand and improve, where necessary, the procedures for handling children who come in conflict with the law; to develop even better relationships for handling delinquents as among the police, juvenile court, schools, Public Welfare Department, and correctional institutions. There is no doubt that we need more staff in the District of Columbia juvenile court and better equipped institutions to do a better job of rehabilitation. The various reports that have come out of UCS committees do not minimize the need to do these things.

But equally important is the need to do a job of prevention. If all we do is to develop bigger and better welfare institutions, bigger and better courts, bigger and better police departments, we will be in the position of the man who spent all of his time frantically mopping up the water that came through a leaky faucet, when he should have been devoting some of his time and energy to discovering why the faucet leaked and how to prevent further leakage.

The job of prevention is not easy. It is a job shared in by every adult citizen, every welfare agency, every church, every school, every governmental official. I cannot give you a blueprint for such a huge common task, but several specifics have come to the front in discussions in UCS committees.

Just parenthetically—and I will not enter them into the record—in the course of the past year these are a few of the detailed discussions and studies that committees in United Community Services have produced after involving many citizens and seeing what some of our health and welfare problems are.

One of the key agencies in Washington geared to do a job of prevention is the Protective Services and Counseling Unit of the Department of Public Welfare. This unit has been established for the expressed

purpose of helping families in which there are children with behavior problems; for example, children who have behavior symptoms which experience has indicated might easily lead to conflict with the law. This important unit has only 14 social workers, and in 1 year they are called upon to provide services to over 2,000 children with behavior problems.

Just the mathematics of the situation—an average of over 140 children per social worker—would show the difficult, if not the impossible, task these workers face. Mind you, these are upset children who require a lot of professional time. The conclusion is obvious: The Department of Public Welfare can do a better job of prevention if they had more staff. More staff means more appropriation to the Welfare Department by Congress. But Congress has not yet seen fit to make such funds available.

It has already been mentioned before your committee that the schools are playing a leading role in youth development. But there, too, a more vital job of prevention of maladjustment and juvenile delinquency can be done by the schools if they were given the resources with which to do the job. In some of our UCS committees that have gone into this phase of the problem, it was brought out that in every elementary classroom there are, on the average, three emotionally disturbed and maladjusted children; many of whom, if left to their own resources, will end up in conflict with the law.

Many communities now have social workers as an integral part of the school system, and emotionally disturbed children can get help early. Washington schools have no social workers. But the lack of social workers in the Washington schools would not be too serious if the Protective Services Unit of the Public Welfare Department were equipped with more staff so that they could help such children on a referral basis.

The public agencies in Washington—welfare, schools, and others—appear to be in a financial straitjacket. The Congress is too preoccupied with foreign affairs, global problems, and national problems to give the District of Columbia the attention it needs.

In the meantime, in the midst of inadequate District public welfare programs, the voluntary Washington agencies, 50 of which are supported largely through the Community Chest, strain every sinew in an attempt to meet the gap in services. But here, too, we find that Washington is different when compared to other cities our size. There is not enough money through voluntary contributions to fill the gap in services. Because Washington is the Federal City, it has no heavy industry and very little light industry. It is the existence of industry, with contributions from corporation treasuries supplementing the gifts from individuals, that makes the difference between enough raised in a Community Chest campaign and too little raised.

In Greater Washington this past fall we raised a little over \$3.8 million in one of our best Chest campaign efforts; but even this amount is \$1.5 million short of what the Chest agencies really need.

Let me cite another illustration to show how this chain reaction works. Shortly after the beginning of the current District of Columbia fiscal year, the District of Columbia Department of Public Health decided that because Congress did not appropriate enough money, it had to cut services. One of the services it summarily discontinued on August 15 was its Homemakers Service, costing about \$45,000

a year. Now the Homemakers Service makes it possible to keep a dependent family together when the mother is in the hospital and there are no adult relatives or friends who can come in to take care of the children. It is a wonderful and inexpensive preventive service. But the Health Department brought it to an end. The Jewish Social Service, a Chest agency, is attempting to fill the gap by making available one full-time and several part-time Homemakers, but this effort is just a drop in the bucket.

I could go on to cite other illustrations: how the Public Welfare Department, through its Public Assistance Division, is meeting only 78 percent of minimum family budget needs, and how the private welfare agencies scrape and strain to try to fill this gap, but unsuccessfully.

What I am saying, in effect, is that the United States Congress itself can help the District of Columbia in preventing juvenile delinquency by being more realistic in meeting the welfare needs through more adequate appropriations. To the extent that Congress does not appropriate adequate funds for the basic public welfare services, Congress indirectly shares in the responsibility for the high rate of juvenile delinquency in the District of Columbia.

Senator HENNINGS. I want to thank you for your testimony and for being here.

I wonder if Senator Kefauver would agree with me in the observation that you are somewhat charitable when you say that Congress indirectly shares in the responsibility for the high rate of juvenile delinquency in the District of Columbia? It seems to me Congress does and must share that responsibility through failure to appropriate the necessary funds to maintain plants and personnel and these many services which we have been hearing about through the course of these hearings and which many of us have seen and have inspected.

Senator KEFAUVER. Before the question is put, I thoroughly agree with you.

Mr. BEASER. We have no questions, Mr. Chairman.

Senator HENNINGS. Thank you very much, Mr. Grayson, for your appearance here and your fine testimony.

Mr. BEASER. Mrs. Doyle.

Senator HENNINGS. Do you solemnly swear that the testimony you are about to give before this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Mrs. DOYLE. I do.

#### STATEMENT OF MRS. HENRY GRATTAN DOYLE, CHAIRMAN, COMMISSIONERS' YOUTH COUNCIL, DISTRICT OF COLUMBIA

Mr. BEASER. Would you give your full name and address?

Mrs. DOYLE. Mrs. Henry Grattan Doyle. My address is 5500 33d Street NW. I have prepared a statement as chairman of the Commissioners' Youth Council because I assumed it was in that capacity you asked me to come here.

The Commissioners' Youth Council was appointed by the Commissioners of the District of Columbia on October 19, 1953. The appointment of the 15-member council followed a meeting called by the Commissioners in September to discuss the rise of juvenile delinquency in Washington. Forty-five civic leaders were invited to attend the meet-

ing and were authorized to bring others of similar interest. Over a hundred actually attended.

Commissioner Spencer outlined to this group his plan to have a council of 10 or 15 members for the city as a whole, and to have committees in each police precinct to attack the problem of the prevention of juvenile delinquency on an area level. This plan was unanimously adopted by those in attendance at the meeting.

The members of the Commissioners' Youth Council represent the citizens' organizations, the parent-teacher groups, boys' clubs, United Community Services, the motion-picture industry, the medical professions, and religion, as well as four ex officio members, as follows: The Superintendent of Schools, the Director of Public Welfare, the Superintendent of the Recreation Department, and a representative of the police department.

The order of the Commissioners, dated October 16, 1953, outlines the purposes of the council: One, to study ways and means of reducing and preventing juvenile delinquency in the District of Columbia, and two, to develop and execute a program to reduce and control juvenile delinquency in the District of Columbia. The order prescribes that the Youth Council shall not concern itself with the law enforcement aspect. It further provides that the Council shall appoint committees for local areas and shall coordinate their work and, insofar as possible, coordinate the work of agencies, public and private, concerned with juvenile delinquency.

At the organization meeting of the Commissioners' Youth Council on October 22, 1953, I was elected chairman; Mr. Grayson, director of United Community Services, vice chairman; and Mr. Evans, principal of Shaw Junior High School, secretary. I would like to say we are honored to have Mr. Shaw as a member of our committee also.

Frequent meetings followed the organization meeting. At these meetings the following general philosophy evolved:

The problem of prevention of juvenile delinquency is best attacked on a neighborhood level. A neighborhood uses the same churches, schools, stores, playgrounds, movies. It knows both its own problems and its own facilities to cope with those problems. Juvenile offenses for the Nation, and even for a city, may be just statistics to many; but juvenile offenses in one's neighborhood are real and important to the residents of a neighborhood. The Council realizes that the family is the strongest unit in the prevention of juvenile delinquency and is of the opinion that families can best be reached in their own neighborhoods. Then, too, neighborhoods within the District of Columbia are different, and the problems of juvenile behavior are different in various neighborhoods.

The thinking of the Council is that neighborhood committees will each analyze its particular problems in the field of juvenile behavior, work out ways to meet them, and execute such a program. The Youth Council plans to provide the area committees with advice on successful techniques used in other cities and to distribute information and experience among the area committees by way of a newsletter and personal contact of members of the Council and our one staff consultant, on loan to us from the Department of Public Welfare.

As these area committees report their findings to the Council, we expect that needs of a citywide character will emerge. We hope to develop a realistic plan to meet these citywide needs. There will

emerge, too, I am sure, the need of coordination among agencies that deal with children. Washington, in my opinion, has yet to see the young delinquent as a whole. He is known, separately, to many agencies and is passed around among them. He can be helped much more effectively if the work of all these agencies can be brought together. If not, he may fall between them and get worse instead of better.

In accordance with this general philosophy, the following plan of operation was decided upon by the Council. The city has been divided into 26 neighborhoods. These seem to be more natural divisions than police precincts. It was further decided to appoint area committees for all sections of the city in order that a citywide picture could be drawn. In appointing area committees, the Council voted to build on the good work that is already going on in many neighborhoods in the field of prevention of juvenile delinquency and to make maximum use of these experiences. It was further agreed that young people themselves be included in the deliberations of area committees, either as members or as a group of 4 or 5 young people working with the area committee.

The Youth Council also voted that a pilot project be undertaken in one area of the city from which techniques would be forthcoming to guide other areas. The United Community Services offered to staff professionally this pilot project, and the work has begun. The report of the United Community Services' Children in Conflict is a valuable study and will be used in our work.

The Youth Council is now in the process of appointing these area committees. Four have been appointed and several more are about to be appointed. The offers of help from members of the community have been amazing. From the moment that Commissioner Spencer announced his plan, there have been expressions of approval from citizens of all walks of life. The Academy of Pediatricians has offered to have a pediatrician as consultant to each area committee, and the psychiatrists and members of the medical society have offered similar help.

Those who have been asked to serve on committees do so willingly. They say they want to be part of an action group and not spend any more time on studies or surveys. All this work is volunteer, and when all 26 committees are formed, we will have over 400 people actively engaged in this work.

As is common in Washington, the Youth Council has no money. Commissioner Spencer, with his tight budget, had no funds for this purpose. We obtained the loan of a talented and skillful worker in this field, Miss Winifred Thompson from the Department of Public Welfare, and a young woman, Miss Liddell, to help in the office which the Commissioners made available to the Youth Council in the District Building. The Children's Bureau of the Department of Health, Education, and Welfare loaned us Mr. Aubrey Elliott briefly for counsel.

The enthusiasm for this program for the prevention of juvenile delinquency has been overwhelmingly. Why? First, and basically, I think, the people of Washington, like every other community, love the children of the community. They are concerned that so many of them are getting into trouble at earlier ages than formerly. We see in this a symptom of illness in our community life. We have tried,

we think, to do well by our children, but nevertheless something is wrong. We want to find the remedies, if possible.

Second, we want to discover potential problem children early. Teachers, church, and social workers can recognize the signs of emotional disturbance and possible delinquency. Together, the forces of the community can be resourceful in the work of prevention of delinquency.

Third, we know that the great majority of children are all right and will grow up to be good citizens. We know, too, that when we help children who have problems we help all children. The problem child is disturbing to a whole class in school, to a neighborhood, to his playmates. He is costly to the city in the damage that he does, as well as in the measures that may have to be taken to control him.

Fourth, we want to strengthen the family, and we feel that neighborhood groups are in the best position to strengthen the hands of parents who for one reason or another seem to be unable to give their children the proper guidance. Members of area committees can work directly with families in their homes or provide means whereby an entire family can discuss its problems with those who can help them.

The manifest enthusiasm of the community, already referred to, must be made use of. The many individual citizens and agencies who have offered to help must be used to the greatest advantage to the individual child. We will need professional help to teach techniques, to tie together the good work of area committees, and to permit the Youth Council to function efficiently in its program of prevention. This is a municipal function and I know that Commissioner Spencer and his colleagues will do all they can to provide us with the small professional staff that we need. Without it, the enthusiasm of our citizens will not be translated into a worthwhile program but will ultimately wither on the vine.

I foresee as a result of the Youth Council and its area committees a strengthening of the agencies, both public and private, that deal with children. Through closer coordination, children can be more efficiently helped. Area committees, through their knowledge of actual cases, can speak authoritatively and intelligently on help that is needed in various forms such as jobs for teen-agers; psychiatric care for children, both individually given or in resident centers for emotionally disturbed children; recreational centers with realistic programs; and conferences for parents, to mention but a few.

The active participation in our area committees will produce a first-hand knowledge of the complex problem of the prevention of juvenile delinquency. The prevention of juvenile delinquency will become what it should be, the responsibility of every adult. As the responsible adults of today, we cannot in conscience escape our obligation to the citizens of tomorrow. We must be resourceful, industrious, patient, and forthright. As I see it, the Commissioners' Youth Council and its area committees are carrying out the Commissioners' order in that spirit.

Senator HENNINGS. Thank you very much, Mrs. Doyle.

Senator KEFAUVER, have you any questions?

Senator KEFAUVER. Mr. Chairman, I would like to ask Mrs. Doyle about the study which Mrs. Meyer referred to, which you had a hand in.

Would you give us some guidance about overlapping functions, coordination among various agencies in the District?

Mrs. DOYLE. I think Mrs. Meyer was referring to the fact that she and I and many other citizens have been concerned with the fact that one agency does not know what another agency is doing. I have here a letter written to me by a member of one of the area committees, and I will read one paragraph of it.

There is also a need for some agency to deal with the youth and their families in a way to coordinate all the experiences of a child. For instance, a child may be known by the juvenile squad, by the Woman's Bureau, by the Public Welfare, by the attendance of the school, by the Health Clinic, and local police in the school, but the total picture is unknown to any one of these agencies.

When I was on the advisory committee to the juvenile court, that matter came up again and again. Family agencies might have a family come in and yet those records are not available to others. A pooling of resources, a getting together as committees, or any other way to help the children more effectively is what is needed. What we hope will come directly from these area committees is that they will be specific. They will be in a small area in a neighborhood they know. They can make these cases and say to the various agencies, "Now, Johnnie has been known to be this, that, and the other. We found all this out. We have it together. Let's get together and talk about Johnnie more realistically."

Senator KEFAUVER. That sounds good.

Mrs. DOYLE. In some neighborhoods it will be possible for members of the committee to go as friends to a family. I know of one area group that plans to take the clergyman of the family's choice and talk it over in the home. There are other areas in which that is not possible. The homes are poor and perhaps they would not welcome visitors.

I know of a group that is having whole families come to spend the evening in a settlement house, just sit down and use that as its home, and a trained worker can talk to them about their family problems. One of my own remedies which I hope will develop—which has been successful in Quincy, Ill.—is that as area committees develop they can have a list of the neighborhood people who are interested and who would be on call to help young boys and girls, perhaps in groups of three. In this particular area in Quincy they do one more thing which has always been very close to my heart, and that is to help the gifted child.

In my opinion, modern education does not help the gifted child; and from the gifted children of today come the leaders of tomorrow. The public schools have so many they cannot do it. A child with a talent might need money or guidance, and he could be helped by these men and women in a community that would take interest in the child. I think you see our approach: to get right down into the neighborhood and have the neighborhood people help each other with the problems.

Senator KEFAUVER. Thank you.

Senator HENNINGS. Mrs. Doyle, sometimes our schools, both public and private, operate as a leavening process, so to speak, don't they? The swift are brought down to the pace of the slower and more disinterested.

Mrs. DOYLE. We all believe in the compulsory education law which has been in effect throughout the United States for a long time, but it has had the effect of keeping children in school. For those children

who cannot do the regular work, other classes should be provided. That, I know, will be one of the things that will come out of such a study. But I do want to say that in our public schools right here in Washington, very often you find a teacher with insight and with gift that will bring out the children with all she has to do, with all her children. One of my own children was in such a class. We had that type of a teacher for a year and a half. When my child went on to college and passed a very difficult examination, she said: "It was just due to what they told me in the public schools."

My three children graduated, and I can speak with firsthand knowledge.

Senator HENNINGS. That is very heartening and very encouraging that there are such teachers. They are working under the greatest difficulties and handicaps.

One question before you leave. May I ask you what in your judgment is the principal impediment to the services to which we have referred clearly one with the other and exchanging information so there may be cooperation and certainly the end result will be that should they so cooperate it will mean the saving of money?

Mrs. DOYLE. I think the prime thing is the saving of children. I know you agree with that.

Senator HENNINGS. We understand that, but it will be efficient economically; will it not?

Mrs. DOYLE. Yes. I think perhaps it has come about because it is done in an area where one says we must cooperate. Everybody must be coordinated, but if you can get it down to specific cases of children, you can then do it best. If you have Johnnie Brown who has been going to the Catholic charities, to the Family Welfare Service, who is going to the juvenile court, whose mother has been needing help, and somebody gets ahold of Johnnie—perhaps somebody in the neighborhood—and takes the trouble to talk to all of those people and get them together, then I think things can be done.

The reason I used the phrase "can speak with authority and intelligently," is because I hope in these committees such cases will come up. If we get enough of them together, we can show the picture and in our small way with our little office begin to bring these people together. I think that is the only way it can be done.

You have to have something specific, and there is not a single worker, a social worker, a teacher, or policeman who when he is faced with the problem of a child to be helped will not see the picture when it is put to him just that way.

Senator HENNINGS. When I spoke of saving money I did not mean saving money so we could cut down on appropriations; I meant saving money so more may be distributed to help more children.

Mrs. DOYLE. I think even just the mention of cutting the appropriations is appalling to us.

Senator HENNINGS. I wanted to make that clear. When I say "saving money," I meant more children may be helped with what we have at hand. By the elimination of the duplication and overlapping of services, we then get into more efficient operation where we may do more with what little we have with which to work.

Mrs. DOYLE. I want to say I do feel that Commissioner Spencer and his colleagues are to be commended for taking this step to get together the Youth Council. I think it is a forward-looking, con-

structive step, but I have lived in the District for 36 years. I have worked in a great many ways here. As efficient as our Commissioners may be and no matter how well they do their work, the District of Columbia is governed not by three Commissioners but by a little package of sheets that will be signed next July, called the appropriation law, which settles the social structure, the educational structure, and the police structure of Washington. It gives the policies by its cutting out and by what it puts in. These men can only carry that out within those limitations.

Senator HENNINGS. Mrs. Doyle, on behalf of the subcommittee, may I thank you for coming here and giving us your excellent testimony and your valued observations.

Mr. BEASER. Commissioner Spencer, please.

Senator HENNINGS. Commissioner, do you solemnly swear that the testimony you are about to give will be the truth, the whole truth, and nothing but the truth, so help you God?

Commissioner SPENCER. I do.

#### TESTIMONY OF COMMISSIONER SAMUEL SPENCER, PRESIDENT, BOARD OF COMMISSIONERS, DISTRICT OF COLUMBIA

Mr. BEASER. State your name.

Commissioner SPENCER. My name is Samuel Spencer. I am President of the Board of Commissioners of the District of Columbia.

I would like to express the appreciation of the Board of Commissioners for the work this committee is doing in helping us to get at the causes and the remedies for this problem of juvenile delinquency. I think a great deal of interesting testimony has resulted from the work of this committee, and I think it has helped us to orient the problem and see some things that can be done about it.

I understand you would like to have me testify briefly as to what the Board of Commissioners is doing and what they hope to do with respect to this matter.

Senator HENNINGS. May I say we would like to have you testify at length? Unfortunately, the hour is drawing late, and most of us have either appointments back in our offices or other things which we must do. We do not want to limit you in any way in anything you feel should be said. We hope you will feel that you have time to say it.

Commissioner SPENCER. What we are doing breaks down into two phases. One is the law-enforcement aspect of juvenile delinquency, and the second is the prevention aspect. With respect to the law-enforcement aspect, we were presented by Congress last June with a perfect instrument for making a study of the law-enforcement angle of this thing in the District of Columbia, and that instrument is the Law Enforcement Council which was created by the so-called omnibus crime bill which passed the Congress last June. That council is composed of 15 members. It includes substantially all of the chief officials in the District that have to do with law-enforcement matters.

The council became organized in August, and one of the first things which we did was to set up a juvenile crime committee consisting of five people. The chairman of the committee is Newell Ellison, who is a very competent lawyer here in Washington, a very fine man. The

committee early in September went to work on a study of the various law-enforcement aspects of the juvenile problem. That is, the police part of it; what is done in the juvenile court and the correction institutions such as the Industrial Home School for colored and for white.

That study has not yet been completed, but Mr. Ellison tells me that he hopes to have it completed in about 2 weeks. We feel that the recommendations which the committee will make will be most helpful to us in charting a course which will enable us to coordinate better the work of the Police Department and the juvenile court and the Welfare Department. I think that committee is going to give us the answer to a lot of the difficulties which have been brought out in the testimony before this committee. They are looking into such matters as the question of waiver of juvenile court jurisdiction in the case of older and more hardened criminals. They are looking into such matters as the crowding of the Receiving Home and the Industrial Home School. They are looking into the time that it takes to handle these cases and the exact procedure by which they are being handled.

The committee has given interviews with substantially all of the important officials who are dealing with this matter. They are also making a hundred-case study. They felt that you simply could not get to grips with this thing by studying in generalities, and they are studying a hundred specific cases from the time the offense was committed until the time the child is actually released or is committed to the Industrial Home School, how long they stay there, and what happens to them afterward. So we hope from that 100 cases we can get interesting data about just how this system is working.

That is a very brief summary of what we are at present working on on the law-enforcement aspect of this matter.

With respect to the prevention phase of it, the chief instrument which we have created is the Commissioners' Youth Council, organized in October, which Mrs. Doyle has told you about. I will not spend much more time on that. The purpose of the council was more a matter of community participation than any elaborate spending program, but I think by getting down into these local areas with individual committees to handle them that we can really come to grips with this problem and much that is constructive can come from the work of that council.

It is made up of people who are very experienced in this whole field. Mrs. Doyle herself is one of the outstanding leaders in the youth field, not only in Washington but really in the country. As you know, she was the head of our Board of Education for many years. She has done all sorts of youthful work in this field.

Of course, the problem of prevention of juvenile delinquency is almost as broad as society itself. So, if we begin to look at some of the broader ramifications of what we are doing and the effects they may have on this problem, we get into our slum rehabilitation program which we have been working on over the past 5 or 6 months. Just yesterday, we had a public hearing on some regulations having to do with elimination of outdoor water closets and getting rid of some of these ramshackle fences and sheds that are characteristic of our slum areas. We are working on a complete housing code, and we are also working with our Citizens Association to try to develop a voluntary program of improving the condition of a lot of these slum areas.

This is a program that does not envision razing a lot of these places but trying to clean them up and by spending a little money to make them reasonably habitable places.

Another aspect of our general program which will have to do with the control of juvenile delinquency is our public works program. We have developed a program that will extend over a period of 10 years. It covers all phases of public works in the District, and among the important parts of that are the enlargement of the Receiving Home and the building of new Industrial Home Schools out at Laurel which will be far superior to the present institutions. They will have more capacity and be built along modern lines.

If we are able to go ahead with that program as planned, I think we can alleviate the crowding and the shortages of facilities that we are now faced with. So we feel that by getting that program into effect is a very important part of the whole juvenile delinquency question. That program as it is now set up anticipates joint financing by the District government and by the Federal Government.

I might say in closing that one of our main problems in this whole matter is a budgetary problem. The District of Columbia, as has been pointed out here, does not have any substantial industries with large incomes. We are dependent upon taxing the real estate and the individual incomes of the people. The result is that we do not have the tax resources that most cities of comparable size do have, and we are dependent to a certain extent on contributions from the Federal Government to make up for that deficiency. We feel that contribution has been inadequate in recent years, and part of the plan of the public works program is that that would be stepped up. If that is done and this program goes through, it will alleviate our whole fiscal situation somewhat so that even with respect to enlarging the staff of some of these institutions, we will just have a little more money available without quite the burden of taxation which we will have if we do not have additional Federal aid.

That is all I have to say. Thank you very much.

Senator HENNINGS. Mr. Commissioner, I would like to ask you if you have sent up your budget request for the next fiscal year.

Commissioner SPENCER. We have sent them over to the Bureau of the Budget.

Senator HENNINGS. Do you request increases in any of the appropriations heretofore dealing with this problem?

Commissioner SPENCER. I do not know how much I ought to go into detail. We have been requesting some increases having to do with this problem where we felt the need was most acute. We are faced at the present time with a real shortage of revenue, and without additional taxation we will have revenues for only 1955, enough to cover our operating expenses without any capital outlay at all. So an important phase of our present program is additional taxes.

Senator HENNINGS. So when we talk about an increase, we do not mean increase in personnel?

Commissioner SPENCER. In certain places where we feel the need is most acute, we hope we may be able to increase personnel some; but we have got to be very careful.

Senator HENNINGS. You have made provision for that in your budget request?

Commissioner SPENCER. Yes, we have, insofar as we felt we could do it. I do not think I ought to get into more detail on that because our actual budget items are confidential until the Budget Bureau releases them. I would be glad to tell them to the committee in executive session or to send them over some material on it.

Senator HENNINGS. I think the subcommittee will be very glad to have that information from Mr. Spencer if you can get it up for us so we can see wherein provision is being made for the improvement of some of the plant and staff facilities.

Commissioner SPENCER. I will be happy to send over what we have on it. It may well be as a result of the work on our juvenile committee, the council on law enforcement, and the work of this committee that we may have to reappraise, because there is more information available than there was in September when we worked on that budget.

Senator HENNINGS. Then you are at this time inclined to think that some of that should be reappraised and that you will do so?

Commissioner SPENCER. We have to make a careful study of the whole thing in the light of the facts that have been brought out, and we expect to be brought out by our juvenile committee report.

Senator KEFAUVER. May I ask Commissioner Spencer one question?

I do not know if you were here or whether you have read Mr. Christianson's statement or not, but on page 6 of his statement he talks about the expanding relief for additional recreational and playground facilities. He says that to meet the growing demands for increase in population they expect to spend during the next 10 years the amount of \$5,155,000. He sets forth what it is to be spent for.

Is that just the plan of Mr. Christianson or has this been gone over with you and the Director of the Budget of the District?

Commissioner SPENCER. It is part of our public works program, I would say. It has been gone over by the Commissioners and by the Bureau of the Budget.

Senator KEFAUVER. You concur in the need, and that will be the recommended program as matters now stand of the District Commissioners?

Commissioner SPENCER. I would like to add this reservation about it: In our public works program we have quite a substantial amount for improvement of recreation facilities. But whether the figure is just what Mr. Christianson states, I would have to check up. He may have put in some of his own items.

Senator KEFAUVER. That is all.

Senator HENNINGS. One more question, please, sir.

Some of us visited, among other institutions in the District, the Receiving Home, and we were shocked by what we saw there. May I ask you whether you have, in your budget request for the Receiving Home, asked for any increase for this coming year?

Commissioner SPENCER. We have not, but that is one of the things that I think perhaps we have got to reexamine. We have been very hard up on the situation and it was our hope that if we could catch up the docket on the juvenile court that in its place we could alleviate the crowding. I think perhaps that has to be more thoroughly examined. The enlargement of the Receiving Home is in the public works program as one of the items of early priority.

Senator HENNINGS. May I make this observation as one member of the subcommittee: I certainly hope you will reconsider.

Commissioner SPENCER. We will give it careful consideration, I can assure you of that.

Senator HENNINGS. And that you decide favorably to do something about the increase in the budget request for the Receiving Home. I realize there are many other things, but that was one of the places that seemed to me to be the worst in terms of its impact upon the young people who are confined there.

Commissioner SPENCER. It needs attention.

Senator KEFAUVER. This is not a question, but I may not have a chance of telling Mr. Spencer this. Speaking for myself, but I am sure many Members of Congress has the same attitude, I have had a feeling for some time and I still have a feeling that you members of the Board of Commissioners of the District are too modest in asking for appropriations for things that are manifestly needed here in the District—slum clearance, housing, recreation, school facilities, and many other things that I could mention that we all agree should be done; and things which the District needs.

It is the feeling of many of us that the amount of money to be spent is very insignificant compared with the total appropriations up here. While we want to save money and reduce taxes, we would like to see this city of Washington made a model city of which we could be proud and which other cities could copy and emulate. I am sure there have been appropriations for these things, but you might be surprised with the kind of attention you would get from Members of Congress if you asked for increased amounts.

Commissioner SPENCER. Mr. Senator, there are a great many things that should be done here. In the coming year we are already asking for a tax program that involves about \$10 million of additional taxation. We feel that is about as much as we can ask the local people to pay here. The taxes are already reasonably high. We have got a situation where people are moving out into Maryland and Virginia at a considerable rate. If we get our taxes here too high in relation to those there, we are going to accelerate that. We are going to find our revenues will go down.

Senator KEFAUVER. I was talking not just as a Member of the Senate. I am a taxpayer, although a very modest one here in the District. I do own a home here in the District. I think in that connection the Federal grant to the District has always been too low.

Commissioner SPENCER. That was the next point I wanted to make, too. I think the Federal grant is too low under present circumstances. Historically, it has been far higher in proportion to the total District budget. In fact, for many years it was 50 percent of the District budget; whereas, now it is down to 9 percent of the District budget. The Bureau of the Budget, even at this time when they are trying to reduce Federal expenditures in every possible way, has agreed with us that contribution should be \$20 million instead of the present \$11 million. If that goes through at this session of Congress, it will go a long way toward enabling us to correct many of these conditions which you speak of.

Senator HENNINGS. I had in mind the Federal grant. I believe there are many Members of Congress who can be made to appreciate and who now appreciate, in terms of human salvage, how vastly important it is to do something about these young people who are put in places

such as the Receiving Home through no fault of their own, by and large.

That place needs immediate attention and a substantial appropriation. I do hope you ask for it. A good many of us here will help you and work with you.

Commissioner SPENCER. We appreciate any help you can give us. I agree entirely that we do need more of a Federal payment. I think we have to realize the Federal Government and the local people here are in a partnership. We have an interest in the city, and both the Government and the people have responsibilities toward it.

Senator HENNINGS. The whole Nation has an interest in the city.

Commissioner SPENCER. Yes, it has.

Senator KEFAUVER. Mr. Spencer, in connection with the Federal grant in the home-rule bill that passed the Senate some years ago, it was worked out carefully and to which no substantial objection was raised in the Senate where a formula had been arrived at for every \$100 paid in the way of taxes by the local people the Federal Government would put up \$20. That is a whole lot better than your present 9 percent. That amounts to about 18 percent, I believe. So that might give you some encouragement in asking for larger amounts.

Commissioner SPENCER. We are asking for them.

Senator KEFAUVER. I do not agree that the present taxes in the District are too high. I think the people are willing to pay for better services if they get them.

Commissioner SPENCER. We felt that the taxes which we are proposing for this year, which will amount to about \$10 million additional revenue, are reasonable and can be borne. I do not think that we can go above that at this time.

Senator KEFAUVER. That is rather an omnibus situation; a committee urging one of the departments to ask for more money. It is usually just the other way around.

Senator HENNINGS. Yes, it is. I happen to own a home here, too; and I pay taxes on the house here, too, and I am not anxious to have that levy raised. But after some of the things we have seen, I think a good many people who heretofore may not have understood will appreciate the extent of these needs.

Commissioner SPENCER. If we can put this public works program through, the District will be well on the road toward getting away from its present deficiencies. I think it is a reasonable program. The Bureau of the Budget has agreed to it. I just hope we can convince the Members of Congress that it should go through.

Senator HENNINGS. Are there any further questions?

Thank you very much, Mr. Commissioner, for being with us today and giving us the benefit of your testimony.

I am advised by counsel that there are representatives of a number of organizations here who would like to be heard. The hour is growing very late and we have reached the hour of adjournment because of other obligations we have in our offices. It is past the hour of our usual adjournment.

What would you suggest, Mr. Counsel, with respect to these other people who have been good enough to come here? I would like to give them an opportunity. We are going to have a meeting on the 8th.

Mr. BEASER. Many of these organizations will be represented through their national organizations. I would suggest, Mr. Chair-

man, that the organizations that have been good enough to come and sit through the day be given permission to submit their statements for the record.

Senator KEFAUVER. Just what organizations are here? I think maybe rather than submit statements, if it is possible to have a brief session, we might have one tomorrow.

Senator HENNINGS. I must go to the Bethesda Hospital. I have to there at 9:30. Could not these people come in on the 8th.

Mr. BEASER. They could.

Senator HENNINGS. I do not like to foreclose anybody who has been patient enough and good enough to prepare a statement.

Senator KEFAUVER. Let's see who they are.

Senator HENNINGS. Who is represented here?

Mr. BEASER. Mr. ALVERSON, with the Boy Scouts of America.

Mr. ALVERSON. I will come back on the 8th.

Senator HENNINGS. You see our problem. We appreciate your cooperation.

Mrs. KING. I represent the organization for retarded children, and I will be glad to come back.

Senator HENNINGS. The subcommittee appreciates your spirit of cooperation.

Would you come back?

Are there any others?

Before we close, I now ask the reporter to place in the record the prepared statements of Philip B. Brown, Mrs. Clarence M. Pierce, and a statement on Help for Retarded Children.

(The statements referred to follow:)

#### STATEMENT OF HELP FOR RETARDED CHILDREN, INC., GARRETT PARK, MD.

##### HELP FOR RETARDED CHILDREN

In 1950 a small group of parents banded together with the purpose of helping each other solve the problems presented by their retarded children. At present Help for Retarded Children, Inc., has a membership of approximately 300 parents and friends of retarded children, and this does not include all or even a majority of the parents of such children in the Washington area.

##### THE PROBLEM

I am appearing before this subcommittee because we are interested in the relationship between juvenile delinquency and mental retardation. Not all retarded children are juvenile delinquents or even potential juvenile delinquents. It has been proved that retarded children who are loved and cared for and who are given adequate training can make a successful adjustment to life in the community in spite of their handicap. But it is also a recognized fact that a very large percentage of the children who become juvenile delinquents are mentally retarded. These are the children who have not received effective care and training, and the cost to the community is a high one.

Since, in the end, the community as a whole must pay in one way or another for juvenile delinquency, it is not enough to say, "The parents of these children have failed in their duty to the community when they failed to provide the proper care and training." The parents of retarded children are faced with problems outside the range of experience of other parents. From babyhood, the slow learner must be given more time, care, and understanding than other children. His failure to mature is a grief, and his inability to care for himself is a constant cause for anxiety to his parents. The entire family may suffer so greatly from the strains produced by the presence of a retarded child that the difficulties of other members are accentuated, resulting in broken homes or emotional insecurity in siblings. For these reasons, the community cannot afford to dismiss retardation as a personal problem to be dealt with by parents.

## WHAT IS BEING DONE NOW?

The District Training School at Laurel, Md., was established to give boarding care to retarded children of the District. Out of a population of this size, an estimated 2 percent will be retarded, and one-tenth of this 2 percent, or 1,600, require boarding care. There are 700 at Laurel, and the facilities there are so crowded that only hardship cases—those children whose mental retardation is greatest—are now admitted. At present, 54 children in the District have been certified for entrance and are waiting for admittance, while 61 more are still waiting to be examined for certification.

To begin to meet this problem, funds have been earmarked in the 1955 budget of the District for two new buildings at Laurel. But no provision has yet been made for the group of children whose mental retardation is not quite so great. This group can profit most from the type of training normally found in a boarding situation, as has been proved by the progress of the 100 children now at Laurel who profit from academic classes. Further, no provision has yet been made for separating the recognized pre-delinquent children from other children at Laurel, in spite of the Welfare Department's awareness that these pre-delinquent children need special supervision and that other children should be protected from their influence. Also, although some of the children at Laurel are given training in vocations in which the mentally retarded can function as contributing and self-respecting members of the community, this training is on the whole inadequate because of limitations in facilities and personnel.

Since only hardship cases are now admitted to Laurel, what happens to the children who cannot qualify for admittance and yet who are incapable of keeping up with contemporaries in school? The District school system has a few special classes for these children. An estimated 16 more such classes would be needed to fill the present need. There are also classes to which children with specific difficulties may be admitted. The 1955 budget calls for six more special training classes for retarded children, but a great deal more is needed.

The emphasis on academic progress in the schools causes enormous damage to many of these children, developing in them a sense of frustration and failure which nothing that follows can eradicate. What is needed is a complete and continuing program for those mentally retarded children who are capable of adjusting to life in the community. This program should begin with training classes for the young child when he first reaches school age and continue with vocational classes for the adolescent. Such a program could make these children feel that they also have a place in the world and work to do—work which they can do. Only then will they be able to emerge from the twilight zone that now lies between Laurel and the school system, a place of idleness and failure, a good breeding ground for delinquency.

## THE WHOLE PICTURE

Retardation is not limited to any class of society, nor can it be dismissed as a matter of poor inheritance. The causes are many and very little is known about them. But mental retardation does not necessarily have to be the blight it too often is. Society needs to move over to provide a place for the mentally retarded which they can fill satisfactorily. If it does not so do, it can expect that some of these children will fight back at the society that made them outcasts from childhood, and in ways that are not socially acceptable.

The four prime causes of juvenile delinquency—mental retardation, emotional insecurity, slums and broken homes—are most often interrelated. You can clean up slums but you cannot eliminate mental retardation, and as long as the problem is not handled properly, you will have these costly results. Along with programs to clean up the slums should go programs to train those of our children who are mentally retarded so that they may have the chance to grow up contributing to society instead of fighting it.

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STATEMENT OF MRS. CLARENCE M. PIERCE, CHAIRMAN OF HEALTH AND WELFARE COMMITTEE OF WASHINGTON CHAPTER, AMERICANS FOR DEMOCRATIC ACTION

Representing the Washington Chapter of Americans for Democratic Action, we appreciate this opportunity to express for the record our concern. Our committees on health, welfare, recreation and education have studied facilities and services for children in Washington in some detail for the 7 years since ADA

was organized, and we have testified repeatedly before congressional committees working on District of Columbia budgets or other affairs, as to our concern for the many serious inadequacies of provision for children.

As reported in the papers, your committee has just heard a great deal about existing and lacking facilities and services for children, and we will not now repeat to show the picture as we find it. However, if there has been an increase both in the numbers of young people in trouble and in the seriousness of their offenses, we cannot be surprised when we remember what is represented in the lives of these children by overcrowded, segregated schools, or lack of mental health facilities, or the recent discontinuance of housekeeper service by the Health Department, or poor, overcrowded buildings of the Welfare Department institutions, or lack of enough social workers in the children's services of the Welfare Department, or inadequate staff for the juvenile court or inadequate provision for constructive recreation in some neighborhoods.

Many of our ADA members have had experience in other American communities, where local government (1) is directly responsible to its citizens for supplying such services as those citizens wish and will pay for; and (2) is able to tax much more than 50 percent of its land in planning its budget. We are convinced that an elected local government could more accurately and more rapidly supply community services to meet changing needs than is possible at present, and we would assert that the Federal Government should pay a larger amount to support the District of Columbia budget.

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#### STATEMENT OF PHILIP B. BROWN

Mr. Chairman, members of the committee, my name is Philip B. Brown. I am a lawyer in private practice and a member and treasurer of the Washington Home Rule Committee, Inc. I shall be brief.

I am no expert on the behavior of children, nor do I claim to know anything about the causes of juvenile delinquency. But I do know that juvenile delinquency is a serious problem to the people who live in Washington, D. C. And, to my mind, that means that here, as in other cities, it is a local problem. As a local problem, it should be dealt with directly by the people concerned—those who live in Washington and who have children or hope to have children who will grow up in Washington.

Today it is not possible for the citizens of Washington to take direct and effective local action to deal with such local problems as juvenile delinquency. The people lack the necessary tools of government at the local level; they have no local government of their own.

In any other city in the United States the people have at least the opportunity to solve such problems by their own direct action. If the people in other cities are not always effective, it is not because they do not have the right to solve their own problems, and it is not always because they do not try. But the people of this community do not have that right, and so their most earnest efforts are often not effective.

In Washington, D. C., the people are dependent upon the Federal Government for any steps that are taken to solve these problems. To be sure, the residents of the District of Columbia are very grateful to the Federal Government for its awareness that the problems exist, and for holding just such hearings as this to air the facts and to arrive at constructive suggestions. Right now, without such action by the United States Government, the people of Washington would indeed be worse off.

But it should be clear by now that Federal action alone is not enough. Even if these hearings uncover the major causes of juvenile delinquency, even if the United States passes new laws for the District of Columbia or improves the old ones, and even if the enforcement of those laws is strengthened, there is no real assurance that in the long run these steps will be effective to solve this local problem.

This is no charge against the Federal Government which has long been overburdened with local tasks. It is merely to say that the children of Washington are the hope and the responsibility of their own community. They are not properly the wards of the United States Government. Their behavior is a family problem and a community problem since it directly affects all the other residents of the community.

Washington is no longer merely a stopping off place for strangers. There are now over 800,000 people living here. They have a great many local problems.

Indeed, all the worst problems, such as racial tensions, taxation, money matters, traffic problems, real property devaluation in the downtown areas, migration to the suburbs and juvenile delinquency and crime, are local in nature because the people affected are the people who live in Washington.

There is pending before the Senate, S. 2413, a bill to provide local self-government for the District of Columbia. As one of the hundreds of thousands of citizens of Washington who want home rule, I gratefully acknowledge that both the chairman of this subcommittee, Senator Hendrickson, and one of its members, Senator Kefauver, are sponsors and supporters of that bill. We hope that the other members of the subcommittee also support home rule, and that the 83d Congress will enact it into law.

In closing, I want to make it clear that I do not contend that by granting home rule to the District Congress will automatically eradicate juvenile delinquency—or crime—or even traffic congestion. I do not contend that self-government is the panacea of all ills.

What I do contend is that a local government for the District would be the appropriate way, the democratic way, the American way of dealing with District problems. I think such a local government for the District would also be the effective mechanism for handling the problems of the people of our community. The home-rule bill would make the right start in this direction by letting the people elect their own city council, their own school board, their own mayor and their own delegate to the House of Representatives.

In 20th century America it is hardly revolutionary to suggest that the people be given the right to vote. In the words of the late Chief Justice Hughes, "The people are our power, our peril, and our hope."

I submit that, even at the peril of making things worse, the people of Washington should be given the power to deal directly with such problems as juvenile delinquency in the hope of achieving effective local solutions.

Senator HENNINGS. If there are no others, the meeting of this subcommittee will stand adjourned until January 8 at 10 a. m.

(Whereupon, at 5:25 p. m., the subcommittee recessed, to reconvene January 8, 1954, at 10 a. m.)

## JUVENILE DELINQUENCY

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FRIDAY, JANUARY 15, 1954

UNITED STATES SENATE,  
SUBCOMMITTEE OF THE COMMITTEE ON THE JUDICIARY  
TO INVESTIGATE JUVENILE DELINQUENCY,  
*Washington, D. C.*

EXCERPT FROM TESTIMONY TAKEN JANUARY 15, 1954

(The following two witnesses, Mrs. Willis King and Mr. E. S. Alverson, actually appeared before the subcommittee on January 15, 1954, but were called December 22, 1953.)

Chairman LANGER. Mrs. Willis King.

Do you solemnly swear that the testimony you are about to give before this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Mrs. KING. Senator, I am a Friend. Do you mind if I affirm?

Chairman LANGER. Certainly not.

### TESTIMONY OF MRS. WILLIS KING, HELP FOR RETARDED CHILDREN, WASHINGTON, D. C.

Mr. HANNOCH. Mrs. King, you have indicated a desire to speak on behalf of your group to the Senate committee for the purpose of making recommendations. You feel free to tell us what your recommendations are. I haven't any idea what they are yet.

Mrs. KING. In the first place, I think it might be well to make clear that there is a difference between mental illness and the thing we speak of which is mental retardation.

Mental illness is the sort of thing that the psychiatrists think they can cure and do cure, but this is the kind of crippling which is just like a child who is born without a foot, or without a hand, he cannot grow another hand nor can he grow a greater capacity to think with than when he was born.

We don't mean to say that every retarded child is a delinquent child. This is not true at all.

As a matter of fact, a retarded child who has proper training and proper treatment can be as happy and as well adjusted as a normal person and perhaps more so because he does not worry so much.

But it is true that this is one of the long, slow burdens of the human race that we get so used to that we forget it still is a burden, it still exists.

If you would ask Mr. Shea, for instance, he would tell you that a large percentage, a very large, so large as to be almost incredible, of

the children in the correctional institutions are retarded children. In all the lists that you hear, these quoted lists of the causes of juvenile delinquency, of slums, broken homes, emotional insecurity, also in that list is this one thing, mental retardation, in every list.

Now, many of those problems are hard to diagnose and the answers are not very clear. This one is quite clear, easy to diagnose, and some of the answers are clear.

Now, the District moves in two ways to help this problem.

Mr. HANNOCH. You mean the District of Columbia?

Mrs. KING. The District of Columbia.

I am speaking of the District of Columbia, but the things I am saying are true for everywhere, the District Training School out at Laurel has a capacity of about 700. There is now out there a waiting list of certified children and 54 have been certified for entrance and are waiting to be admitted. Sixty-one more are waiting to be examined. These are all hardship cases and all will have to go in there as soon as space for them is found.

Now, there are a great many more children besides those. In any population 2 percent of the population can be expected to be retarded and of that 2 percent, 10 percent would benefit from institutional care.

In the District of Columbia that would be 1,600. The capacity at Laurel is 700. Where are the rest of those children?

A great many of them are in correctional institutions where they should have had no opportunity to get into.

In the 1955 budget there is a provision for capital outlay, there is a provision for two cottages more at Laurel. That would take care of about 80 more children.

We urgently urge that that item be kept in the budget. But, of course, that takes care of only 80 children and there are still several hundred more.

In addition to that, the program out there at Laurel is handicapped as you all know by lack of personnel. For instance, in the room where the power machinery is, where older boys are taught, there is only one supervisor. You can't put a large group of those children in a room with power machinery without some supervision.

So that the other thing which would help Laurel would be an increase in competent personnel.

Chairman LANGER. How many are girls and boys?

Mrs. KING. Out there?

Chairman LANGER. Yes.

Mrs. KING. I am not too sure, but I think this is usually about half and half. In mental retardation there is no correlation between sexes.

Of course, the retarded girls are less likely to be juvenile delinquents, but, of course, that still leaves a great many who are.

The other way the District moves to handle this sort of thing is through the public-school system. There is a series of special classes in the public-school system and I think the person in charge of that special school-system class has been here before this committee and it does a very fine piece of work. It handles the just barely slow-learning child and the emotionally disturbed child.

In addition to that, every year from the public schools of the District of Columbia the School Board excuses—this is a euphemism for excludes—between 75 and 100 children.

Where do those children go? There is no room for them at Laurel. There is no room for them at public schools. They go home, or they go on the streets.

Now, the District School Board has asked this year for money enough to hire six teachers to start special classes for these very slow children. This has been done with great success in the city and Mr. Shea will tell you that his school classes out at Laurel are successful, too. It would take a great many more than that; it would take 16 classes to make a beginning, but 6 is a good beginning.

This is another item that we urgently urge that Congress include in the budget.

Actually, if you can keep a child at home, if the family situation is such that you can keep the child at home it costs only \$600 to educate the child in the public-school system and it costs \$1,600 to train that same child out at District Training School.

So every year you keep that child at home, if you train him and prevent him from being susceptible of influence which makes him a juvenile delinquent you still save the taxpayer a thousand dollars a year on every child.

Actually, these children are the children that are lost between the public-school system and the courts and the welfare boards. It is not that they need less training than ordinary children; they need more. It is not that their parents are better able to help them because they have special problems; they are less well able.

But these children provided a fertile field for juvenile delinquency and you can see the results of it in the people who are in the correctional institutions now.

Not only that, but by staying at home they provided a kind of emotional tension in the home which is a breeding ground for juvenile delinquency.

What is really needed is a program which would start with the young child in the school, take him through adolescent vocational training and put him in a sheltered workshop where he can make a contribution to society that he is capable of making.

Retardation is not limited to any class of society nor can it be dismissed as a matter of poor inheritance. The causes are many and they are little known, but society must move over and make a place for this tremendous number of children. The causes of juvenile delinquency, mental retardation, emotional insecurity, slums, and broken homes are often related. You can clean up the slums; you can change the judicial method of handling them; you can do all these things, but mental retardation will remain.

As long as the problem is not handled properly the costs are great in lives and in money.

Along with the program to clean up the slums should go programs to train these children so they may have a chance to grow up contributing to society instead of fighting it.

Chairman LANGER. Any questions, Mr. Hannoch?

Mr. HANNOCH. No, sir.

Chairman LANGER. Thank you very much, Mrs. King.

STATEMENT OF E. S. ALVERSON, NATIONAL CAPITAL AREA  
COUNCIL, BOY SCOUTS OF AMERICA, WASHINGTON, D. C.

Mr. HANNOCH. Let us have your full name and address for the record.

Mr. ALVERSON. E. S. Alverson, 1134 45th Place SE.

My appearance here evidences the interest of the laymen scholars of the Boy Scouts organizations. I am not an official spokesman for the organization.

In connection with my appearance here I want to correct and clarify some testimony that was given to the committee on November 23 by Dr. Walter Reckless, of Ohio State University.

I would like to quote to you this publicity, this testimony, to refresh your memory on it. This was on the front page of the Washington Post in heavy print, "Youth Organizations Should Get Hep to Fact That Juveniles Are Tired of Tying Knots and Want Hot Rod Cars Instead."

Horse and buggy shortcomings or organizations like the Boy Scouts of America were pointed up by an eminent sociologist, Dr. Walter Reckless, of Ohio State University. He declared the Boy Scouts are doing a swell job in reaching middle-class boys attracted to values such as fresh air, tying knots, and uniforms, but he said they are not reaching the boys most apt to be picked up by the police.

I am not an eminent sociologist, but I am equipped with horse-sense, which in the Scout organization is not regarded as a short-coming.

We feel, and I am but one of thousands of civilian scholars who regularly devote countless hours, time, and effort to implement boy training under the Scout program, we feel that we have been maligned, we feel that this is a fantastic and fallacious appraisal of our work and our boys, as well.

I have asked for a 5-minute period to discuss that.

Our panacea is prevention, not a cure, and in an unobtrusive way our work of training boys to become alert and self-reliant and helpful young citizens has gone forward apace.

At times Cub and troop meetings assume all the aspects of Custer's last stand, but loss of adult life is negligible.

In our evaluation a boy is a boy, and we have taken them in from both sides of the railroad tracks, and we always have without regard to race or color or creed.

Here again we seem to be ahead of our times.

Regarding our evaluations, we feel that our position has been well taken and well received by the public at all times, good acceptance of our organization.

We are an organization of prestige. We regard the press as our friends; we always have—and we don't hold against the press—

Chairman LANGER. Before this subcommittee you need not tell us anything about the Boy Scouts. We have the very highest regard for your organization. You have a wonderful organization; they have done a world of good.

The subcommittee has the highest regard for your organization.

Mr. ALVERSON. Thank you very much.

Regarding these criticisms, I would like to mention them briefly and specifically. Concerning the statement that we are not reaching the boys who have the best chance of being picked up by the police—the police do not reach out for our boys because we have reached them first.

A Scout feels that it is smarter to put out an urban fire than to start one.

A Scout feels that he may steal from his leisure time to earn a few dollars, but he won't steal those dollars.

A Scout feels that it takes some talent and money to replace a pane of glass and no brains at all to knock one out.

We are not working exclusively in the slums; if that is what Dr. Rickless had in mind. Neither do we stand aloof from that wherever there is a call, and many, many times we step into those areas on our own initiative.

Regarding the headline "Tired of Tying Knots," in deference to the Senate committee I will refrain in replying to this from using General McAniff's celebrated reply to the Germans in the Battle of the Bulge.

Yes; we do teach the boys to tie some useful knots. They are taken in our organization at the age of 8 and for 10 years and sometimes more, they are given a sustained integrated fun-packed course of training.

Out of that entire 10 or 11 or 12 years, 2 or 3 weeks are spent learning to tie knots.

Regarding the Boy Scouts being attracted to values such as uniforms and fresh air, the Congress itself regarded the uniforms of sufficient value to pass an act permitting us to use them. The Scouts are proud of them and the public has received them with approval.

They distinguish the Scouts who wear them with distinction.

If you will pardon a personal reference, I wore a Scout uniform in the first year the Scout organization came into being. It consisted of a Spanish-American War sombrero and an ax at the belt and a hardwood pole about 12 feet long.

Our first 3 months of activity in the Scouts were spent almost exclusively in falling over that pole. Usually with disastrous results. We maimed so many women and children with it in the act of doing good deeds, that they finally took them away from us.

We were proud of them then, though, and the boys are still proud of them.

We have no reason in the world not to look the world in the eye and admit that we wear uniforms.

Mr. HANNOCH. I don't think that Dr. Reckless made the criticism in the sense that you have taken it. He indicated that a lot of enormous value existed in the Boy Scout movement and commented that of the boys who become juvenile delinquents it was found that very few of them were Boy Scouts.

What he commented upon was the fact that in the areas that children required rehabilitation, the children did not have the money to pay for a Boy Scout uniform and there were many instances they did not have the dollar to spend for a weekend hike, and the type of youngsters that he was talking about were not interested in tying knots or starting fires with two pieces of sticks. They knew how to start them.

He felt—and he did not confine it entirely to your organization—that some different sort of appeal might have to be made to the type

of juveniles he was talking about than would have to be made to children of a group who had funds available to do some of these things.

He did not make any criticism of the Boy Scouts organization as such.

Mr. ALVERSON. In answer to that sir, I have to point to the headlines, "Tired of Tying Knots," in heavy type. There it is. The connotation is clear. The implication is plain that Scouts and Scouters are not quite bright.

I was not at the hearing when he testified. I only know what I read in the papers and we were damaged.

Regardless of his intent, it has been stated many times in many different ways in the thought, "Heaven protect me from my friends; I can take care of my enemies, myself."

Mr. HANNOCH. How has your program changed in the last few years?

Mr. ALVERSON. On December 22, when I spent a day hearing testimony of the committee and expected to go on at that time, it was mentioned, and I also find that it was mentioned in Dr. Reckless' testimony, that an organization was needed run by the boys and I don't think that Dr. Reckless and the other gentleman who testified, and I do not know his name, are familiar with the Scouts and their policy.

We turn over as much as is possible to the boys and their own initiative. They elect their own patrol leaders, they elect their scribe. They elect their cheer leader. They decide themselves in many, many instances what they will do on a given day of leisure, where they will go.

We give them just as much initiative as it is possible to do, and that is not new with us.

I think that the point might well be brought out at this time, because we agree with that philosophy. This is not an organization set up and run exclusively by adults without concern to the boys' wishes.

I have one more point, about the horse-and-buggy shortcomings of organizations like the Boy Scouts. That particularly hit we laymen right between the eyes.

Let me read you some figures briefly.

In 1912, 2 years after the organization of the Boy Scouts, our membership numbered 97,495. In 1937 our membership, this is Scouts and Scouters, totaled 1,627,777; in 1950 our 40th year anniversary, our membership totaled 2,795,222.

The latest figures of December 31, the total of 1952, that is a year ago, 3,183,266.

From 1910 to 1952, we saw a flow of 19 million men and boys through the training of the Boy Scouts organization.

The National Capital Area Counsel, our immediate organization in this area, has enrolled 25,850 Scouts and 9,200 registered adults. That is in this immediate area.

From 1941 to 1945, during the war years, the Government made 69 separate requests on the Scouts for assistance in the war programs, and the jobs were done.

As an example of that, in the drive for salvage rubber when it was needed so desperately by the Armed Forces, the Scouts in a 2-week campaign turned in 30 million pounds of salvage rubber, all delivered to Uncle Same in our horse and buggy.

Mr. HANNOCH. How many Scout troops do you have in southeast Washington?

Mr. ALVERSON. In my congressional district we have 49 separate units and that is just southeast Washington, and a portion of northeast.

Regarding the horse-and-buggy characteristics, those figures seem to indicate that we have not indulged in any Rip Van Winkle sleep and now I am wondering, could it be in our thinking that we could lay ourselves open to the horse-and-buggy charge.

Certainly we didn't inherit the juvenile delinquency problem from the horse-and-buggy age. It is the spawn of our modern times.

What we did inherit, what was bequeathed to us were real values that have had their validity proven for us, principles that were prized and followed to good advantage by men of the horse-and-buggy age, if you please, virtues that we know are sound and we have grasped them with every assurance and from them have been formulated the Scout oath and Scout law.

And we live by it and we teach it to our Boy Scouts and if that lays us open to the characteristics of horse and buggy, we are proud of it.

Chairman LANGER. How many members have you now, did you say, on December 31?

Mr. ALVERSON. 3,183,000.

Chairman LANGER. That seems to answer the horse-and-buggy thing pretty well.

Mr. HANNOCH. Has your program changed very much in the last 5 years?

Mr. ALVERSON. We are and have been in that period taking increased cognizance of the fact that the problem of maintaining interest in the 14- to 16-year-old boy is a challenging one. We are bending every effort to maintain the interest of that boy, to encourage his activities and realizing that at that age he is beginning to go out with girls and that we are recognizing that, we are finding places for them to meet the girls and the boys, taking every possible step to maintain their interest in that critical transition age as they become of age legally.

I want to thank you for listening.

Chairman LANGER. You are very welcome. Thank you very much for coming over.

We will recess until tomorrow morning at 10 o'clock.

(Whereupon, at 12:25 p. m., a recess was taken, to reconvene at 10 a. m., Saturday, January 16, 1954.)







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