

**THE NEVADA SCHOOL
OF INDUSTRY
AN APPRAISAL**

BULLETIN NO. 34



**Nevada Legislative
Counsel Bureau**

**DECEMBER 1958
Carson City, Nevada**

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NEVADA LEGISLATIVE COUNSEL BUREAU

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FOREWORD

The Nevada Legislative Counsel Bureau is a fact-finding organization designed to assist legislators, State officers, and citizens in obtaining the facts concerning the government of the State, proposed legislation, and matters vital to the welfare of the people. The staff will always be non-partisan and non-political; it will not deal in propaganda, take part in any political campaign, nor endorse or oppose any candidates for public office.

The primary purpose of the Counsel Bureau is to assist citizens and officials in obtaining effective State government at a reasonable cost. The plan is to search out facts about government and to render unbiased interpretations of them. Its aim is to cooperate with public officials and to be helpful rather than critical. Your suggestions, comments, and criticisms will greatly aid in accomplishing the object for which we are all working--the promotion of the welfare of the State of Nevada.

P R E F A C E

At meetings of the Legislative Commission held in Carson City, Nevada, on February 24-25, 1958, the Commission considered a letter dated February 10, 1958, from assemblyman Gene Evans of Elko County to Mr. Bruce Barnum, Chairman of the Legislative Commission. In this communication, Mr. Evans pointed out some of the problems of the School, and requested a full investigation of the School by a committee of citizens appointed by the Legislative Commission. After discussion of School problems with Mr. Ward Swain, Superintendent, and with Mr. James Gregory, Chairman of the School of Industry Advisory Board, it was agreed that the staff of the Legislative Counsel Bureau, in cooperation with the Legislative Commission itself, would execute the study. It was also agreed that the Legislative Counsel would contact Mr. Richard A. McGee, Director of the California Department of Correction and seek his assistance in obtaining an expert in this field from the California Department to assist in the study. In due time the Legislative Counsel contacted Mr. McGee, who in turn, contacted Mr. Herman G. Stark, Director of the California Department of the Youth Authority. On May 8, 1958, Mr. McGee in cooperation with Mr. Stark, recommended that the consent of Governor Goodwin J. Knight be obtained in order to clear the way for a California administrator to come to Nevada and assist in the study. On May 16, the Legislative Counsel requested such consent from Governor Knight. There was a delay in receiving Governor Knight's consent, due to the fact that he was out of State for a period of time, and because his return communication was lost in the mail. Eventually, Governor Knight's letter was received on June 3, 1958, and on June 5, 1958, Mr. Stark indicated that Mr. Allen F. Breed, Superintendent of the Fricot Ranch School for Boys at San Andreas, California, would be made available to assist in the Nevada study. The Legislative Counsel contacted Mr. Breed, and it was agreed that he would come to Nevada and start the study on June 24. However, on June 17, Governor Russell issued a proclamation calling the Nevada Legislature into special session, to convene on June 30. Plans for starting the study with Mr. Breed were cancelled immediately, and the ensuing weeks were devoted to preparing for the Special Session, and to doing necessary work after the Special Session adjourned on July 1. Finally, Mr. Breed was able to come to Nevada on July 27, and on that day Mr. Breed, the Legislative Auditor, and the Legislative Counsel began the study at the School of Industry at Elko. Mr. Breed remained at the School until August 2, and then returned to the Fricot Ranch School to write the report. The Legislative Counsel again visited the School from August 11 through August 14, in order to obtain additional information. Mr. Breed presented his report personally to the office of the Legislative Counsel Bureau on October 2. He devoted approximately two months to writing the lengthy report, working on a part-time basis.

It appears that Mr. Breed is eminently qualified to participate in the study. He is a graduate of Stockton High School, and received a Bachelor's Degree in Social Sciences from the College of Pacific. He did graduate work in public administration and psychology at the University of California. He served in the U. S. Marine Corps from 1942 to 1945, and was commissioned as a major. In 1945-1946, Mr. Breed was appointed as a group supervisor in charge of the recreation and education programs at the Stockton Arsenal Camp, California Department of the Youth Authority. He pioneered forestry camp programs for juvenile delinquents in the State of California, and in 1946 he became the Senior Group Supervisor in charge of the Saratoga Summit Forestry Camp, California's first forestry camp. Then he became the Group Supervisor in charge of custodial care and the welfare program at the Fricot Ranch School for Boys at San Andreas, California. Next, he was appointed as Superintendent of the Coarse Gold Forestry Camp, and in 1950 he became Supervisor of all forestry camps in California with headquarters in Sacramento. He

eventually returned to field activities, and since 1952 he has been Superintendent of the Fricot Ranch School, as well as Supervisor of all Youth Authority Camps in the State of California, and has been consultant to 23 county camps.

The study contains 26 chapters and 15 appendix items covering many phases of the operations at the Nevada School of Industry. The three man survey team endeavored to cover as many matters as possible, considering the rather limited amount of time available. It was necessary to fit the study into a very large research program that had already been authorized by the Legislative Commission early in 1957. It is sincerely hoped by the members of the survey team that this study will contribute to the creation of vastly improved institutional programs in Nevada for the rehabilitation of juvenile delinquents. Youngsters come to the Nevada School of Industry from less than ideal homes and communities. The bulk of them return to those homes and communities. Those who do not return move on into strange homes or struggle to fend for themselves in an adult work world. In any case, they are subjected to unusual stresses and strains after leaving the School. Failure to provide adequate treatment facilities in the School is wasteful of human lives. The time, the money, and the materials invested in such treatment facilities appears to be a very wise investment indeed.

Copies of the study may be obtained free of charge from the Nevada Legislative Counsel Bureau, Carson City, Nevada.

J. E. Springmeyer
Legislative Counsel

INTRODUCTION

The writer has just completed a brief but comprehensive study of the Nevada School of Industry. This study was undertaken because of a request made by the State of Nevada to Governor Goodwin J. Knight of California that a consultant in the field of juvenile correctional work be loaned to evaluate the Nevada School of Industry. The request was granted by the Governor of California, and upon recommendation of Mr. Herman G. Stark, Director, Department of the Youth Authority, the writer was given this assignment. Instructions were received to report to Mr. J. E. Springmeyer, Legislative Counsel, and all work has been directed by and coordinated through his office.

Before setting forth the findings of this study, it is important that the reader understand the framework of reference under which the above-mentioned institution was evaluated.

The philosophy of an institution, on which any detailed statement of program goals and evaluation thereof must be based, depends in turn on what the institution is expected to accomplish.

1. The general public expects the training school to control the child and prevent recurrence of his delinquent behavior. They expect the institution will have honest and efficient management, and that personnel will be trained and interested in working with children. The public expects the child to return to the community as one who can live within the limits of society, but the methods by which this magical change is brought about is of little concern.
2. The child sent to an institution views his commitment with distrust, fear, hostility and generally considers it to be "punishment for his wrongdoing." He is there by compulsion and not by choice, and his only desire is to get out. Conformity soon becomes his goal and he strongly resists any attempt to alter his concepts of the world around him.
3. Trained personnel working in the field of juvenile delinquency believe that the main purpose of institutional placement is treatment, and that training schools must be essentially treatment institutions with integrated professional service, wherein the disciplines of education, recreation, group work, case work, psychology, psychiatry, medicine, nursing, vocational training, and religion all play an important role.

Recognizing the community's expectations, the committed child's fears, and mindful of the need for treatment, training, re-education and rehabilitation, it becomes evident that the modern training school for delinquents must provide the most difficult services to administer the entire child welfare field.

In a recent publication issued by the U. S. Department of Health, Education and Welfare entitled "Institutions Service Delinquent Children," the following goal was established for training schools:

"Training school personnel must show the child that his commitment to the institution is an attempt to help him and not a form of punishment. This must be shown in everything they do. Simply

to repress or suppress the delinquent behavior is not enough. They should seek to determine why each child has been unable to conform to the accepted standards of his community. To the fullest extent possible, they should try to provide experiences which will so meet a child's needs, alter his concepts, and improve his relationships that he will be able to achieve a satisfactory and satisfying social adjustment when he leaves the school."

This study was made with the premise in mind that training schools are for the purpose of training, re-education and rehabilitating the children under care.

The format of the report will be as follows:

A. Every function of institution operation will be discussed in terms of what is accepted and a part of good training school throughout the United States today. Large sections of this material will be taken directly from the U. S. Department of Health, Education and Welfare publication entitled "Institutions Serving Delinquent Children." This publication was prepared jointly by the Childrens' Bureau and the National Association of Training Schools, and represents the thinking and experience of the most qualified people in the field of juvenile correctional work.

B. A descriptive review of the Nevada School of Industry as it pertains to each function outlined in paragraph "A".

C. Recommendations for change and improvement in the administration and operation of the Nevada School of Industry as it pertains to each function discussed.

Although the writer was stunned to find conditions existing at the Nevada School of Industry which have been banned for the past 20 years in well-operated correctional schools throughout the United States, utmost cooperation was received in making this evaluation from the Superintendent, Mr. Ward Swain, and all staff assigned to the institution. Without their help and interest, this report could not have been made.

Special commendation is also due to Mr. J. E. Springmeyer, Legislative Counsel for the State of Nevada, for his tireless efforts to assist the writer in every facet of this study.

CHAPTER I

STATE-WIDE PROGRAM

A. Standards

It has been truly said that the training schools receive the "hard core" delinquent. Delinquent boys and girls with less severe problems are screened out by probation departments and other community agencies. Generally, the boys and girls in training schools are youngsters who either do not respond to the help of other agencies, or come from communities where social services are not available to provide the help needed. With such a wide range of personality types, it is obvious that a training school cannot treat all children committed to its care with one program. No institution filled with a heterogeneous assortment of children whose only common denominator is that their treatment needs have not been met elsewhere, can do the necessary job for each child. What is required is a State-wide framework, including both proper legislation and facilities, within which any child whom the court finds necessary to remove from the community can be given the special treatment that he needs.

The responsibility for developing a comprehensive program for the care and treatment of delinquent children should be vested in a single State agency--this agency--known as the parent agency and defined by statute, would be required to accept legal custody and supervisory responsibility of children found to be in need of such care of service by the courts. Because of the marked differences in legal philosophy and legal procedure, in program and types of services, in techniques and approach, and in public attitudes, training schools should not be administered by the same department of State government that has the responsibility for the administration of an adult correctional system, mental hygiene program, or welfare services.

The parent agency may have broad responsibilities for a varied program for children, but in relation to the training school its primary functions are its policy making, and its supervisory responsibility for the establishment and effective operation of these institutions. The parent agency should also be responsible for developing other rehabilitative services which may be necessary for a well-rounded program, such as delinquency prevention services, diagnostic services, and after-care supervision.

A strong parent agency can provide a number of services required by training schools more economically and efficiently than they can be provided by the individual schools. For example, the parent agency is in a better position to present to the controlling legislative bodies a unified budget, reflecting a broad plan of coordinated services. It can also provide supervisorial and contractual consulting services on such matters as medical and psychiatric services, dietetics, educational curricula, staff development, business operations, safety and sanitary engineering, and research and statistics. Treatment of the emotionally disturbed child who has been adjudged delinquent is an ongoing responsibility which can only be concluded when the child is no longer in need of training or supervision. Therefore the process of rehabilitation from diagnosis through treatment and including after-care supervision must of necessity be coordinated by a single agency. The parent agency should have the power to make and put into effect certain treatment decisions with respect to the individual child, such as diagnosing the needs, placing the child in an appropriate institution, moving the child from one type of child-care facility to another as treatment needs demands, returning him to his own home or community or other civil society placement on a parole basis, and termination of legal custody or final discharge.

While some training schools are still administered by boards, this type of administration is not recommended. This conclusion is in line with modern doctrines of public administration favoring a single executive as the administrator. A board of lay members, or a part-time board, regardless of its membership, cannot successfully administer a modern training school providing treatment for delinquent children. The task has become too complicated and requires highly specialized technical knowledge and skill.

There should be a special advisory board for each training school, acting as a consultive group to the training school administrator. These advisory board members should be appointed by the parent agency head, in collaboration with the training school administrator. Every training school executive should have the authority to appoint, in addition, individuals or ad hoc committees to serve as non-paid professional consultants on various phases of institutional activities. The services of similar advisory boards are equally valuable to the parent agency.

An advisory board should have no power to appoint, to make binding policy decisions, or to administer the institution; it advises and interprets. Its function should be definitely and clearly stated. When properly selected, an advisory board makes available to the executive a wide range of experience and knowledge. It is an important public relations media, a means of interpreting the school program to the public, of creating support for program development and dramatizing the fact that the public needs to be concerned about the welfare of children in training schools.

An advisory board or committee should:

- (a) be composed of a sufficient number of men and women to be representative of different areas and points of view.
- (b) have members appointed for staggered terms.
- (c) serve without pay other than reimbursement for expenses; and
- (d) meet at regular stated intervals.

Two basic prerequisites for good administration of a training school are as follows:

First, a condition indispensable to efficient operation of a training school dedicated to treatment is a strong superintendent, who has superior administrative ability, who likes children, believes in treatment, is familiar with the procedures and techniques of treatment, and is secure from political entanglements.

Secondly, no superintendent can be left completely to his or her own devices. He must have constant professional consultation and help which no lay board can provide. The logical place to look for it is in the professional leadership of the State's treatment program for children. Nothing less than such constant supervision can assure that each superintendent in each training school is and remains dedicated to treatment and has the flexibility to adopt the most effective methods and procedures for changing constructively the behavior of delinquent children.

Under a comprehensive State-wide program for the care of delinquent children, there should exist legislation controlling which children can be committed to the

State institutions. Without such legislation, all too frequently mentally deficient and neglected children find their way into training schools. Minimum and maximum ages for commitment should be clearly outlined by law.

Training schools should not be used for detention centers for the temporary care of children pending court decision. Using the training schools to hold children pending their final disposition by the courts is harmful both to the children thus temporarily held, and to the children held for longer term treatment.

Detention care and training school care have different purposes. Detention must provide a high degree of physical security for children during a period of maximum emotional disturbance created by what may be their first separation from home, their fear of what is going to happen to them, their sense of guilt, and their resentment. By contrast, the more open the setting of the training school and the more responsibility that can be given the child, the greater the hope of refitting them for successful living in the community. Detention must keep children constructively busy for a day, a week, or at most several months. A short period of detention calls for a program emphasizing variety and immediate interest, rather than a basic training in academic and vocational skills which must be a major purpose in the training schools. One program cannot successfully service both groups. In other words, the short term, temporary aspects of the detention program are not compatible with the long range treatment aspects of the training school program, because each has different goals, serves different needs, and the dual function is not desirable for either facility.

B. Nevada School of Industry

The Nevada School of Industry is an independent agency responsible for the custody and control of all minors adjudged delinquent, as provided by law, and committed by the juvenile courts of the State of Nevada. The Superintendent of the School is appointed by and is responsible to the Governor of the State and serves at the pleasure of the Governor. There is no supervision of the Superintendent or the operation of the School except certain fiscal, personnel and property checks and balances provided by other State agencies.

There is provided by law, "a School of Industry Advisory Board," composed of five members appointed by and responsible to the Governor and serving at his pleasure. This Board has only advisory powers and duties.

There is no State-wide program for the care of delinquent children in Nevada. There exists only one correctional school, which originally was planned to take care of both boys and girls committed by the juvenile courts of the State. There is no parent agency, and very little in the way of controlling legislation affecting the present School of Industry. Because of existing legislation and policies, the following problem areas were observed by the writer.

(1) The Superintendent of the only correctional school in the State is a political appointee who serves at the pleasure of the Governor. There is no existing legislation controlling the experience or type of training that one should have to hold this position. The present Superintendent does not have the education or training necessary to fulfill this important administrative post. He has received no supervision or training during the years he has been Superintendent of the Nevada School of Industry. The Superintendent must operate under the constant political tension of serving only at the pleasure of the Governor. Instead of being primarily concerned with the operation of a very complex institution, the Superintendent must, of necessity, be concerned with keeping his political fences mended.

(2) There exists in Nevada only one correctional school for the care of both boys and girls committed by the courts. This school was constructed in 1913 with an anticipated population of twenty boys and four girls. There have been no additional buildings constructed since 1913, and only minor alterations have been made to meet the demands created by the increased population. Under existing Nevada law, it is legal for the courts to commit to the school those minor persons whom they have found to be delinquent as provided by law. It is generally accepted in Nevada that a minor is one who is under eighteen years of age. This would mean that any boy or girl committed by the courts from the age of one day to eighteen years would be eligible for placement in the Nevada School of Industry. Also, according to the Juvenile Court Act, one who is over eighteen, but under twenty-one can also be committed to the State School. Under Section 62,060, Nevada Revised Statutes, of the Juvenile Court Act, the following procedure can be followed for a person between eighteen and twenty-one years of age. "Whenever any person over the age of eighteen years and under the age of twenty-one years is accused of a felony and the indictment or information has been filed in the district court of the county where the crime was committed, charging the person with the commission of a felony, the judge may, at his discretion and with the consent of the accused, or upon his request, arrest the proceedings at the time of the arraignment or at any time previous to the enpanelment of the jury, except where the crime charges a capital offense or an attempt to commit a capital offense. The judge may proceed to investigate the charge against the defendant, may order the probation officer to investigate all facts and circumstances necessary to assist the judge in determining the proper disposition to be made of the person. The judge shall thereupon determine whether the person shall be dealt with under the provisions of this chapter. If the judge is satisfied upon such an investigation that the person should be dealt with under this chapter, he may make such an order as herein provided for the disposition of a child under the age of eighteen years."

The writer has no quarrel with the premise that young men and women between eighteen and twenty-one years of age can be treated as juveniles, but it is important to draw to the reader's attention that with only one State correctional school in Nevada, it is necessary to care for children as young as a judge may desire to commit them, and up to twenty-one years. At the Nevada School of Industry there is no way to segregate older children from younger, and almost insurmountable problems have arisen.

(3) There exists at the Nevada School of Industry four beds in the home of one of the staff members where girls committed to the school could be placed. Under law, in the case of a female minor, and upon written request of the Superintendent, the court may order her commitment to a school approved by the Board outside the State of Nevada. Because there exists no bedspace for some fifty-three girls presently committed to the Nevada School of Industry, these girls have been placed outside of the State. The majority of them have been placed in a Catholic home in the State of Montana. Nevada has no control or supervision over this placement and has not provided for the legal necessities required in such an out-of-state placement. Under the provisions of Chapter 172, Statutes of Nevada 1957, the State of Nevada has, by legislation, contracted to become a part of the Interstate Compact on Juveniles. However, Article X of that Compact reads as follows: "That the duly constituted administrative authorities of a State party to the contract may enter into supplementary agreements with any other State or States Party hereto for the cooperative care, treatment and rehabilitation of delinquent juveniles whenever they shall find that such agreements will improve the facilities or programs available for such care, treatment, and rehabilitation. Such care, treatment, and rehabilitation may be provided in an institution located within a state entering into such supplementary agreement. Such supplementary agreements shall (1)

provide the rates to be paid for the care, treatment and custody of such delinquent juveniles, taking into consideration the character of facilities, services and subsistence furnished; (2) provide that the delinquent juvenile shall be given a court hearing prior to his being sent to another state for care, treatment and custody; (3) provide that the state receiving such a delinquent juvenile in one of its institutions shall act solely as agent for the state sending such delinquents; (4) provide that the sending state shall at all times retain jurisdiction over juvenile delinquents sent to an institution in another state; (5) provide for reasonable inspection of such institutions by the sending state; (6) provide that the consent of the parents, guardian, or person or agency entitled to legal custody of said delinquent juvenile shall be secured prior to his being sent to another state; and (7) make provisions for such other matters and details as shall be necessary to protect the rights and equities of such delinquent juveniles and of the cooperation states."

From a legal standpoint, it is very important to note that the State of Nevada has not entered into a supplementary agreement with the State of Montana where the majority of girls are now being placed.

(4) In the State of Nevada there exists little in the way of legislation which would control the type of commitment made to the State training School. As it has been previously pointed out, children as young as the judge desires can be committed to the State School. It is generally accepted that children under the age of eight are not amenable to the training program in a state correctional system. However, boys younger than eight years have been sent to the Nevada School of Industry. In Nevada, dependent children can be committed to the State School and there must associate with severely disturbed delinquent children. Cases observed by the writer indicated that mentally deficient as well as mentally ill children have been committed to the State School.

(5) Cases were observed where pressure had undoubtedly been brought on the committing judge and the original order of commitment had been set aside. A check was made on some of these cases, and it was found that the boys concerned were making a very poor adjustment, and were generally known as trouble makers in the institution. Such procedure, where the court sets aside the commitment without the opportunity of a hearing at which the institution or parent agency can be represented, makes administration of the school an almost intolerable situation. The court, finding a child delinquent and in need of a twenty-four hour correctional school program, should order commitment and the length of stay, so far as training is concerned, should then be delegated to the institution or the parent agency.

(6) The Nevada School of Industry has been used as a detention unit for a number of counties surrounding the institution. In some cases, the children so detained were not delinquent, and under existing Nevada law, should not have been placed in such a setting. The School, as presently designed and operated, cannot be utilized as a detention hall, and untold injury is done to the children so placed.

(7) When a child is released from the Nevada School of Industry, there is little or no after-care supervision. The probation officers in the county of commitment are supposed to provide such supervision, but with caseloads exceeding two hundred, it is evident that little or none can be provided. The writer had the opportunity to talk to a number of the probation officers from the various counties of Nevada. They were all in agreement that they had neither the time nor the staff to provide adequate supervision of the children being released from the State School.

(8) The Nevada School of Industry is located in a semi-isolated section of the State. Responsible to no central or parent agency, the Superintendent becomes the only person who might possibly coordinate the services with other State agencies.

Because of the geographical distance and lack of time, the Superintendent has not been able to provide such coordination. Little or no interpretation of the needs of the School has been made to the Legislature, and there are strong feelings of mistrust and misunderstanding between the Nevada School of Industry and other State agencies.

C. Recommendations

Recommendation No. 1. That there be created a Nevada Youth Authority with full departmental status which will have responsibility for the functions of classification, treatment, and parole of the youths committed to it. It shall have the responsibility for the operation of the Nevada School of Industry and any other correctional schools or camps to be constructed in the future. In developing necessary legislation for the creation of such an agency, there should be two major objectives explicit in the act:

First, the protection of society more effectively by substituting for retributive punishment methods of training and treatment directed towards the correction and rehabilitation of young persons found guilty of public offenses.

Second, the prevention of the occurrence of delinquency.

The methods made possible by enabling legislation to be used in reaching these objectives follows:

(1) Rehabilitation:

- a. clinical diagnosis to obtain an understanding of the offender as an individual - this means discovery and interpretation of the factors entering into each youthful offender's anti-social action.
- b. classification of youths on the basis of age, mental capacities, emotional stability, aptitudes and interests, and treatment needed.
- c. treatment and restraint under a specialized program of work and re-education formulated to fit the needs and abilities of the youth as determined by the initial diagnostic observation and classification.
- d. adequate parole supervision - the final step in the preparation of the youth's re-entry into conventional social life. This includes educational work within the community to assure acceptance of the youths when they return, and guidance for them when they enter into the final phase of their re-orientation.

(2) Delinquency prevention:

- a. strengthening existing facilities for youth welfare on the community level.
- b. initiating the establishment of additional youth services such as detention homes, probation departments, and police juvenile bureaus.
- c. organizing community councils and coordinating civic groups for services to youth.
- d. stimulating participation by youth itself in recreational centers and constructive group activities.
- e. collecting statistics on all aspects of delinquency.

- f. studying and surveying local conditions and community needs.
- g. conducting research into the causes of local conditions and community needs.
- h. conducting research into the causes of delinquency.

The Governor shall appoint the Director of the Department of the Youth Authority, and the Director shall be in the classified service of the State's civil service system. He shall receive an annual salary provided for by the pay plan of the civil service system. He shall continue to serve as Director during his term of office and until the appointment of his successor. The Director of the Youth Authority shall have wide and successful administrative experience in youth correctional programs and embodying rehabilitative treatment, and delinquency prevention concepts. Minimum standards for appointment to this position shall be established by law. The Director of the Department of the Youth Authority shall be the chief administrative officer of the Department. He will be the appointing authority for all civil service positions of employment in the Authority. He will be responsible for the operation of all educational training and treatment institutions now or hereafter established and maintained in the State of Nevada, as correctional schools for the reception of wards of the juvenile court and other persons committed to the Department. He will be responsible for the operation of a parole system which will supervise all wards after their release from a correctional school or camp. He will be responsible for the coordinating of a state-wide delinquency prevention program.

The Department of the Youth Authority may do all lawful acts which it deems necessary to effectuate the purposes for which it was created. The Department of the Youth Authority shall have charge of the land, buildings, apparatus, tools, stock, provisions and other properties belonging to the Nevada School of Industry and any other institutions later constructed. The Department of the Youth Authority shall have charge of the persons committed to it and shall provide for their care, supervision, education, training, employment discipline, and government. It shall exercise its powers toward the correction of their faults, the development of their characters, and the promotion of their welfare.

The Youth Authority Board shall be responsible for establishing hearings, for acceptance and rejection of commitments, designation of approved temporary detention, classification, assignment or transfer to institutions operated by the Youth Authority, or facilities operated by agencies other than the Youth Authority, determination of conditions of parole and release of such persons, order of return of persons to the court of commitment for redispotion by the court, order of return of non-resident persons committed to the jurisdiction of the State of legal residence, and discharge of commitments.

At the present rate of commitment by the courts in Nevada to the present Nevada School of Industry, it is felt that the work normally done by a Youth Authority board or commission can presently be done by the Director of the Department of Youth Authority and two part-time board members. The Director of the Department of Youth Authority should be appointed as Chairman of the board, and one of the two part-time board members should be a woman. The part-time Board members would be appointed by the Governor. It is important that these part-time members be persons who shall have a broad background in, and an ability for appraisal of youthful law offenders and delinquents, the circumstances of delinquency for which committed, and the value of the individual's progress toward reformation. Insofar as practical, members should be selected who have a varied sympathetic interest in youth correctional work, including persons widely experienced in the field of corrections, sociology, law, law enforcement, and education. Minimum education and experience requirements for Board appointments should be written into the law.

These part-time members should be reimbursed adequately for the time that they sit on hearing boards, as well as receive the necessary expenses as provided by Legislature. The Youth Authority Board would have no administrative responsibility for the operation of the Department of the Youth Authority, but would have a quasi-judicial responsibility regarding all cases committed to the Youth Authority.

If a Department of the Youth Authority is created, juvenile courts in Nevada would commit wards to the Authority instead of to the Nevada School of Industry, or to any other institutions later to be constructed. Certain definite stipulations should be made by legislation regarding commitments to a Youth Authority. No ward of the juvenile court who is under the age of eight years, and no ward who is suffering from any contagious, infectious, or other disease, which would probably endanger the lives or health of other wards of any State School should be committed to the Youth Authority. No ward of the juvenile court should be committed to the Youth Authority unless the judge of the court is fully satisfied that the mental and physical condition and qualifications of the ward are such as to render it probable that he would be benefited by the reformatory educational discipline or other treatment provided by the Youth Authority. Accompanying the commitment papers, the court should send to the Director of the Department of Youth Authority a summary of all the facts in possession of the court, covering the history of the ward committed, and a statement of the mental and physical condition of the wards.

It is recognized that the court, in committing a ward to the Youth Authority may thereafter change, modify, or set aside the order of commitment. However, in such a case, ten days' notice of the hearing of the application to set aside the commitment should be served by the United States mail on the Director of the Youth Authority. In changing, modifying, or setting aside such order of commitment, the court should give due consideration to the effect thereof upon the discipline and parole system of the Youth Authority and of the correctional school in which the ward may have been placed by the Youth Authority.

Recommendation No. 2. Until such time as a correctional school for girls can be constructed in the State of Nevada, a supplemental agreement should be entered into with the State of Montana and any other states in which Nevada wards are placed. The procedure by which a supplemental agreement can be devised is clearly outlined in Article X, of the Interstate Compact on Juvenile, Chapter 172, Statutes of Nevada 1957.

Recommendation No. 3. It is recommended that a forestry camp be established with funds provided at the next session of the Legislature. At the present time, there is placed in the small correctional school at Elko, boys ranging in age from seven to twenty-one. It is imperative that some segregation be developed immediately, and a worth-while training program be established for the older wards committed to the State School.

An important development of recent years, has been the establishment of forestry camps as another rehabilitation facility. Basically, forestry camps are intended to provide a relaxed, "rough and ready" outdoor setting for comparatively small, carefully selected groups of boys totaling anywhere from fifteen to ninety in number, within which youngsters can establish more helpful rehabilitative relationships. The main value of the treatment program, as currently seen by those States which have established forestry camps, is that it provides opportunities for an intimate counseling relationship between the small group and the camp staff, effective work-team experience for boys who cannot profit from an academic school program, helpful "give and take" experiences of everyday living in such a group setting, and a variety of outdoor work projects and activities. Since these camps have responsibilities for treatment of delinquent children, it is important that their

staff include professionally trained persons, including case workers, and group workers, some of whom must have had wide construction work backgrounds.

Through the use of a mobile type camp, which has been effectively utilized by several states, the cost of basic construction can be kept at a minimum. The mobility allows the camp site to be moved with weather conditions to those areas where the most constructive work for the State can be accomplished. This program would work cooperatively with forestry, highways, or fish and game departments. The camp should be kept comparatively small, with a high ratio of trained staff. For the time being, it should be administratively under the control of the Superintendent of the Nevada School of Industry. Such a camp will allow a constructive work program for those older boys who are currently misplaced in the Nevada School of Industry. It must be remembered, however, that not all of the older boys will be amenable to such an open honor type program. Consequently, this recommendation will not be a panacea in meeting the problems of the older boys now placed at the Nevada School of Industry.

Recommendation No. 4. Legislation should be developed which would allow the Youth Authority Board to transfer wards eighteen and over to the State Prison when said wards have clearly demonstrated that their conduct and/or maturity make them unfit for training in a juvenile correctional program. This legislation should allow that when a Youth Authority ward is placed in a prison on a transfer basis, it shall not affect the status or rights of the person, and shall not be deemed to constitute a conviction of a crime.

Recommendation No. 5. Legislation should be developed which would allow the Youth Authority Board to transfer wards to the State Mental Hospital for diagnosis and treatment for periods up to but not to exceed 180 days. Whenever the Youth Authority finds that any person committed to it is feeble-minded, insane, mentally ill, a sexual psychopath, or a defective or psychopathic delinquent, it shall have the authority to return the person to the committing court for discharge from the control of the Authority, which will allow recommitment in accordance with the law to the State Mental Hospital.

Recommendation No. 6. It is recommended that immediate construction be started on a State Correctional School for Girls. At the present time, over fifty girls are being placed in training schools outside of the State of Nevada. Nevada has no control or supervision over the type of training or treatment these girls are receiving. The commitment rate on girls has increased tremendously during the past two years. There is no reason to believe that this trend will not continue for some time to come. This school should be located near one of the metropolitan areas and would be administratively under the Department of the Youth Authority.

Recommendation No. 7. Money should be appropriated at the next session of the Legislature for planning purposes for the complete rebuilding of the present Nevada School of Industry. All of the buildings are inadequate for correctional school use and in no way meet the needs of the State. Emergency funds should be provided to allow for better segregation of the boys presently assigned to the School of Industry, and also to provide improved recreational and school facilities.

Recommendation No. 8. The Superintendent of the Nevada School of Industry should be placed in the State civil service classified series. The administrator of a State correctional school should not in any way be involved in politics, and should be a trained correctional institution administrator.

CHAPTER II

PHYSICAL PLANT

A. Standards

Bricks and mortar do not make an institution. The program and personnel are much more important than the building. However, the physical plant of a training school, particularly a good, well-maintained plant, has far-reaching effects upon the school's program. Not only is the statement "disrepair breeds disrespect" true among the children, but a physically deteriorated plant lowers morale and results in an unreasonable amount of administrative attention being devoted to building repair and maintenance. On the other hand, a well-planned, modern plant, in good repair, frees administration and staff to devote their full attention to the real "target", namely, a sound treatment program. It also facilitates the development of a variety of activities, and lessens the problems of supervision.

The location of a training school should be such as to enable it to use community resources to augment its program. It is desirable that it be within fifty miles of a university or an urban center which will make available the specialists who can provide the staff with consultation and stimulation, as well as special services for children, such as hospital care. It should be near the center of the distribution spread of the school's population. It should be located reasonably close to a town or city which affords housing for staff who prefer to live off-campus, as well as recreational and shopping facilities and opportunities for the staff to participate in outside community activities.

In the treatment process, it is necessary to recognize the importance of family ties; therefore, in arranging for parental visits to the school and for furloughs at home, there should be reasonably convenient public transportation between the school and the geographical areas served by the school.

The site of the training school should afford reasonable privacy for the program. Buildings should be so located on the institutional grounds as to be protected against the encroachment of neighbors and far enough removed from public highways to enable the school to regulate the traffic through its grounds. Careful attention should be given to the proper spacing of the buildings, particularly cottage units, so that individual play areas, large enough for a softball game, are reasonably accessible for each cottage.

There should be a good water supply, adequate provisions for draining from the land, proper provisions for waste materials, sufficient level land for play areas, a dependable source of power, and natural resources pleasing to the eye, and useful in the program. The activity center should be so placed that there are no major natural obstacles to proper supervision.

Training school buildings should be simple, attractive, and functional, and make full advantage of the terrain and climatic conditions. Basic to any design and construction, is the flexibility of structure whereby program development will not be handicapped by limitations of plant. Single floor buildings are more desirable from the standpoint of safety from fire hazard, facilitating supervision of students, and overall maintenance. Material should be durable, fireproof, easy to maintain and keep clean.

It is extremely difficult to operate a good treatment program in a large institution. Attention to the needs of the individual child is difficult in an over-sized institution. Procedures for the administration of the institution are likely to be

complex, cumbersome, and absorb an undue share of staff time. When separated from the children by various levels of staff, the leadership and direction of the administrator must filter through many persons. Larger institutions require more good people all along the line to accomplish the individualized job. The larger the institution, the greater the tendency for communications to break down, particularly in situations that are handled most effectively in a person-to-person relationship, rather than by written memos. In smaller institutions, it is much easier to bring about teamwork, greater warmth, understanding and acceptance in terms of human relationship. The amount of physical energy a person has is a vital limiting factor in institutions. It is believed to be more easily conserved in smaller schools.

In order to achieve an atmosphere dominated by such qualities as are mentioned above, within the treatment process, not just the holding process, the capacity of a training school should be limited to 150 children. The treatment atmosphere tends to break down in institutions when the population rises above this number.

Since the children spend so much time in their living units, the design in furnishing such units is most significant. Basically, cottages should be planned and constructed so as to facilitate a maximum of supervision with a minimum of fatigue to the supervisory staff. Unless units are arranged in such a manner, supervision will be difficult, and staff time and attention will be diverted to physical supervision rather than to the requirements of individual children. Units without proper indoor play space will mean the children are forced into sedentary activities unnatural and unattractive to them. Each living unit should have an adjoining, well-equipped playground area large enough to accommodate the group in appropriate outdoor play activity whenever weather permits.

The single-story cottage is most helpful in facilitating supervision. Sleeping arrangements within the cottages should include both individual bedrooms and small dormitories (accommodating four to ten children), and be so constructed as to allow for flexibility of planning in the case of each child. Such construction would require inner walls which are not supporting partitions.

Adequate and accessible storage space for clothing and personal belongings is particularly important, and individual chests of drawers should be supplied for this purpose. Providing for the retention of personal belongings by children is one element of planning which, by acknowledging personal dignity of each child, reduces the tendency toward rebellious behavior. Additional furnishings, such as a chair and small table, also permit a child to indulge in quiet activities such as letter writing and reading. Those children who need it for their personal security - not as a management measure - should have the privilege of a soft night light in their rooms or in the dormitory.

Toilets, showers, washrooms, storage space, and space for individual possessions should not only be provided in such a manner as to allow for the privacy and dignity of the child, but should also be arranged so as to contribute as far as possible to the home-like atmosphere of a cottage and continuity in the daily life of the child.

The architectural design of the sleeping units should be so arranged that within any single cottage, night supervision can be provided from one post, wherein all of the beds can be observed and the entrances of the individual rooms can also be observed.

The training school should be provided with modern equipment to assure a safe water supply. Other sanitary facilities needed include: drinking fountains, efficient and sanitary dishwashing equipment, insect and rodent control, milk pasteurization, cold storage, and efficient storage facilities for dried fruits and vegetables. The number and types of toilets, urinals, wash bowls, and showers provided must be such as to encourage personal sanitation and cleanliness and prevent the spread of disease. All equipment provided should be maintained and operated so as to insure maximum efficiency, cleanliness, and adherence to public health standards.

Fire safety involves intelligent planning and action to prevent or to respond to a fire. Fire drills should be held at least monthly with all children and staff participating and should be so planned as to include all possible circumstances, both day and night. An orderly evacuation plan for each building in any eventuality should be worked out in writing and thoroughly practiced by all occupants. There should be reliable facilities compatible with local fire alarm regulations for calling the nearest organized fire department. Sufficient fire hydrants and carefully selected fire extinguishers of the types suitable for the fire most likely to occur, should be strategically located, recessed if possible, and regularly serviced. There should always be at least two safe means of escape from any area, with exits and fire escapes so remote from each other that both may not be blocked by a single fire. Exits and pathways to exits should be clear of obstructions.

All buildings should have adequate ventilation, and dormitories ventilated from at least two sides. Dormitories should allow a minimum of 300 cubic feet of air space per child, with at least three feet between the sides of the beds and a wall. Windows and adequate sources of lighting should be so provided and maintained as to insure an amount of light for each building appropriate to the purpose of the building and special needs of the children.

B. Nevada School of Industry

The Nevada School of Industry is located approximately three and one-half miles east of the City of Elko on Highway 40. The State has 432 acres available for its use, of which approximately 82 acres is in cultivation or utilized as sites for existing buildings. The School plant actually consists of one large two-story building with basement which has had several additions tacked onto it in recent years. The building was constructed in 1913, with an expected total capacity of twenty children. Many minor changes have been made in recent years, and it is difficult to determine the nature of the original architectural design insofar as meeting program needs.

In the basement section of the main building there are several storage areas which are poorly ventilated, damp in the winter, and show heavy signs of rodent infestations. Also in the basement, is a room approximately 20 x 30 feet in dimension which was formerly used as the only indoor recreation area at the School. Recently this has been converted into a wood working shop, and is used by small groups of boys during the daytime hours in the winter months. In one section of the basement, there is adequate parking space for several automobiles and an excellent area for a combination machine shop and mechanical repair shop.

Immediately adjacent to this work shop area is a solid concrete room approximately 100 square feet in floor space with a heavy metal door. This room has two small windows which have been heavily barred, but are open to all weather conditions. This room is used as an isolation cell and is commonly known as the "dog-house." There is no plumbing in this room and boys placed in it must use a can for toilet purposes. At the time of inspection, there were three steel, double bunks with solid steel springs, extremely filthy mattresses, and several vermin infested blankets for each bunk.

There was one electric light socket in the ceiling which has been pulled loose from its fixture and the bare wires were exposed. Immediately outside the door of this cell paint thinner, kerosene, and other inflammable material were stored.

On what would be the first floor of the building are the following activity areas. The Superintendent's office, adequate in size and ventilation, and well maintained. General office, adequately lighted, ventilated and sufficient in size for its purpose. The library room - a very small room with supplies poorly stored but size and ventilation of the room adequate for its use. The recreation room - tastefully furnished and adequate in size and ventilation for its use. There is an open-veranda type porch opening from this recreation room, which would make an excellent recreation area, but has not been utilized as such. School room number 1 - a large, airy, well lighted and ventilated room. There is no provision for toilets, wash basin, or drinking fountain in this room. It is generally accepted practice that any correctional school classroom will have the above-mentioned facilities so that the children will not have to leave the school room during class hours. School room number 2 - a very small room which could be adequately used for groups of students not in excess of 10 or 12. This room does not have toilet, wash bowl, or drinking facilities either. Combination room - this area is used as a combination clothing room, storage room, and first aid headquarters. Each boy has an individual drawer in which is kept his clean clothing. Boys must come some distance from their sleeping area or from their shower area if they are to draw clean clothes. There is very poor planning in locating the clothing-storage room, as far as distance from the boys' living area is concerned. The room was clean and well lighted.

It is difficult to understand why the first aid headquarters is located in this room, other than the fact that the matron who acts as laundry supervisor also acts in the capacity of school nurse. A room should be established for first aid purposes only. Although some of the clothing is stored in this room, it was also discovered that it was stored in four or five other places in the school. There is absolutely no control over the clothing and personal supplies.

The dining room - a rather small area considering the number of boys and staff that must be fed at peak periods. It is interesting to note that the area reserved for staff eating was as large as that set aside for the boys. The furniture for the staff is beautiful chrome plastic type, while the boys sat on stools at a counter arrangement. Tiled floors and walls are easily maintained, and excellent standards of cleanliness were found. On the basis of space available, the dining room is not large enough to handle the population presently assigned to the school.

Kitchen - almost all of the fixtures in the kitchen are of the best quality stainless steel, and the room has a tile floor. Equipment appeared to be adequate for the size of the school at the present time. Dishwashing is done by hand in a two-compartment sink which does not provide necessary sanitation of dishes. Where hand dishwashing is done, three compartments must be available. Refrigeration is somewhat limited, and there is little or no storage space for dry stores within easy access of the kitchen area. The screen door entering the kitchen from the outside was broken and many flies were observed in the kitchen and dining room area. Inspections were made at night and rodents were observed in the kitchen area.

Laundry - this is a small cement block addition immediately adjacent to the kitchen. It is adequate in size for the amount of equipment placed there. The equipment is of excellent quality and meets the needs of the School at this time.

Also on the first floor is a small room and bath which is presently being

used by the institution cook. The writer questions the advisability of having living quarters so close to the kitchen and dining room facilities, not to mention the office area.

Gymnasium - a concrete block gymnasium was added to the first floor level of the original building. There is an outside entrance to this unit, and an entrance into the dining room from the other end. The building is approximately 30 x 60 feet and has locker space surrounding three sides. On one end there is a shower and wash room which is used by the entire school population. A poor quality of plastic tile was used in the shower area and it is rapidly peeling off. There are only three shower heads in the shower area, and this has had to service populations as high as 60 boys. There are four wash basins, four toilets, one urinal, and two broken electric hand dryers. There is no exhaust fan or other form of ventilation in this entire unit. The showers were broken, and alternately dribbled and poured water. All toilets were in poor shape and often overflowed on the floor. The shower and washroom - toilet area is open to the gymnasium, so that boys have no degree of privacy. The gymnasium itself is used as a combination recreation area, dayroom and dressing room. The stench of the toilets can be smelled all over this room, and the vapor from the showers hangs in the upper areas of the gymnasium room for several hours. The room is not large enough for athletic purposes, and is presently meeting no needs other than being used as a holding area.

On the second floor there are two rooms which can be used for staff housing with a connecting bath. There are several other undeveloped areas which, at one time had been planned for additional personnel quarters. On this floor there are two wings, one wing comprising dormitory number 1 and the other wing comprising dormitory number 2 and dormitory number 3.

Dormitory number 1 is for boys twelve years and younger and had eleven beds at the time of inspection. These beds were of steel construction, and had solid steel boards for springs. Mattresses were dirty and torn. No provisions have been made for bedwetters and several bunks had strong urine odors. There is one toilet located in this area for night use, but no wash basin.

Dormitory number 2 is a narrow, poorly lighted and ventilated room which could handle 20 boys in double bunks. There is one toilet for night use and no wash basin.

Dormitory number 3 is a very poorly lighted and ventilated area which could handle a total of 28 boys in double bunks. There are only two windows in the entire area, one toilet, and no wash basin or drinking fountain. This area was inspected at various times and always found to be dark, hot, and extremely odoriferous during periods when boys were sleeping. A small alcove entrance had been constructed at the door entering into dormitory 2 and 3, in which blue glass had been placed for windows. A partition had been constructed in between dormitory 2 and 3 in which blue glass had also been placed in the windows. Allegedly, the part time night man could enter the alcove and look down into the dormitory areas. However, because of the dark blue glass, it was impossible to see what was occurring in the dormitories. The solid wall partition between dormitory 2 and 3 obstructed one's observation into dormitory 3. There is no way that one can supervise what is happening in dormitory number 1 except by unlocking the door and entering the unit itself.

The sleeping quarters for the boys assigned to the Nevada School of Industry violate every fire regulation, safety regulation, and good principles of correctional supervision. Until August 1958, boys were locked in these dormitories at 8:30 p.m., and were provided with no supervision until 6 a.m. the next morning. In case of fire, there was no physical way in which the boys could be released from the unit.

There is only one way out of the dormitory unit, and that is down a central staircase. In case fire developed in this main building, there is no question but that the fire would sweep up through the center stairwell, completely blocking any exit for the boys in the sleeping areas.

In no place in the building just described was there observed any fire extinguishers or hose connections. The Superintendent was questioned on this matter, and he stated that there were fire extinguishers stored in the basement under lock and key.

Outside of the main building, the physical plant consists of one superintendent's three bedroom resident, one additional house for staff member which has within it a two-bed detention unit for girls, and several sheds utilized in the farm program. Under construction is an all-metal barn which is contemplated will be used for a milking barn. The superintendent's residence is adequate and the additional house for a staff member is adequate. The sheds at the farm area are adequate for shelter care of the stock owned by the School, but under no circumstances should the milking shed now being utilized be continued for that purpose. This unit in no way meets any of the health and sanitation standards set by the State Department of Health. Fly infestation was very high at the time of inspection, and there is no way possible to keep this unit clean and sanitary.

C. Recommendations

The location of the Nevada School of Industry at Elko is a very poor one. Geographically, it is located far from any metropolitan area, and consequently cannot take advantage of the many services that would be available in or near Reno or Las Vegas. The majority of the boys presently committed to this School come from Las Vegas and Reno, and the geographical distance makes visits from parents most difficult. However, it is recognized by the writer that the School has very strong ties to the community of Elko and that it might be advisable to continue the School at its present site.

Recommendation No. 1. It is strongly recommended that funds be appropriated by the Legislature to make a master plan for the entire rebuilding of the Nevada School of Industry.

Recommendation No. 2. That until such new construction can take place, emergency funds be appropriated to make changes in the present plant in order that it can be operated more efficiently and safely.

a. this would include but not be limited to reconstruction of the second floor, where the dormitories are now located, in such a way that all boys can actually be observed by sight supervision during periods of sleep by one man located at a central post.

b. That the showers, toilets and washing area be placed adjacent to the sleeping areas.

c. that the present gymnasium be utilized for recreational purposes only.

d. that the present wood working shop be converted into a junior boys gymnasium to be used during inclement weather.

e. that the present machine shop and mechanic shop be converted for use as a pre-vocational shop for boys, to be included in the regular school curriculum.

- f. that an adequate centralized stores area be developed in the basement area, and kept under lock and key.
- g. that the present "dog-house" be abandoned and no similar area be developed.
- h. that fire extinguishers be located throughout the institution at strategic places and be regularly checked.
- i. that if staff members and their families are going to continue to eat at the school dining area, such an area be developed in the present recreation room which will allow more adequate space for the wards to eat in the dining area.
- j. that rodent control be established immediately.
- k. that all staff be removed from the main buildings as far as sleeping and living purposes are concerned.
- l. that a first-aid dispensary be established immediately in the main building.
- m. that a toilet, wash bowl, and drinking fountain be installed adjacent to the present two classrooms.

Recommendation No. 3. By a rather unusual circumstance, the United States Government retained the mineral rights of all property on which the State is presently operating its industrial school. A local contractor obtained these mineral rights from the United States Government, and is operating a gravel plant on one and one-half acres within 50 yards of the main building of the school. It is recommended that immediate steps be taken by the State to prevent the continuation of a private company entering the school grounds on a regular basis and engaging in a private enterprise in the center of the institution.

CHAPTER III

ADMINISTRATIVE STRUCTURE

A. Standards

The administrative structure of the training school is a vehicle for carrying on treatment within the institution and should be so ordered as to make possible the efficient conduct, coordination, and integration of all of the component parts of the program. No set pattern of administrative organization would adequately fit all training schools because of differences in size, age group served, types of services provided, personnel, budget resources, and community attitudes. However, an administrative organization should:

- a. limit the number of persons reporting to any one person by grouping closely related functions into departments, sections, and units.
- b. delineate working relationships and facilitate coordination of staff efforts.
- c. clearly define lines of responsibility, authority, and delegation of authority.

In every training school, there are at least two related but different kinds of functions, namely, program (such as group life, religion, social and clinical services, education, recreation), and business management (such as budget, accounting, house-keeping).

The Superintendent is the administrative head of the institution, responsible for coordinating its various activities, for establishing and maintaining acceptable standards throughout the School, and for the School's community relationship. A training school program has been accurately termed "the length and breadth of the shadow of the superintendent."

The Superintendent should have the training and experience to command the respect of the entire staff. He should have demonstrated his ability as an administrator, his understanding of the treatment function, and his capacity to make effective use of all professional personnel. He should be selected from the leaders in the fields of social work, clinical and social psychology, psychiatry, education, or related fields in child welfare, and should have a record of understanding and successful work with children. In addition to a thorough knowledge of the principles and practices of institutional management, he should have five or more years of successful supervisory or administrative experience, at least two of which should have been in an institution dealing primarily with youth on a 24-hour basis, and under no circumstances should this position be a political appointment, and it should be placed under civil service, if such a system exists.

B. Nevada School of Industry

The Nevada School of Industry has no administrative structure. The Superintendent is the only administrative and supervisory staff member. All other staff members at the School operate at the same working level and all report directly to the Superintendent. There are two positions set up in the budget, namely, for Mr. Irvin Ambler and Mr. Ernest Howes, who have titles of Maintenance Supervisor and Farm Supervisor, respectively, in conjunction with the title that all staff bear of Boys Supervisor. In the absence of the Superintendent, Mr. Ambler is technically in charge of the institution, but until recently, this action had never been confirmed

in writing. The business operation of the School is the complete responsibility of the Superintendent, with the assistance of a Senior Account Clerk.

At the time the survey was made there was nothing in writing indicating the working relationships between staff members, defining any lines of responsibility, or indicating any delegation of authority if such had been made. The entire operation was one of word-of-mouth, which kept the staff in a constant stage of confusion. In the Superintendent's absence, staff did pretty much what they wanted to do, and the routine procedure seemed to be to avoid as much work as possible. Even when the Superintendent was on the grounds he became so personally involved with work projects on the farm that the delegation of duties to other staff members was left undone. The usual procedure in the morning was for all staff to collect in the gymnasium where the boys were gathered, and one by one, each staff member would independently pick several boys and take off for a project which he deemed important. The remaining boys, which often numbered from thirty to thirty-five, would be left with the last staff member in the gymnasium. He would spend the remainder of the morning attempting to supervise the boys while they remained in the gymnasium or lay around on the lawn.

The best way to describe the institutional structure is to state that none exists. Written orders and instructions are non-existent. Delegation of authority and responsibility has never been attempted. The institution operates on a hit-and-miss basis, according to the whims of the staff at the time.

The Superintendent does not have the training or experience to hold his position. Although he has now been in the job for nearly nine years, the lack of progress in the School, faulty business management, poor staff morale, total disorganization of the operation, and the high escape record clearly indicate the need for a new chief administrator, thoroughly trained in the art of correctional administration.

C. Recommendations

Recommendation No. 1. An organizational chart indicating the administrative structure and lines of authority at the institution should be developed and placed in the hands of all staff.

Recommendation No. 2. Written duty assignments should be prepared for all staff members, copies of which should be given to the staff concerned.

Recommendation No. 3. A clear cut assignment of acting assistant superintendent should be made and this delegation of responsibility should be accompanied with the authority necessary to carry out the role.

Recommendation No. 4. A full-time business manager should be placed on the staff who would be responsible for budgetary procedure, accounting procedure, maintenance of the plant and farm program.

CHAPTER IV

PERSONNEL AND PERSONNEL PRACTICES

A. Standards

Every institution should have personnel policies geared to insure and maintain a high level of staff morale to enhance the possibility of conducting an efficient and effective training program. In all regulations and procedures established with reference to appointment and supervision of personnel, discriminating emphasis should be placed on the importance of the applicant's understanding of delinquent children, as well as on the evaluation and performance of each employee. All positions, including that of the Superintendent, should be covered by an adequate merit or civil service system. Personnel policies should be in writing and available to all staff members. For every position there should be set forth in writing, the requirements for appointment, and the duties and responsibilities of the position. Every position should have a minimum and maximum salary with provision for periodic increment. There should be provision for regular evaluation of a worker's performance by his supervisor and this should be set forth in writing. Salaries should be related to the qualifications required for the job, and be commensurate with those paid for comparable duties and responsibilities elsewhere in the State. The 40-hour week should be sought for all employees; no staff member can work at peak performance if the demands of the job are too heavy and the hours too long. When staff are overworked, their resistance to hostility has a low tolerance point, and this is reflected in student behavior. Rejection of children can frequently be traced to the worker's emotional exhaustion. The degree of acceptance is frequently in proportion to the number of adequate relaxation periods. Time for staff development and training programs should be considered part of the work week and be so scheduled. There should be provision for a minimum of at least one day of sick leave per month of employment, and a minimum of three weeks paid vacation time. In addition, equivalent of at least eight national or State holidays should be set up on an overtime or compensatory time-off basis.

Clear channels of communication should be provided so that the problems, desires, and expectations of staff and of suggestions for program improvement, may be quickly brought to the attention of the immediate supervisors and on through the echelons of control to the responsible staff member or administrative body.

A continuous staff development program is one of the essential supports necessary to maintain adequate standards of service. Such a program should be designed to help each staff member make the fullest use of the skills and knowledge he already possesses. It should also enable him to increase his competence by providing opportunities to keep abreast of current developments, and assimilate and evaluate new ideas and techniques, particularly those which relate to his specific duties in the School.

In-service training should actually start prior to the assignment of duties through orientation of the new staff member to the policies and practices of the institution and parent agency. There should be a minimum of 40 hours indoctrination prior to assignment of duties.

Adequate professional libraries, suitable and readily accessible to all personnel, are valuable training aids.

Short periods of leave from the school for study may prove to be helpful to workers who have a specialized assignment, such as developing a particular aspect

of the School's program, or who have a gap in training. Observation or a temporary work assignment in a particular aspect of program in another institution or agency may also be valuable.

B. Nevada School of Industry

Never has the writer visited an institution where poorer personnel practices were followed. All positions at the Nevada School of Industry, with the exception of the Superintendent, are under civil service. The State Personnel Commission has developed written specifications which set forth minimum entrance requirements for the classes presently utilized at the institution. However, staff at the Nevada School of Industry, almost without exception, do not meet the minimum requirements set forth by the Personnel Commission, although they have obtained permanent civil service status. All staff members work 12 hours a day, 6 days a week. In addition, they must "volunteer" a number of hours each week to provide the necessary coverage during the evening program. This desire to have "equality" has been carried to the extreme, for even the senior account clerk position, held by a woman, was also required to work 12 hours a day, 6 days a week until the early part of August 1958. Civil service and personnel regulations exist in Nevada, with the exception of the Nevada School of Industry!

There is no orientation program for new staff members. They receive no written instructions, or written material of any kind. In fact, the writer was unable to find any rules or regulations pertaining to the institution and its operations. The general procedure is to turn a new staff member over to an old staff member and let him learn the hard way. This has brought about a condition whereby each staff member operates within his own frame of reference, and there is little cooperation among the staff at the institution.

Because of the tremendously long hours, staff are tired and unable to cope with the emotional problems of the wards for whom they are responsible. Any extra assignment, such as taking the boys on recreation trips, escape apprehension, etc., must be done on a non-paid overtime basis. If a staff member works on a holiday, he is given no overtime for this work, nor is he provided with any compensatory time off. The School has no table or organization and there are no supervisorial echelons between the Superintendent and the boys' supervisors.

No staff library is provided, and to the best of the writer's knowledge, no book exists on the institution which could be given to staff to improve themselves professionally. There is no in-service training program and staff meetings are held infrequently. The minutes of staff meetings show that the only staff meeting that was held during the year of 1958, was on March 26th; two meetings were held during the year of 1957, one on July 31, and one on October 30; and only two staff meetings were held during the year of 1956, one on July 17 and one on October 1. Consequently, during the last 2-1/2 years, a period of acute turmoil and unrest for the School, there have been only five staff meetings. The minutes of these staff meetings indicated that there was little in the way of content for staff growth and development to take place. In discussing this with all of the staff members at the institution, it was quite evident that there had been no planning for these staff meetings, nor did they feel any good had come from them.

From a personnel standpoint, there are no forms being kept indicating what vacation, holiday, and sick leave balances staff members have. Although staff members have taken sick leave, they have been shown as working a full month. This is a highly unfair system, where other State agencies in Nevada must keep accurate records of sick and vacation leave, and when it is utilized, it is taken

off their personnel record. If a staff member at the Nevada School of Industry resigns, and requests payment for his vacation time, the School would have no way of proving that he had taken any vacation over the years of his employment. According to State law, civil service employees in Class 20, or under, are allowed time off or overtime pay for working on legal holidays. No compensatory time off or overtime pay has been granted to the permanent civil service employees of the Nevada School of Industry for work on holidays, since the merit system went into effect.

The writer, after talking to all of the staff employed at the Nevada School of Industry, strongly feels that the Superintendent is unable to provide the leadership which is necessary to administer a 24-hour correctional institution. He has been unwilling to follow civil service procedures. He has constantly recruited staff at a level far below the minimum standards set forth by the Personnel Commission, he has provided no orientation program for staff. He has never prepared a manual of operations, nor set forth in writing his policies, rules or regulations. He has never established duty assignments for staff members, nor lines of authority to be followed. He has not prepared in-service training programs, or provided books, outside personnel, or other media of learning for the advancement of his staff. He has had only five staff meetings during the past 2-1/2 years and no constructive material came forth from these meetings. He has been unable to delegate any authority to other staff members. He has been dictatorial in his policies that all staff should work 12 hours and over a day, six days a week, even to the point of forcing a woman in a clerical position, and academic school teachers to adhere to this same schedule. He has been unable or unwilling to accept suggestions from staff, and the majority of them feel that, although they like him as a person, they are unable to accept his supervision and administration.

C. Recommendations

Recommendation No. 1. Personnel policies should be in writing and available to all staff members. For every position, there should be set forth in writing, the requirements for appointment, the duties, and responsibilities.

Recommendation No. 2. The rules of personnel administration, outlined in the State Personnel Transactions Manual, should be followed.

Recommendation No. 3. The salary schedules for all classes of employees at the Industrial School should be re-evaluated, and should be related to the qualifications required for the job, and commensurate with those paid for comparable duties and responsibilities elsewhere in the State. They should be sufficient to attract and retain personnel of a caliber the job demands. Maintenance should not be an inducement to work at the institution, and should not be included as part of the salary.

Recommendation No. 4. A table of organization should be developed, clearly setting forth the administrative structure of the School.

Recommendation No. 5. When staff are required to work on a State or national holiday, they should be provided with overtime pay or compensatory time off.

Recommendation No. 6. Regular payroll forms should be developed indicating on each day of the month whether the staff member worked, whether he was on his days off, whether he was on vacation, holiday, or sick leave. Balances of vacation, holiday and sick leave should be kept by the institution and should be made available to staff members.

Recommendation No. 7. The institution should prepare a manual of operations

which would include a discipline manual outlining what is allowed on the part of the staff within the framework of the philosophy and policies of the State of Nevada.

Recommendation No. 8. All orders or instructions which affect policy should be in writing and should be issued to staff in a numerical listed order.

Recommendation No. 9. The 40-hour week should be sought for all employees. The present position of senior account clerk should immediately be placed on a 40-hour week in conformance with Nevada law. When two vacant school teacher positions are filled, they should also be placed on a 40-hour week. A real effort should be made to induce the Legislature to place all employees at the correctional school on a 40-hour week, when funds can be made available.

CHAPTER V

PUBLIC INFORMATION AND INTERPRETATION

A. Standards

In recent years, training schools have recognized the value of gaining public understanding of their role in the community and even of encouraging public participation in certain aspects of the treatment program. In fact, it is now generally understood that a successful treatment program depends in a large measure on sympathetic community understanding. This public support and participation will not come into being by itself.

The task of the institution and administration to keep the public confidence while maintaining the constructive factors of a training program can only be accomplished by a carefully planned public relations program. A few of the principal functions of a training school - to train the child to be a contributing citizen within the limitations composed by society, and effective custody during such training - require a unique type of program, and therefore presents a specific task in community information interpretation.

Building community support through the influence of the juvenile court judges and their staff, as well as law enforcement and welfare officials, is worthy of special effort. The institution should be identified with all State and local organizations whose functions include the promotion of the best interest of children. These may include State or regional welfare conferences, civic associations, such as the chamber of commerce, service clubs and community organization groups such as the Council of Social Agencies, or Parent-Teachers' Association. Parents or relatives of youngsters in the school can also become positive interpreters, once they are properly motivated and convinced that the school is operating as effectively as possible.

The superintendent of a training school should assume the responsibility of the development of its public relations program with assistance from his staff, the parent agency and advisory board. Wherever tax dollars are involved, taxpayers are going to have opinions about how these dollars are spent. The kind of information the taxpayer has determines his opinion. As J. B. Hill, Superintendent, Alabama Boys' State Industrial School said recently, "Good public relations mean more money; more money means a better program; and better programs mean better boys." The picture presented should be one which thoroughly and objectively presents the training school program and needs, places the weaknesses of the program in proper perspective, and makes an appeal for the things needed to bring about its improvement.

One means of informing the public is to have the professional persons working with the training school develop a close relationship with their professional counterparts on the outside. Participation and membership in state and national conferences and training institutes by as many of the staff as possible is valuable.

It is also necessary to keep the press in contact with what the school is doing, and cultivate a working relationship with it, particularly with reference to future plans and goals. An authorized spokesman should always be available to furnish information when the press requests it.

B. Nevada School of Industry

The Nevada School of Industry has an excellent relationship with the community of Elko itself. However, the remainder of the State knows little of what is going on at the School. Recently, a good deal of unfavorable publicity regarding the School

has been obtained from boys who have escaped, parents of boys confined in the institution, and interested public officials who have become concerned about the School's operation.

While there is every reason for people to be concerned about what is happening at the State School, it is also very evident that there exists no formalized program of public indoctrination and interpretation. Since this is a tax-supported school, it is important that information regarding it be made available to all of the citizens of the State. If more information had been made available regarding the operation of the School, it is the writer's opinion that the present tragic situation would never have come about.

C. Recommendations

Recommendation No. 1. That the School of Industry Advisory Board should take a long-term project of public indoctrination as to the operation and needs of the State School at Elko.

Recommendation No. 2. That the Superintendent, or someone delegated by him, should regularly prepare news releases regarding the School, its method of operation, and its goals for the future, for all of the newspapers in the State.

Recommendation No. 3. That a planned program of inviting service clubs, fraternal organizations, and professional groups to the School should be made.

Recommendation No. 4. That a brochure should be prepared setting forth basic facts about the School which could be made available to all interested agencies and individuals throughout the State.

Recommendation No. 5. That a concerted effort be made to have all the committing juvenile court judges in the State of Nevada visit the institution, observe the program, and discuss the future plans with the institution personnel.

Recommendation No. 6. That each year, the Legislative Commission of the Nevada Legislature visit the School and make a report on its progress.

Recommendation No. 7. That staff members employed at the Nevada School of Industry be given the opportunity to participate in conferences and meetings in the field of child welfare, both inside and outside the State of Nevada.

CHAPTER VI

BUSINESS MANAGEMENT

A. Standards

There should be created in each institution, a business management division. Administratively responsible for such a division should be a person, usually known as the business manager, who is able to administer and supervise a number of business operations and the staff responsible for such operations, including book-keeping and clerical workers, maintenance, farm and services personnel. In addition to having the education, training and experience necessary to qualify for his immediate responsibilities, the business manager should possess the ability to work successfully with others, to coordinate business operations with the treatment philosophy, and to avoid any gap, friction, or lack of continuity in the total operation of the overall institution in the direction of one goal.

B. Nevada School of Industry

It is not the writer's intention to spend a great deal of time analyzing the business functions of the Nevada School of Industry. A complete audit was made by the State Legislative Auditor and extensive investigation and evaluation of the business practices was made by the Legislative Counsel. However, it is the writer's feelings that several items of faulty business management should be included in this section of the report as they definitely pertain to the administrative judgment of the Superintendent.

The Superintendent acts as business manager and has one Senior Account Clerk who acts as bookkeeper. The bookkeeper has been delegated no authority and has been provided no written instructions by the Superintendent as to her duties or responsibilities. The Superintendent frankly admits that he does not understand or like administrative management, and the few records that he keeps certainly indicate this feeling.

The following are just a few examples of procedures which have been followed at the Nevada School of Industry, and which clearly indicate poor judgment on the part of the chief administrator.

(1) Horses belonging to non-school employees residing in the City of Elko are boarded at the School and institution hay is provided free.

(2) Each ward assigned to the School has a personal money account which he may use to purchase items from the commissary. If he escapes, the money which he has accrued on the books is deducted from his account as an "escape penalty" or "runaway sacrifice." There is no authorization under law for such action, nor is the boy required to sign over his funds as an escape penalty. In some cases amounts as high as \$323 have been deducted from a boy's personal account during the period 1955-1958.

(3) When wards withdraw money to pay for commissary items, they do not sign for this withdrawal, nor do they sign for having received commissary goods in exchange. A close audit would indicate that boys' funds could be deducted in small amounts over a long period of time without any proof of such withdrawals.

(4) When a ward arrives at the institution his personal property is taken

away from him, but no signed receipt is obtained from the ward. Personal property is stored in the safe, in filing cabinets, and in wooden drawers. There is no centralized storage of personal property or accounting thereof.

(5) The Superintendent, from time to time, charters an airplane from a local flying service organization, and personally transports many of the wards from the place of commitment to the institution. Also, he personally transports girls by air from the place of commitment to the State school or other private schools outside the State of Nevada that will accept the given girls. Investigation has revealed that the chartering of airplanes by the Superintendent for this purpose is cheaper than transporting the girls by car, taking into consideration mileage and per diem involved.

In each case, the Superintendent takes out an insurance policy in the amount of \$10,000 on the ward that he is transporting and names himself as beneficiary. The State pays for these insurance policies.

(6) There is no centralized storeroom at the institution - there is no inventory of supplies, and there is no accountability for equipment.

(7) Over a long period of time, the Superintendent has kept personal cows and sheep on State property, fed them with State grain and utilized the boys for the care of this stock. In fact, the records are so involved, or rather lack of records, that it is impossible to know what is personal stock, and what belongs to the institution.

(8) The Superintendent's son is allowed to drive all State equipment, even though many of the staff are refused permission to drive the better equipment because of alleged poor judgment on their parts.

(9) Wards of the school are allowed to work in the local community for \$1 per hour, doing a wide assortment of jobs including working in a commercial laundry. Their labor is definitely desired because they can be obtained for a much lower rate of pay than what the local union personnel require, of course, this provides desirable work therapy for the wards.

The above mentioned are just a few of the examples of faulty business judgment on the part of the Superintendent. It is recommended that the more fully documented reports of Mr. J. E. Springmeyer, Legislative Counsel for the State of Nevada, be read in this regard.

C. Recommendations

Recommendation No. 1. A full-time qualified business manager should be made a part of the staff of the Nevada School of Industry. Under the direction of the Superintendent, he should have the full responsibility for budgetary preparation, accounting and bookkeeping, feeding, maintenance and farm operation.

Recommendation No. 2. Planned purchasing should be instituted immediately on a quarterly basis, and a centralized storeroom designed in which a running inventory would be kept of all property and equipment.

Recommendation No. 3. Private horses should no longer be boarded free at the institution.

Recommendation No. 4. Boy's personal funds should be properly accounted

for, and a signed voucher slip should be utilized whenever money is added or removed from the fund.

Recommendation No. 5. The so-called "escape penalty" which practice forces a boy to forfeit any personal funds he has in the trust account should be discontinued.

Recommendation No. 6. All personal property should be stored in a safe place, and accountability thereof established.

Recommendation No. 7. The Superintendent should discontinue making himself beneficiary for life insurance policies taken out on wards whom he is transporting.

Recommendation No. 8. The Superintendent should remove all cows and sheep that are his personal property, and allow no future personal livestock to be pastured or fed on State property.

Recommendation No. 9. The Superintendent's son should no longer be allowed to operate State equipment.

Recommendation No. 10. The privately operated gravel pit, located in the center of the administrative area of the institution should be removed and until such time as these proceedings take place, the State should not provide electricity, water, or ward labor, even though reimbursement is made therefor.

Recommendation No. 11. The Superintendent's policy of allowing wards to work in the local community should be thoroughly evaluated. This work should never take place during regular school hours or be in competition with the program provided at the training school. When wards do work in the community, they should be paid the going rate for the type of labor they are performing.

Recommendation No. 12. No State property should be given away, nor should it be loaned for private use.

Recommendation No. 13. A survey should be made as to the transportation and equipment needs of the institution, and excess vehicles and equipment should be disposed of as surplus. It might be interesting to the reader to note that the following vehicular transportation is now owned by the State's correctional school, that has never exceeded a population of 60 boys:

- One - 60 passenger bus
- One - 30 passenger bus
- One - Ford Station wagon
- One - Chevrolet sedan
- One - Packard 7-passenger sedan
- One - Oldsmobile 6-passenger sedan
- One - Chevrolet dump truck
- One - 1-1/2 flat bed truck
- One - 2 ton stake-side truck
- One - 3/4 ton stake-side truck
- One - Farmall H. tractor
- One - Allis Chalmers Model CA tractor
- One - Fordson tractor
- One - D-Ford Caterpillar tractor
- One - Case tug

CHAPTER VII

INTAKE AND RECEPTION PROCESS

A. Standards

Because of the legal obligations to serve delinquent children, and because the majority of public training schools have so little control over intake, it becomes the responsibility of the training school to attempt to adapt its program as far as possible to meet the varying kinds of needs presented by the types of individuals referred for care. This does not mean that the school itself has to provide all necessary services. It simply points up the importance of having a parent agency which is responsible for making all necessary services available, and has the authority to develop a variety of facilities accordingly.

A training school should be required to accept any child whose legal custody has been vested by court order in the parent agency, or the school itself, and whose treatment requirements are consistent with the school's or agency's statutory responsibilities.

In order that the training school be properly prepared to receive a child after he is committed, the school administration should be advised of his pending arrival, and not receive first notification when the child actually arrives. The training school should work out agreements with the committing courts as to the most advantageous time of arrival from the standpoint of the child as well as of the administration.

The manner in which a new arrival at the training school is received has an important bearing on his later adjustment. The new student should be received in pleasant physical surroundings, by trained and skilled staff who are representative of the spirit and intent of the school, and who can initiate the best possible relationship, and provide the most effective interpretation. They should be capable of allaying some of the youth's anxieties about an unfamiliar situation and new experiences ahead. Some schools have found that, with due care and selection, a welcome committee made up of a peer group can be helpful in overcoming suspicion, hostility and resentment.

It is now generally accepted that new students need not be routinely isolated from the school program for a prescribed period upon arrival. As soon as possible he should be fitted into the regular program and made to feel a part of it.

B. Nevada School of Industry

New commitments at the Nevada School of Industry arrive at every time of the day or night. No advance arrival notice is given in most cases, and this institution is first informed when the child is delivered by a transportation officer or probation officer. There is no regular procedure for the orientation of new wards. The Superintendent generally handles this if he is on the grounds, and if not, the boy is quickly placed in the program with little or no preparation for what lies ahead of him. There is no effort on the part of staff or boys to welcome the new student, and he must find his own place in this new social world. Often the institution is used as a detention center for boys who are waiting final disposition of their case by the court. This is particularly true in the case of boys coming from the surrounding area of Elko. This is a most harmful procedure both for the boys who are awaiting court decision, and for the remainder of the boys in the institution. There are no written rules and regulations that can be given to the boys, and they must learn what the procedures are by observation and learning the "hard way." As there is no segregation of boys in the institution as to size and maturity, except during

sleeping periods, a new small boy finds himself faced with the hostility and often overly aggressive actions of the older and larger wards.

There is no intake policy for the institution and all boys must be accepted who have been committed by the courts. Little or no written information arrives with the boy, and institution staff are forced to make decisions regarding the initial treatment and custody of the ward purely on the basis of a guess. On occasion, a dependent child will be committed to the institution, and be forced to associate with severely disturbed and delinquent children.

C. Recommendations

Recommendation No. 1. An intake policy should be developed setting forth the types of youngsters as to age, maturity, mental aptitude, and degree of emotional disturbance for which the institution can provide a treatment program.

Recommendation No. 2. Intake should also be governed by the number of beds available in the institution and no new arrival should be delivered until the institution or the parent agency sets a time and date for such arrival.

Recommendation No. 3. A regular orientation program should be developed for all new boys, and specific staff delegated this responsibility.

Recommendation No. 4. A brochure should be developed, written in simple English, which could be readily understood by all new boys, explaining the rules and regulations of the institution.

Recommendation No. 5. Complete court records, including social history, and other court findings, should be delivered to the institution in advance of the arrival of the boys in order that an initial program can be planned.

CHAPTER VIII

DIAGNOSTIC STUDY

A. Standards

The reception process should include either a diagnostic study or a supplementation of clinical material received from the county of commitment. During the early days of a child's stay, all information should be brought together which will help the staff to understand the child's problems and be instrumental in planning treatment. Some juvenile courts have developed programs which provide sufficient diagnostic material for use of the training school or state agency.

In a number of training schools, it is still a major responsibility of the school's social service staff to compile this data.

Included in the compilation of diagnostic information should be such social, psychological, educational, and personal data as may be received from agencies in the community from which the child is committed. Necessary supplemental data should be procured from observations made by institutional staff members who have worked with the child during his reception period, and from interviews and observations of psychiatrists, psychologists, social workers, chaplain, educational director, and group work staff. The results of psychological and educational tests and the medical and dental examinations should also be included.

The initial diagnostic procedure usually requires from four to six weeks for testing, interviewing, and compiling the necessary social history data, and for observing the child in a relaxed setting wherein a full program of activities is provided. By being able to observe him in the various situations of the day and night, the cottage personnel, teachers, and recreation supervisors can provide facts from their personal observations and describe the youngster's personality and his ability to get along with other children, his reactions to authority, his aggressiveness or withdrawal, his cleanliness and other habits.

During this initial observation period the youngster will be in the regular program. At the completion of it, his case should be discussed at a diagnostic conference. At this conference all who have participated in the diagnostic work come together to formulate the hypothesis of explaining why the particular child is in difficulty and how he can best be treated. Decisions regarding the program for the individual child, including assignments to work, school, and living unit should grow out of this case conference, and the initial or temporary assignment which was made pending the case conference should then be officially confirmed or culminated.

No treatment program can be provided unless this diagnostic work-up is done and is followed by a case conference meeting at which decisions regarding the treatment process are formulated.

B. Nevada School of Industry

When a new boy arrives at the Nevada School of Industry, there is little or no written material that comes with him. In all cases there is a copy of the court order; seldom does one find even the barest of probation reports. There is no diagnostic material and very little in the way of a social history. The institution is provided with no diagnostic staff, and no attempt is made by the lay workers presently assigned to the school to compile this information. There is no conference with staff at the institution regarding the child's needs or in what way the institution can

provide for these needs. A boy is merely placed at the institution and passes through the program on the basis of conformity alone.

C. Recommendation

Since many of the wards admitted to the State School come from counties where there is only a minimum of probation services, it is doubtful that much material can be obtained on a ward prior to his arrival at the institution. Although the two larger metropolitan counties could provide these services, one should plan for a program that will meet the boy's needs regardless of the county from which he is committed. The following recommendations are therefore made:

Recommendation No. 1. A diagnostic staff be provided for the institution which would include at least one full time psychologist, one graduate social worker, and the necessary clerical staff. With a professional staff of this size, diagnostic work-ups could be developed on each new ward. These staff members could also be used as professional therapists working with the more emotionally disturbed youngsters on a long-term therapeutic basis. It would be expected that in addition to providing initial diagnostic work-ups on all new arrivals, and providing long term therapy for the more disturbed youngsters in the population, that the diagnostic staff could do periodic re-testing and re-evaluation of the wards as the needs of the program required it.

Recommendation No. 2. That during the initial six-week period of each new boy's stay at the institution, all staff working with the given boy should keep observational notes on the boy's attitudes, conduct, and general behavior and report these findings to the professional staff. At the conclusion of the six week period, all staff working closely with the given boy should meet with the diagnostic staff in a case conference which would determine the needs of the child and how best the institution can meet these needs.

CHAPTER IX

CASE RECORDS

A. Standards

A file containing personal data and treatment information should be maintained for each youngster. A clinical file should, in brief, constitute a history of the child as he came to the training school, what was to be done for him while at the institution, why it was done, and with what results. Such recording of the diagnostic data and treatment instituted are essential in a treatment program.

Case records should be considered confidential, but should be available to all staff working with the boys.

The general content of a good clinical file when complete should include:

- (1) Face sheet data
- (2) order vesting legal custody or assignment to the parent agency
- (3) copies of original reports from the courts and welfare agencies
- (4) birth and health certificates
- (5) reports from community school
- (6) diagnostic work-ups including social background information, school reports, psychometric data, psychiatric report if available, medical and dental reports, chaplain's report, cottage staff reports and impressions and recommendations.
- (7) summary of diagnostic conference and record of treatment program recommendations.
- (8) summary of chronological recording of contacts with the student by case worker or counselor assigned.
- (9) reports of various staff members submitted for evaluation conferences including individual monthly progress reports.
- (10) results from evaluation conferences including individual monthly progress reports
- (11) correspondence regarding child
- (12) record of child's mail and visits
- (13) pre-placement plan
- (14) summary of placement conference and recommendations
- (15) reports and recordings of after-care supervision
- (16) order terminating legal custody

If the after-care supervision is not carried out by the institution staff a final summary report of the child's adjustment and other pertinent data should be submitted to the worker who carries responsibility for after-care supervision. Keeping appropriate officials in the home community informed of the child's progress at the institution, and notified at the time of placement, is important to good agency relations.

B. Nevada School of Industry

Little can be said about the case records presently being kept on the wards committed to the Nevada School of Industry, as they are almost non-existent. As mentioned earlier, each boy has a manila folder in which is placed the court order committing him to the State School. The writer examined the case record on all boys assigned to the School during the month of July 1958. In only four of the files was there even a social history on the wards, and these were brief and of little value.

Other than some censored letters which had not been given to the wards, no other information could be found in the case records. These records, such as they were, are not available to the staff working with the boys at the institution. There are no progress reports maintained on the boys; staff are not required to make any observational reports or notations which could be included in the case records. The Superintendent makes a very brief report to the committing court, informing said court that the boy has behaved well and therefore is deserving of returning to the community. Other than this, there is no official report submitted on any of the wards at the school.

C. Recommendations

Recommendation No. 1. A complete case record should be established on each ward committed to the State School. This case record should include the diagnostic material and other data set forth in Part A of this section.

Recommendation No. 2. Case records should be made available to staff who are working directly with the boys. Where interpretation of the record is necessary, the diagnostic or professional staff worker should be so utilized for this purpose.

Recommendation No. 3. At the time of a boy's release from the institution, his complete file should be made available to the worker or agency handling the after-care supervision.

CHAPTER X

STAFFING PROCEDURE

A. Standards

The clinical file will provide data enabling the staff to make periodic reviews of the treatment program as it affects each child. Such a review is best undertaken by a staff committee which is usually known as a case conference committee, and is composed of key personnel, including the staff members having day-to-day contact with the boy or girl concerned.

The selection of staff to attend these conferences will be determined by a variety of factors. It is always desirable to have certain professional staff members present to insure that their technical knowledge is brought to bear on the situation under consideration. Individual staff members should not have the authority to make major changes in the child's program. However, certain staff members should be authorized to make temporary changes to meet an emergency situation, pending a case conference review.

The adjustment, progress and program of each student should be revised at least once every three months by the case conference committee. All staff members working regularly with the child should either be at these review conferences, be represented, or submit a written report. Each participant contributes from his particular viewpoint and area of competency. All the facts known by anyone dealing with the youngsters are presented. Through the pooling of this information a picture emerges which frequently is quite different from the picture any one participant may have had.

This type of "team planning" has several advantages. One is a development of a sounder, coordinated, individualized plan of treatment for each youngster. Another is the realization by each staff member that he is a contributing part of a unit, working toward the child's welfare.

Each training should have a definite pattern and schedule for the review of cases. Scheduled dates for review should be carefully observed. Such a practice tends to prevent a child from being "lost," and insures that staff members will periodically evaluate their experiences. The review schedule should be elastic enough to permit review of any cases before the regularly scheduled date, whenever a need for special attention becomes apparent.

There is a question as to whether the child should be present at these staffing conferences. Arguments, both pro and con can be formulated. Therefore, the child's presence at the conference should not be compulsory or routine for all children. If a child is not present, he should be told promptly the results of the conference by his counselor or some other staff member regularly delegated this responsibility.

B. Nevada School of Industry

At the Nevada School of Industry there is no staffing procedure and the entire decision as to the progress or lack of progress of a given child is formulated by the Superintendent. Although the Superintendent states that he discusses progress of every child with the staff members at the school, the staff denied that this procedure is followed. There are no reports submitted by the individual staff members on the boys in the institution, and there are no regular review periods when a given boy's adjustment is evaluated.

In reviewing the number of cases, both of boys in the institution and those recently paroled, it is evident that release was determined on the basis of conformity to the program alone. There was no attempt made to evaluate why a given boy had become involved in anti-social acts, nor was any attempt made to formulate a program to meet any individual boy's needs. In a number of cases, it was evident that the boys had been released for the sole reason that they had become extreme behavior problems within the institution.

In discussing the staffing procedure with employees at the institution, there was evidence that they felt left out of the program. Many had definite ideas and impressions regarding given boys, but did not feel that they had the opportunity to express these to any group, or to the Superintendent. Much of the bad morale which exists in the institution at this time can be directly laid to the fact that the staff have no part in the formulation of a training program for boys or determining a boy's progress and his readiness for a parole experience.

C. Recommendations

Recommendation No. 1. Following the diagnostic process, and within the first six weeks a boy is assigned to the institution, he should receive an initial appearance before a case conference committee. This committee should be composed of any professional staff who in the future are assigned to the Nevada School of Industry. In addition, the boy's teacher, his lay counselor, and any other staff working directly with him should be present at the conference. At this initial appearance and hearing a training program should be formulated with definite treatment goals outlined for both the boys and the staff.

Recommendation No. 2. At periods not longer than three months, each boy's case should be reviewed by the institution case conference committee as to the progress the given boy is making toward his goals and his readiness for a parole experience.

Recommendation No. 3. A summary of the findings of the case conference committee, both at the initial appearance and at all progress report periods should be placed in writing and made a part of the individual's boy's case record.

CHAPTER XI

GROUP LIVING

A. Standards

Many of the services provided in a children's institution can be given in the home community - for instance, case work, psychiatric services, medical treatment, special schooling, recreation, and religious education. Even living away from home can be arranged through a foster home placement. However, the one service that distinguishes an institution most significantly from any other form of child care is group living - the living together of children in a group rather than in a family unit. Indeed, group living is the major specific purpose of institutionalization, and together with the element of protection of the child from the dangers within himself and to society, is the most cogent reason for the existence of institutions.

Whenever groups of people live or work together, informal groupings develop. These are based on personal ties, rather than on work assignments or on living quarters. Because juvenile delinquents in institutions have been removed authoritatively from normal community life, the groups which develop among the students tend, unless special help is given, to be anti-institutional in attitudes.

Other factors contributing to the development of such an anti-institutional feeling within the informal groupings include the influence of delinquent groups outside the community to which the individuals had belonged; the fact that adolescents naturally tend to withdraw from adults and to their own peer groups, and the sheer size of the formal groups into which institutions are organized.

One of the major contributions of administration to the treatment of individuals within the institution lies in providing an administrative structure under which these informal groupings, as they spontaneously develop, reinforce the treatment goals rather than resist them.

The first group to which a new ward is exposed upon arrival in an institution is the living unit in which he is assigned. Such living units are called the dormitories, lodges, cottages, or homes. For reference purposes, since the Nevada School of Industry utilizes the term dormitory, this terminology will be followed in the report. Usually, the determining factors in selecting dormitory groups are the age of the youngsters to be served, the degree of emotional disturbance, the ability to adjust to a group, the individual contributions of the dormitory personnel in charge, and the total treatment plan. Living groups in a training school should not exceed a maximum of twenty students even when they are fairly homogeneous. Smaller groupings of twelve to sixteen or even lower are necessary for either heterogeneous groups of children, or groups of serious personality disturbances. Individualizing care and treatment of the members of a twenty-four hour living unit is absolutely basic to group care. The atmosphere within which treatment can be most effective cannot be achieved in large groups, nor can daily living programs be geared to the individual needs as effectively. Groups should be small because the tremendous amount of individual attention required by each child cannot be given by a supervisor who is responsible for a large number of youngsters; small, also, because the more children there are in a group, the more difficult becomes the problem of adequate supervision. Likewise, homogeneity is necessary because of the difficulty of meeting the needs of children in a group when the group contains children with radically different needs because of differences in age, physical or emotional maturing, or readiness for group living.

In the writer's estimation, the most important group of staff working in a

correctional institution consist of the dormitory employees. The dormitory staff, otherwise referred to as house parents, social teachers, child care workers, counselors, or group supervisors, work more closely with the wards assigned to the institution, have more opportunity to observe the attitudes and reactions of the wards, and are in a better position to play a major role in the re-education and rehabilitation than any other group of staff members. These staff members can help to change a child's concepts of adults by avoiding retaliatory conduct and evidencing continuing interest, sympathy, understanding and respect for each child. They must possess a capacity to relate to the children, and a flexibility to adapt to new situations. They must be able for example, to tolerate deviant behavior without condoning it or repressing it in a punitive manner. Other personal qualifications should include emotional maturity and stability, ability to take hostility without reacting in a hostile manner, alertness and sensitivity to group situations, moral integrity, acceptable physical appearance, imagination and understanding of the institution treatment philosophy, ability to make decisions, accept criticism, work under pressure, and have the innate ability to grow professionally under the training program provided by the institution. This most important role in the training school program requires not only a great deal of innate ability, but a level of intellectual capacity which will enable the individual to work directly with other professional staff carrying treatment responsibility. This means that the group worker must have the capacity to understand and absorb and use the contributions of the specialists. Therefore, graduation from an accredited college, with a sequence in the social sciences or an equivalent combination of education and experience are desirable qualifications for persons carrying these responsibilities.

The group worker should be on a 40 hour work week, and paid a salary commensurate with his duties, responsibilities and training.

B. Nevada School of Industry

The Nevada School of Industry's dormitory arrangement is inadequate, below sanitary standards, unattractive, custodially poor, and not arranged to provide adequate segregation for the wide variety of boys assigned to the institution. Although provisions have been made to provide separate sleeping arrangements for the twelve youngest wards assigned to the institution, the remainder of the boys are placed in two poorly ventilated rooms without adequate toilet or washing facilities. Until August 1958, no staff was provided for night supervision and the boys were left entirely on their own.

Sex deviation of the worst variety has been rampant in the institution, and not only have children been morally molested, but physically injured by older and more aggressive members of their peer group. Mutual masturbation, sodomy, oral copulation, and every form of deviant sex act has been regularly practiced during recent years. In addition, many sadistic acts have taken place during unsupervised night hours which has done permanent harm, both physically and psychologically to the children concerned. It is an injustice to the wards committed to this institution, and to the State of Nevada, that such conditions have existed, and to a great extent, continue to exist.

Although staff members at the Nevada School of Industry, with the exception of the Superintendent and the Senior Account Clerk, utilize the title of Boys' Supervisor, there are no specific staff members assigned to the regular responsibility of group work supervision. This assignment, considered to be a tedious and uninteresting one by all staff, is borne on a rotation basis by the present staff at the institution. Where one staff member should be given the supervisory responsibility of the "home life" aspects of the institution program, no one has been

delegated this responsibility at the Industrial School. Group supervision is a professional vocation, and one that must be practiced only after training and constant supervision. In Nevada, group supervision is ignored except when necessity forces the responsibility on a given staff member, and then it is done grudgingly and with no background, training, or supervision.

The staff at the Nevada School of Industry who work as group supervisors, do not even meet the minimum requirements set forth by the Nevada Personnel Commission. The requirements set forth by the Personnel Commission are far below those generally accepted in other states operating correctional institutions. With one or two exceptions, there are no staff members working as group supervisors at the Industrial School who have either the experience, education, or training to fulfill a similar post in any other correctional school in the country today. In the majority the group work staff at the Institution are uneducated individuals with little interest, sympathy or understanding for the children assigned to the School.

In observing the staff, it was noted particularly their lack of emotional maturity, their inconsistency, and their lack of ability to accept deviant behavior on the part of the boys in any other way than a very hostile and punitive manner. The staff was not alert to what was happening in the groups for which they were responsible, and showed no sensitivity to group behavior and problems. The majority of the staff lacked any leadership ability and there was a definite lack of ingenuity, imagination, and ability to enrich the program through individual initiative.

C. Recommendations

Recommendation No. 1. One staff member should be assigned to the institution with the specific responsibility for the administration of group life or home life program. This person should be a well-trained correctional worker and have graduated from an accredited college or university.

Recommendation No. 2. A study should be made by the Personnel Commission of the State of Nevada of the various positions now existing at the Nevada School of Industry. From this study, those employees who are basically working in the home life division of the institution should be so classified as to group supervisors. It is desirable that all group supervisors be graduates from an accredited college with a sequence in social sciences or have an equivalent combination of education and experience.

Recommendation No. 3. A forty-hour orientation and indoctrination program should be established for all group workers prior to the time of taking over their regular assignments at the institution.

Recommendation No. 4. A regular in-service training program should be developed to provide specific group work techniques to those staff members working as group supervisors.

Recommendation No. 5. The Legislature should appropriate money in its next session for the purpose of building new dormitories at the Nevada School of Industry which would provide for adequate segregation of the boys assigned to the School on the basis of age, emotional, physical and mental maturity, and degree of emotional disturbance. The living groups constructed should not exceed a maximum of 20 boys.

Recommendation No. 6. Continued redesigning should be carried out in the present dormitory units to provide adequate supervision and segregation of the boys

prior to the construction of a new unit. The basic premise should be that every boy shall be under sight supervision at all times during sleeping hours, and that no immature boy should be placed with older, aggressive boys in a living unit.

CHAPTER XII

INTENSIVE TREATMENT

A. Standards

A sound training school treatment program is based on the premise that the weaker the child's inner controls, the stronger the need for external controls, and supportive framework of living around him. Kindness, fairness, and sympathetic understanding are necessary, but these alone do not serve to aid a child unless the treatment program also defines and establishes realistic limits of conduct and attitudes. The clinical and social services, and spiritual guidance, education, recreation, and other treatment specialities must be balanced and coordinated with the facts of life and reality orientation. Training school personnel fail to do the total job when they do not give the youngsters in the training schools a true picture of life as it is, and when they do not help them to develop the strength necessary to live in a world of reality by building their self confidence and self reliance.

Intensive treatment services discussed herein are services which are in addition to those rendered by the general institutional personnel, working in such departments as dormitory life, religion, education, or recreation. They are the services usually performed by psychiatrists, psychologists and social workers, and are fundamental to the attainment of the goals of the training school treatment program. These services should be under the direction of a person professionally trained in one of the above disciplines, who has broad knowledge of the inner disciplinary approach, and who has demonstrated his ability to administer this phase of the program.

The psychiatrists, psychologist and social worker have indispensable roles in the training school inasmuch as the core of their training consists of understanding why these people behave in the manner in which they do, and how pathological or objectional behavior can be altered. Since many youngsters are in training schools mainly because of the lack of inner controls, these professional services within the institution help to define the lack and point the way to strengthening these controls. It is imperative, therefore, that the training school include members of the clinical disciplines on its staff, that these persons make full use of their skills and abilities, and that they provide leadership by applying their basic knowledge throughout the training school staff in establishing a realistic concept of the treatment environment.

This personnel should not be used exclusively for the diagnosis and treatment of individual children. They should work with the superintendent and with all members of the staff, appraising the effects of all aspects of the program on each child, and helping other members of the staff discharge their responsibilities in such a way as to attain the goals of the institutional program. The number of such professional staff that any one institution can justify will vary according to the progressive nature of the state, and the degree of emotional disturbance represented in the population of the institution. Every institution should have on its staff a graduate social worker. The number of students assigned to each case worker will have to be determined by the nature of the institutional program with realistic recognition of the limitation on funds and the number of case workers presently available; under ordinary circumstances a case worker devoting full time to children in residence should not be assigned to more than thirty students.

The typical group worker role, which is often held by a graduate professional group worker, can be handled by the group supervisor classification when standards of recruitment are kept high. In a number of institutions throughout the United States

today it has been found feasible to "professionalize" the class of group supervisor in order that they can adequately fulfill the role of a professional group worker.

The services of a clinically trained psychologist are basic to the study of personality and human behavior problems. In addition to diagnostic testing and interpretation of significant findings, a clinical psychologist can make an effective contribution by helping to plan a youngster's treatment program in case conferences, by carrying on group or individual psychotherapy, and by therapeutic work in the area of the learning processes. Other aspects of the training school program to which a psychologist can contribute are selection of personnel, in-service training and education of the staff, research and planning for individual students having special difficulties in the academic program. A minimum of one full-time psychologist for 150 children should be employed. If the majority of the psychologist's time must be spent in diagnostic work-ups, this ratio would be far too high.

The training of a psychiatrist, especially a child psychiatrist, is such that he should have a major role in diagnosing the problems of individual children, contributing to the development of treatment plans for them, and providing direct treatment for individual children. His knowledge and techniques relating to the study of personality organization and motivation in children are particularly helpful in overall program planning, in service training, and policy formation. He can assist the superintendent and staff by applying his understanding to the problems of inter-staff relationships and cooperation. Usually, and probably most effectively, through the case conference, he can work with personnel on handling specific problems of difficult children. During the case conferences the behavior of both the child and staff involved are examined and interpreted, giving the staff a better understanding of their responsibilities.

If psychiatric services are available only on a part-time basis, the psychiatrist should spend the major portion of his time with the staff, acting in a consultative capacity on specific cases and aiding in staff development. A minimum of one full-time psychiatrist for 150 children should be employed. Even with this ratio, it is recognized that only a limited amount of intensive psychotherapy can be given by the psychiatrist.

The role of professional staff in the intensive treatment program is well recognized in the fields of diagnosis, extensive individual psychotherapy and training of staff. However, recently there has been an increasing awareness that the skills and techniques known as group therapy have an important place in the training school program. Use of the group medium to further the individual's understanding of his problems and to motivate him toward self-improvement is the main characteristic in group therapy. Group therapy sessions usually take the form of small discussion groups, carefully and skillfully guided by an adult leader. The leader's contribution lies in his knowledge of the group process and his skill in working with group relationships. The major therapeutic value of these sessions is the freedom and security of the group atmosphere which alleviates the restrictive atmosphere of the institution. By focusing the discussion on a real and trying concern, such as the day by day problems in institutional life, or preparation for handling of situations of life outside, youngsters are helped to understand themselves as they compare their reactions to those of others trying to resolve similar problems. Children who cannot be reached through individual treatment often are helped in group therapy sessions. Staff leadership of such groups, until recently, has been limited to psychiatrists, psychologists and social workers. However, recently, other institutional staff have been able to assume this role given the training, guidance and supervision of the professional staff at the institution.

B. Nevada School of Industry

The Nevada School of Industry has no intensive treatment services. There is no professional staff at any level presently employed by the School. At one time, part-time psychological services were rendered through the State Department of Health. There are no records indicating what services were provided by this consulting psychologist, and it is evident through talking with the staff that he had no contact with them in an in-service training role. There was no material in any of the boys' files which would indicate the psychologist had completed any diagnostic work-ups or provided the institution with any interpretation of case work material. Why this consultative service was discontinued is unknown to the writer. It is evident however, that what limited services were provided, were more on the part of a gesture of good will and cooperation on the part of another State agency, rather than providing a truly professional service.

The writer interviewed and tested a number of the boys assigned to the Nevada School of Industry during the early part of August 1958. Several boys who were considered by staff to be mentally retarded, actually had above-to-high I.Q.'s. Several boys who were considered by staff to be excellent prospects for parole were also examined. On the basis of projective tests, they demonstrated severe emotional disturbance which had not been touched or alleviated in any way by the institutional program. One boy tested clearly indicated organic brain damage with resulting epileptic type seizures.

These few examples are merely quoted to indicate the need for professional services at the Industrial School. The wards assigned to the Nevada School of Industry were placed there by the courts to receive assistance with whatever problems had originally brought them to the attention of the courts. No program has been planned for these boys, nor is there any indication that a professional program is planned for in the future. The staff at the School are working with problem boys for which they have never had the education or experience to prepare them. In addition, they have not been provided with any training during the time of their employment at the institution, which could assist them in better understanding the treatment process and the needs of emotionally disturbed children.

The Nevada School of Industry is merely a detention unit in which boys are held after they have been committed by the courts, and until they are placed on parole. Nothing happens at the institution, except by accident, which in any way could be interpreted as treatment or rehabilitation. An analogy might be, if you had a child with acute appendicitis, you would certainly not place him in a hospital and then refuse to provide him with consultive diagnostic work-up, surgical procedure, or medicinal treatment. Certainly without such treatment in addition to bed space, the appendix would soon rupture and the child would die. At the Nevada School of Industry, an emotionally sick child is placed in an institution provided with no professional services of any kind and the results of this neglect are easily observable to any competent, professional person.

C. Recommendations

Recommendation No. 1. Intensive treatment programs should be developed immediately at the Nevada School of Industry. As earlier recommended, one full-time clinical psychologist and one full-time graduate social worker should be recruited for the institution as soon as funds are appropriated by the Legislature. These two professional people can provide the necessary diagnostic information on all boys committed to the School, and in addition, will be able to provide intensive psychotherapy and group psychotherapy for the more emotionally disturbed children.

A very important bi-product of their services would be an in-service training program that they can initiate with the remainder of the institution staff.

Recommendation No. 2. Because of the size of the institution at present, it would not be feasible to recruit a full-time child psychiatrist. However, psychiatric consultative services should be arranged on a contractual basis which would provide for at least one full day of psychiatric consultation each week. As the size of the institution increases, it will be necessary to increase the amount of consultative service.

Recommendation No. 3. A group therapy program should be developed for the majority of the boys in the institution. Originally, this will have to be done under the direct leadership of the institution psychologist or social worker. However, with proper recruitment, there is no reason why group supervisors cannot assume this role as soon as they receive proper training.

CHAPTER XIII

RECREATION PROGRAM

A. Standards

Recreation provides an outlet for youthful energies, particularly aggressive impulses. It offers a means of satisfying cravings for being a part of a group, adventure, recognition, and an element of danger. Under the supervision of a competent leader, recreation can offer opportunities to modify or alter behaviors and to help youngsters to gain self-understanding. Properly integrated into the treatment plan, recreation can be a strong treatment adjunct and a valuable medium in teaching children how to use leisure time.

The recreational program should be balanced and varied, and provide an opportunity for each youngster to participate according to his interests and needs. Students should be permitted a fair range and a choice of activities and freedom in electing to participate or not to participate, while at the same time, every effort should be made to encourage children to take advantage of such recreational opportunities as will be of benefit to them.

The essential characteristics of a good training school recreation program are: a freedom of choice, which avoids forced participation, planning by participants, development of present skills and the learning of new ones, and a variety of activities which broaden interests and enrich personal and group life.

Competitive sports on both an intramural and varsity basis are advocated. However, this involves important precautions. The tendency to substitute mass activities, or exhibitions by selected skilled teams for recreational activities in small groups should be avoided, for recreation in which most of the children are spectators while a few play is of limited value. Only when there is a comprehensive physical education recreation program for all students on an intramural basis is it desirable to establish an additional program of competitive athletics with other teams in a surrounding area. It is also important to group children, especially for recreation, both by their special interests and by the degree of their athletic skills so that competition may be on reasonably equal terms and all may find encouragement to participate.

A training school recreational program also should include club activities, bringing together the youngsters with similar interests; activities with the main emphasis on physical development, as well as those which develop sportsmanship; celebration of special holidays, events, and individual birthdays; spectator activities such as record players, radio, motion pictures, and television; arts, crafts and hobby groups and opportunities for youngsters to pursue one-person hobbies.

Appropriate equipment is essential to the execution of any recreation program. Training schools should have adequate space for indoor and outdoor aggressive play activities, including a room for the pursuit of quiet hobby activities as well as a playground adjoining each dormitory. There should be a gymnasium, a swimming pool, baseball and softball diamonds, outdoor basketball courts, football fields and all the necessary equipment to carry on various group and individual activities.

There should be one person in charge of the recreation program who has been adequately trained for such an important role.

B. Nevada School of Industry

The recreation program at the Nevada School of Industry is under the direct supervision of the Superintendent. The Superintendent frankly admits that he has done little in the way of preparing an adequate recreation program for the School, nor does he feel that he has the background to perform such a role. Once each week during the summer months, the boys are the guests of the community of Elko, and are allowed to use the public swimming pool. This is done on a midweek afternoon, and the swimming period lasts for approximately one and one-half hours. Each Sunday afternoon the boys are the guests of one of the movie theatres in Elko. Boys have a number of other contacts on a less organized basis with recreational opportunities in the local community. They attend the annual county fair, and are guests occasionally at functions held by various service and fraternal organizations.

A program of off-campus leisure time activities planned cooperatively with local communities is an excellent one, but only a small part of an institution recreation program. Unfortunately, the Nevada School has no recreation program within the boundaries of the School itself. The writer closely observed the program for a seven day period, and at no time was he able to observe any type of organized leisure time activity.

As earlier stated, no one is responsible for the recreation program other than the Superintendent, and he has had neither the interest nor the time to devote to this responsibility. Consequently, no one has done the job; there is no program. In talking with a group of boys one afternoon, they mentioned that they liked to play baseball and that this was their favorite sport. When the suggestion was made that we should get some equipment and have a pick-up game, the writer was informed that all the baseball equipment had been locked up in the basement for over six months. In investigating the situation, it was found to be true that the baseball equipment had been locked up, and that this had been done because the last time the boys had used the equipment, there had been some tension within the group, and it was feared that the baseball bats might be used as weapons.

This example is quoted only as an indication of the complete and total lack of understanding on the part of the staff as to the place of recreation in the correctional treatment program.

Small amounts of athletic equipment were found in the institution, the majority of which had been donated by interested individuals and service organizations. The writer was informed the school had had a basketball team during the past winter, and had played competitively with local high schools. Unfortunately, this activity only included a small minority from the school population, and practice sessions completely tied up one indoor recreational area available for the entire institution population.

"Recreation" as observed by the writer at the Nevada School of Industry consisted of gathering the entire population in one small area and letting them do exactly as they pleased. During one recreational period, the writer observed a tall, heavy-set boy commit an act of sodomy on a small, extremely immature youngster. This was called to the attention of the one staff member on duty, who was supervising the recreation program by having his shoes shined by one of the wards. During one evening "recreation program" the writer observed nine different fights, none of which were stopped by the staff member on duty. In several of these fight episodes, boys were markedly mismatched; the staff member felt they were going to fight anyway, and "besides it was a good way for them to release some of their excess energy."

From the time the supper hour is over until the boys go to bed, the entire School population is gathered in a very small, inadequately ventilated "gymnasium." With one staff member on duty, the boys have available for recreation purposes the following equipment: one basketball, one football, two pair of boxing gloves, and one punching bag. The staff member would not allow the punching bag to be used because it made too much noise!

There is room in the gymnasium for six to 10 boys to play a pick-up game of basketball which forces the rest of the population to sit around the edges of the court and amuse themselves as best they can. A favorite pasttime is to gamble, with the commissary used for betting purposes. One small, privately owned phonograph was utilized by the boys, but the records were old and scratchy, and the volume control was broken, allowing only a small output.

Boredom is the key word for the recreation program at the Nevada School. The youngsters are anxious to participate in any kind of activity, if there was any semblance of leadership to institute such a program.

There is a small, but nicely furnished recreation room adjacent to the gymnasium. This is not used except for visiting purposes. It would make an excellent reading and hobby room, and is adjacent to a well-stocked library. The School has an excellent 16 mm movie projector, but at least during the summer months, it is not utilized in the recreation program in any way.

There are no outside physical education or recreational areas or equipment. At one time, it is alleged that there was a softball diamond immediately in front of the administration building, but this area has been leveled and planted to alfalfa. If the boys want to play baseball or any other group game, they must use a very dirty, uneven area in front of the farm which has no fences or provisions for athletic contests.

During the depression days, the WPA constructed three-quarters of the swimming pool on the hill immediately back of the main building. This unit was to be used as a combination swimming pool and water storage area. It merely needs one end and the bottom to be completed. This project can easily be completed by the boys and staff at the School with a limited outlay of money. This would provide them with a swimming pool. When this matter was discussed with the Superintendent, he stated that he felt that the unit would make a better storage area for the School's tractors; besides, the boys went swimming once a week in town. This is mentioned merely to indicate the feelings of the Superintendent himself - that recreation plays little or no part in the rehabilitation process.

There is no one on the staff who has had any training or experience in the field of recreation or physical education. There are a number of staff members who profess a real interest, and requested guidance and help in planning a program of recreation for the boys at the school.

One boy who had recently arrived at the institution made the following remark which aptly portrays the situation as it presently exists at the Nevada School: "Why shouldn't a boy run away, or mess up, when all you've got to do around here is just sit, fight, gamble, and try to keep some bigger guy from punking* you."

C. Recommendations

Recommendation No. 1. A full-time recreation leader should be recruited for the institution as soon as funds can be made available by the Legislature.

* punking: a correctional colloquial term for the act of sodomy.

This person should have a background in group and individual recreational activities and could be designated as Recreation Director under the Superintendent. In this position, he should plan and coordinate the recreation program for boys assigned to the State School. In addition to participating actively in the recreation program himself, he should also provide the leadership and training to develop recreational leadership in the other staff members at the institution.

Recommendation No. 2. Adequate recreational equipment should be purchased or should be obtained on a donation basis, in order to provide a wide and varied recreational program of both a group and individual nature. Equipment should include, but not be limited to athletic supplies for sports such as football, basketball, baseball, volley ball, and soccer, shuffle board equipment, ping-pong equipment, billiard or pool table equipment, boxing equipment, and necessary game equipment for both indoor and outdoor games. Arts and crafts equipment and materials should be provided with particular emphasis on this activity during inclement weather.

Recommendation No. 3. The present staff's working shifts should be so arranged that there is a minimum of two staff members on duty with each group during the evening recreational period. This will allow for the boys within each living group to have a choice of two activities each evening.

Recommendation No. 4. The present recreation room should be utilized as such, and the library adjacent to it be made a part of the evening's recreation program. During good weather, the outdoor veranda-type porch adjacent to the recreation room should also be utilized for reading, writing and quiet games.

Recommendation No. 5. Outdoor recreational areas should be developed which would include at least one baseball diamond, one outdoor basketball court, one volley ball court, and one gymnastic area.

Recommendation No. 6. The reservoir area originally constructed by the WPA should be completed by the institution and utilized as a swimming pool.

Recommendation No. 7. Adequate phonographs should be made available, with current records provided by the institution. It is further recommended that a used juke box be obtained on a donation basis, and that the staff closely supervise the unit.

Recommendation No. 8. A film contract should be arranged with one of the 16 mm movie outlets, in order that one evening each week can be devoted to recreational movies.

Recommendation No. 9. An intra-mural athletic program should be developed in all of the major sports.

Recommendation No. 10. Gambling should be discontinued as a form of recreation.

Recommendation No. 11. A student council should be developed which should meet on a weekly basis with the Superintendent and the Recreation Director. The student council should then be utilized as a planning and coordinating group to develop an adequate recreation program based on the interests of the boys.

Recommendation No. 12. Recreational activities held off the institutional grounds should not be considered a right of the wards, but rather a privilege. The greatest advantage of having a number of off-the-grounds recreational outlets is the control it provides over the ward population if these activities are handled as privileges only.

CHAPTER XIV

EDUCATION PROGRAM

A. Standards

Since the educational program is developmental and has therapeutic values, in addition to its instructional values, it is an essential part of the treatment program. What takes place under the auspices of education is related to all other aspects of the institutional program - the work activities, dormitory life, recreation, and clinical services. In the classroom, as in all other settings within the training school, emphasis must be upon the development of a constructive and satisfying human relationships. Stress should be placed particularly upon social training, teaching the basic principles of healthy family relationships, and development of acceptable attitudes and behavior. The instructional program should embrace good educational content and practices, and have curriculum designed to meet the individual needs of the children within the full range of the children's academic levels. Every aspect of the training school program should have clearly defined training values, including vocational training and should be coordinated with formalized instructional programs of the training school. Teachers in training schools should be encouraged to visit dormitories and other facilities in the institution, and confer with other institutional personnel at frequent intervals, in order to know the staff, the operations, and the numerous resources within the institution that can be used for practical and interesting educational projects. The State Department of Education should be utilized freely on a consultive basis, but should have no administrative control over the education process within the institution. Children in a training school are entitled to the protection of the state laws governing compulsory attendance and minimum ages for exclusion from school. All of the state laws relating to educational standards should be as applicable in a training school as in any other public school in the State.

The formal educational and instructional program of a training school requires the leadership of a competent principal or principal-teacher, and particularly well qualified teachers. Effective pupil guidance and instruction in the training school requires a high type of teacher with a consuming interest in teaching children, and with broader experience and training than is needed in the average public school. The responsibilities of the teacher in a training school are equivalent to those of a teacher in a special class for maladjusted pupils in a community school. The job of a training school teacher is exceptionally difficult; he is called upon to work with children who may have severe behavior problems, shortcomings and retardations in spoken and written language, and frequently marked distaste for school work.

The entire educational program should be administered within the framework of the institution structure and with the educational staff's salaries and operating expenses included in the operating budget of the school.

A satisfactory educational program in a training school requires that:

- (a) the pupil-teacher ratio should not exceed 15 pupils per teacher.
- (b) the classroom teaching schedule should not exceed 30 hours weekly, thereby allowing time for conferences and classroom preparation.
- (c) the teachers should not be expected to carry duties unrelated to the educational program, such as dormitory service and dining room supervision, and should be free from maintenance duties such as responsibility for keeping the school classrooms and hallways clean.

(d) teachers salaries should be in keeping with salaries in public schools for work with the same responsibility.

The educational program of the training school should provide every student a maximum opportunity for learning in accordance with his abilities, interests, and his total treatment program. The curriculum must provide for students who will return to grade or high school, for those who will go to work, and for those who may be mentally retarded. Most educational programs follow the plan of having the more formalized program of care groupings wherein emphasis is placed upon preparation for return to conventional school situations, and an ungraded program for retarded children. Occasionally, students are assigned to a combination of the two programs.

There are several factors peculiar to the training school which enter into planning for vocational education. For the comparatively short period of time which the boy stays in a training school, the length of time required to learn a trade, and the student's frequent lack of readiness to make a serious choice, indicate that most students can only be introduced to an occupation or trade. For many, then, the vocational program is exploratory or pre-vocational, affording information, interest, and a beginning in training. Students may be assigned to a specific type of maintenance work for its training values. In considering how much of a student's day should be devoted to production, industries, or maintenance, it should be remembered that a student's assignment to such activities are justifiable insofar as this furthers his general education, his pre-vocational or vocational learning, or his social adjustment. The potential training value of certain types of maintenance work is enhanced if the experience is properly related to the total program.

During the course of the child's residence, adequate educational records will aid in appraising the gains made. A training school should keep significant and detailed records on the achievements and adjustments of individual students as well as other records pertinent to educational programs. These should become a part of the permanent record of each child and be available to teachers and others responsible for the guidance of the children and for planning further educational services. An evaluation of the student's educational status should be received from the school last attended. Similarly, an evaluation of school institutional progress should be forwarded to the school to which the student will return.

B. Nevada School of Industry

The story of the academic educational program at the Nevada School of Industry has indeed been a stormy one. Until last year no qualified teachers had been a part of the institution staff, and when money was available the turmoil caused by the several teachers who worked in the capacity of instructors at the State School in great part brought about the investigation and evaluation of the School. At the time the writer observed the School program, both of the teaching positions were vacant. The Superintendent was making no attempt to fill the vacancies, as he felt that the former teachers hired had been troublemakers and he did not wish to become further involved with educators.

In recent years, the only academic curriculum that has been available to the boys at the State School has been presented by the Superintendent's wife on a part-time basis, and by Mrs. Dorothea Howes, wife of one of the boy's supervisors. Both of these women were uncertified teachers, who were not prepared to work as public school instructors and still were endeavoring to perform the intricate, technical duties of a remedial teacher in a residential school for disturbed children.

No one is responsible for the educational program of the institution, and even when both teaching positions were filled, the Superintendent retained the responsibility of administering the educational aspects of the program.

The Superintendent, neither by training nor experience, is qualified to supervise an educational program. No previous school records are obtained, and the only knowledge of a previous school history is that which is received from the boy himself. No education file is developed at the institution. No testing is being done at the present time, although the Superintendent stated that the Metropolitan Achievement Test had been administered in the past. There were no records in any of the files to indicate this test had been administered within the past six months.

Only those boys under the ninth grade have ever attended academic classes at the institution. A few select boys, who tested above the eighth grade level, attended public school in Elko; however, if a boy's behavior was not satisfactory and he had completed the eighth grade, he did not attend any kind of school while in the institution. These boys who were allowed to attend the Elko High School were not allowed to participate in any extra-curricular activities. They were looked upon as outsiders by the other children, and were often the butt of ridicule by both teaching staff and students.

The School operates an extensive work program whereby boys are allowed to work for local people in the City of Elko or on the surrounding farms. If there is work to be done a boy would be removed from school to complete this task.

It would be difficult to evaluate the curriculum presented by the institution, as there was no formal schooling in process at the time the investigation was made. Mrs. Howes, as mentioned above, was working with four or five boys on a part-time basis in order to prepare them for the general aptitude test given by the United States Army. She did remedial work with this group and appeared to be competent to work with small groups on a nearly individual basis. The books and supplies on hand were a hodge-podge of items donated by local public schools and interested citizens. It would be most difficult to operate an educational curriculum for grade one through high school with the supplies that were available. No real attempt has been made to correlate the teaching done at the institution with the curriculum presented in a typical public school in the State of Nevada.

There has been a half-day vocational shop program operated in the basement section of the main building. This program was not being operated during the time the investigation was made by the writer, and only impressions of the boys and staff can be given.

Evidently, there were never adequate supplies to carry out a workshop program, and much of the equipment necessary for such a shop program was kept under lock and key in the basement of the Superintendent's home. The shop, at best, could handle only twelve boys and the only certified teachers placed in this program were people who had their training in academic areas rather than in the manual arts.

School assignments were handled as follows: All boys, eighth grade and under were divided into two groups merely on the basis of their academic achievement. The lower group then had academic school in the morning, and vocational shop in the afternoon. The upper half of this group had vocational shop in the morning and academic work in the afternoon. All boys above the eighth grade were placed on a full day work program and had no opportunity for formal academic work.

The majority of the children committed to the Nevada School of Industry have

exhibited severe academic deficiency, and are in need of thoroughly professional remedial assistance in order that they can make an adequate adjustment when they return to a public school setting. The educational program at the institution in no way provides an adequate academic curriculum for the students assigned to the school.

Former teachers hired by the Superintendent were required to work a 12-hour day, six days a week, and when they were not teaching class, they were forced to supervise boys in a custodial setting. No time was allowed them for preparation, or individual work with boys. All of the rules pertaining to custodial staff members also applied to teachers. It is no wonder that professionally trained teachers did not wish to continue their employment in this setting.

C. Recommendations

Recommendation No. 1. The two teacher vacancies for which the Legislature has already appropriated funds should be filled immediately by well qualified, certified teachers.

Recommendation No. 2. When the two teachers mentioned above are recruited and assigned to the institution, one of them should be classified as teacher-principal and should be delegated the responsibility by the Superintendent for setting up an adequate academic curriculum for the wards assigned to the Nevada School of Industry.

Recommendation No. 3. The vocational shop should be handled by one of the existing boys' supervisors rather than one of the two certified teachers. This program should be operated similar to a manual arts program in a grammar or junior high school system. The program should be an adjunct to the academic curriculum instead of in-place of it.

Recommendation No. 4. The present vocational shop should be moved to the garage area where machine shop equipment has been installed. This will allow for a combination wood working shop, machine shop, and auto mechanics shop, and an interesting pre-vocational program can be developed at the interest level of the boys at the institution.

Recommendation No. 5. When each new boy arrives at the institution, a letter should be sent to the last public school that he attended requesting complete educational records which can then be utilized in planning and developing a program for the boy at the Nevada School of Industry. These records should be made a part of the individual boy's educational file. When a boy leaves the institution on parole, all necessary educational data should be forwarded to the public school which he will attend while on parole.

Recommendation No. 6. All boys working at the eighth grade level and below should attend a full day academic program. Weaved into the curriculum of such a program can be the pre-vocational program mentioned above. All boys who have completed the eighth grade should attend academic school on a half-day basis and be placed on a half-day maintenance and farm assignment.

Recommendation No. 7. It should be the unusual situation that a boy would attend the public school in Elko, Nevada. If a boy can be trusted to make a satisfactory adjustment in a public school setting then he should be released from the institution and placed on parole. Only in a case where a boy is ready for parole, but for community or jurisdictional reasons cannot be released, should a public school assignment be considered.

Recommendation No. 8. The present "work" program in which boys are assigned to local citizens to do private work for pay should be discontinued during the regular school days. Under no circumstances should the boy be removed from school and be assigned to a work project off the institution.

Recommendation No. 9. A toilet and wash bowl should be erected close by the two present classrooms in order that boys may utilize them during the academic school day.

Recommendation No. 10. A regular physical education program should be developed in conjunction with the academic program. Eventually this program should be under the supervision of a qualified physical education instructor, but until such time as funds are available, one of the present boys' supervisors should be utilized as a physical education teacher.

Recommendation No. 11. Regular testing should be done on all boys to record adequately the academic progress they are making in the school program. The California Achievement Test is recommended for this purpose, as it is easy to administer and simple to score.

Recommendation No. 12. Adequate supplies and materials must be obtained immediately if an adequate educational program is to be carried out.

Recommendation No. 13. The State Department of Education should be contacted and a request made for consulting service in developing an adequate curriculum.

Recommendation No. 14. Whenever possible, Nevada State textbooks which are utilized in the public school program should be used at the Nevada School of Industry. It is recognized that special textbooks and reference material will have to be utilized in a remedial reading program which necessarily must be operated with severely academically retarded children, such as are placed in the institution.

Recommendation No. 15. The ratio of one teacher to each fifteen students should be accepted by the Legislature, and automatic increases in staff provided when there is an increase in the school population. Until such time as funds can be provided by the Legislature for such a ratio, it is recommended that Mrs. Howes, Boys' Supervisor, be utilized as a classroom teacher under the direct supervision of the teacher-principal.

CHAPTER XV

MEDICAL AND DENTAL SERVICES

A. Standards

Whereas all aspects of the training school program are concerned with the personal health of the individual child, the specific health services constitute a particularly important branch of the total program. Health personnel should have a basic understanding of child development and the dynamics of delinquent behavior. They should understand the subtle interconnection between mental and physical health, as well as the meaning of illness and physical complaints of children in general, and of the particular child with whom they deal. They should be represented on the case conference committee so that they will have a complete picture of the individual child, the treatment plan for him, and the institutional resources.

The health of all students committed to the training school must be promoted and protected. This places a dual responsibility on the administrative head of the health services - health, maintenance, and day-by-day provision of medical care.

To discharge these responsibilities, he must use various medical and public health services from appropriate sources outside the training school to assure that public health standards are being observed in the institutional program, and to assure an overall plan which will provide medical services for the individual boys.

Some children who become seriously ill while in the training school may best be cared for in a hospital outside the training school, and plans should be made in advance for the use of such hospital facilities they need. However, in order to care for a child who has a minor illness and can be treated best in the training school, an infirmary or similar facility should be provided.

Even though the law requires that a physical examination be arranged by the committing court prior to a boy's admittance to the institution, an additional physical examination should be made at the time of the ward's arrival at the institution. Each child should also have a complete physical examination just prior to his release from the training school. Not only is this a protective device for the school administration, but it sends the youngster off with the assurance that he is physically sound, or with specific recommendations for his future physical care. The medical program of the training school should provide for a health appraisal of each child, detection and treatment of medical defects needing correction, and the teaching of good nutrition and personal hygiene.

The health and medical services should be under the administration direction of the training school's physician, who should be licensed to practice medicine in the state in which the school is located. In those cases where the institution is not large enough to warrant a full-time physician, a part-time physician's services should be established on a contractual basis.

The nursing services in the training school should include the overall supervision of the first aid program and referral of both major and minor disease to competent medical personnel. The full time services of at least one registered nurse during the waking hours are essential; particularly if the institution operates without a resident physician.

Dental care is particularly important for the young. The dental program in a training school should go far beyond "calling the dentist when the child has a

toothache." Each school, regardless of size, should have dental services as an integral part of its health program. All children should be given a thorough examination at least twice each year. A dental examination should be given prior to release. Necessary dental work should be completed unless of course, it prolongs the institutional stay, and if so, recommendations should be made to the child's family dentist.

B. Nevada School of Industry

The Nevada School of Industry has no one on its staff who is hired for the purpose of maintaining any semblance of a health service program. The woman presently working in the laundry happens to be a licensed practical nurse. Consequently, six days a week, twelve hours a day, she works as a first aid person, as a secondary assignment to her laundry duties. She has very few supplies to work with, and outside of aspirin and band-aids must refer any other case to the Superintendent. If the Superintendent is on the grounds, he makes the decision as to what medical treatment should be given. It should be drawn to the reader's attention that the Superintendent is in no way prepared through training or experience, to make such decisions. If the Superintendent is absent, and this seems to be a situation which too often occurs, there is no one else delegated to make decisions regarding medical services to the boys. Many cases were brought to the attention of the writer where no medical assistance was given to a boy when he was greatly in need of it. One boy, examined by the writer during the early part of August 1958, clearly showed symptoms of neurological disorder, probably in the form of brain damage. He has "spells" over a period of four months at the time of examination, but as yet had not been referred to a physician in the community of Elko.

The school has no physician on the payroll nor does it have any doctors available on a contractual basis. Different doctors in the community of Elko are utilized when the seriousness of an injury or illness warrants such action in the eyes of the Superintendent. Another ward examined by the writer had chronically infected tonsils with white pussy spots which were so enlarged that it was difficult to determine how the boy could swallow food. He had complained on numerous occasions, but was told that he was a "cry-baby," and didn't need any help. Another youngster examined by the writer had broken his thumb, and although he complained regarding this injury for several days, it was nearly a week after the injury before the boy was examined by a physician. It was then determined that the thumb was broken, and a splint was applied. Numerous other cases of medical mistreatment were enumerated to the writer by both staff and boys. Some of these cases would appear to warrant investigation, as gross neglect was evident. However, the writer has only mentioned three cases he personally observed during the short time he was at the School.

There are no medical records of any kind. There is usually a notation in the boy's case file submitted over the signature of an M. D. that upon arrival the boy did not have any communicable or contagious diseases. However, there is no written report of any physical examination either at the time of the initial arrival at the institution, nor are there any medical reports of any kind submitted on the boy during his stay at the institution. If a boy because of serious illness or injury goes to a private physician in Elko, no record is made of this contact.

Likewise, there are no dental records kept on the boys although extensive emergency dental work is done by dentists in Elko. This work is done on an emergency basis rather than a planned basis.

At the time of a ward's departure on parole there is no provision for a medical or dental examination prior to his departure.

There is no record of first-aid type treatment administered by the School "nurse." There is no arrangement made for sick boys to be placed in an infirmary or room separated from the regular living quarters for healthy boys. Consequently, upper respiratory infection runs rampant in the winter months as the sick boys sleep right along side of the healthy ones. Unless a boy is so sick that he cannot walk, he is forced to participate in the regular program. Last winter, one boy lay on the gymnasium floor for over a week during the day hours with temperatures exceeding 103 degrees. It was considered that he had nothing but a cold and should be able to participate in the regular program. As his condition became more serious, he was moved to the local hospital and it was their diagnosis that he had rheumatic fever. This boy nearly died. It is sincerely hoped that some boy will not have to die before adequate medical services are provided for the Nevada School of Industry.

There are certain safety and sanitation irregularities which the writer would like to describe in this section. In none of the buildings could any fire extinguishers be found. The Superintendent stated that the fire extinguishers were locked in the basement so that the boys would not drink the contents from them. However, in discussing this with staff, none of them knew where the fire extinguishers were, and many stated that if they did know, they would not have the keys to get them.

The boys' showers are very inadequate for the number of wards assigned to the institution. Only three shower heads provide only a few seconds for each boy to get wet, and rinse off in order that all boys could be showered within the allotted time for a shower period. The toilets were dirty and poorly maintained, and there were no provisions for the drying of hands following washing. There is no privacy provided for the boys in the toilet area or in the shower area, as the entire wash room facilities are open to the gymnasium. There is one toilet in each of the dormitories, but there are no wash bowls for the boy to wash his hands after going to the toilet. There are no drinking fountains in the dormitories, although the boys are locked in these areas for over ten hours each night, and during summer months the heat is almost unbearable.

Sanitation of the dishwashing is highly unsatisfactory as the dishes are in one compartment and rinsed only once in a second compartment. The rinse water was checked by the writer at each meal, and at no time was it hot enough to provide any sanitizing effect. No chemicals were used in the water to provide a sanitizing effect. After half of the dishes are done, most of the soap suds from the washing compartment were in the rinsing compartment, leaving a film of soap on each dish. The dishes were all hand wiped with towels that were, generally speaking, quite dirty.

Although the water tasted good, I could find no evidence that a bacterial count was being made of the water supply on any kind of a regular basis.

The milk is not pasteurized and often transported in dirty buckets which have not been sterilized, and are inadequately stored. Twice during the week that the writer was at the institution, cow dung was discovered in the milk. Milk is placed in pitchers on the table and what is left over following the meal is poured back into a central container. The boys complain of sour milk which was served to them, and the writer observed on several occasions milk that was both unpleasant to taste and to smell. No bacterial count was ever taken on the milk and it is readily understood why. The Department of Health has condemned the milk operation at the Nevada School of Industry every year for the past 10 years. It is difficult to understand why the Legislature will allow the School to continue to utilize such unsanitary milk in a public institution.

In transporting the boys around the grounds, it was noted that they hang from the sides of the trucks, dangle their legs off the back ends, and are constantly standing on the beds of the truck. Safety measures should be developed regarding the transportation of wards before there is serious injury.

C. Recommendations

Recommendation No. 1. Because of the size of the institution, it would not be feasible to have a resident physician at this time. However, a part-time physician should be maintained on the payroll of the institution, who would make a weekly visit to the School. At the time of this visit the doctor would hold a clinic, seeing all those cases which appeared to the school nurse to require medical attention. In addition, the physician would initially examine all boys who had arrived at the institution since his last visit. All boys who would be placed on parole within the next week should also be given a physical examination. Each week it would be the responsibility of this part-time doctor to also run a sanitary inspection of the entire institution, submitting his findings in writing to the Superintendent.

Recommendation No. 2. As long as the State Department of Health is willing to provide dental service, such a program should be continued. However, all boys should be examined by this dentist shortly after their arrival at the institution. All dental work should be completed on wards prior to their departure on parole.

Recommendation No. 3. A separate infirmary should be developed at the institution which would be under the direct supervision of a registered, full-time nurse. Additional licensed practical nurses should be available on a part-time basis, when it is necessary to keep the infirmary open on a twenty-four hour basis because of infectious illnesses. Complete medical and dental records should be maintained on all wards and these records should be kept in the infirmary. The infirmary need not be a large room, but sufficient in size to operate an out-patient clinic and have sufficient space for two or three beds.

Recommendation No. 4. All boys who complain of any illness or injury should be taken as quickly as possible to the school nurse for a complete examination. It will be the nurse's decision as to what medical services are required. If, in the opinion of the school nurse his case should be referred to the School physician or other competent medical authorities, immediate compliance with such a request should be made.

Recommendation No. 5. Drinking fountains should be provided for each dormitory.

Recommendation No. 6. Adequate showers, toilets and wash basins should be provided immediately. A wash bowl should be placed adjacent to each toilet in the dormitory areas.

Recommendation No. 7. Each month a sample of the School water should be sent to the State Department of Health for analyzing and bacterial count. If it is discovered that the bacterial rate of the School water is such that the water is contaminated, immediate provisions should be made for a chlorination process.

Recommendation No. 8. For the health and welfare of the boys presently assigned to the Nevada School of Industry, and those to be assigned in the future, milking operations should be discontinued immediately. If adequate sanitation and pasteurization can be provided, and the milking operation continued, regular bacterial counts should be made on the milk.

Recommendation No. 9. Rules and regulations regarding the transportation of boys in all types of vehicles should be developed by the Superintendent and set forth in writing for all staff.

Recommendation No. 10. Adequate fire extinguishers should be provided and installed in all buildings of the institution, and immediately available to staff in case of fire.

CHAPTER XVI

FEEDING

A. Standards

A satisfactory food service program should do more than provide nutritionally adequate food for the students and staff at a reasonable cost. Meals should be palatable, attractive, appetizing and satisfying, be served under pleasant conditions, and with enough time allowed so that they can be enjoyed. There should be a consistent awareness of the role of food in treatment. Food should be abundant and provisions made for between-meals and bedtime snacks for youngsters needing these, as well as for frequent parties, and picnic-hikes. As these dominantly emotional drives for food are satisfied, the youngsters will gradually be able to accept good dietetic standards and food habits.

The planning, preparation and serving of food are important factors in the development and maintenance of good institutional morale.

Nutritional standards should be founded on the recommended dietary allowances of the Food Nutrition Board of the National Research Council for individuals of the age and sex represented in the school population. Such allowances, expressed in terms of calories, proteins, minerals and vitamins translated into food standards, indicate the daily or weekly ration of essential groups of foods, should be the basis for drawing up the food budget. Withholding of any food, including desserts, should not be used as a disciplinary measure.

The meal patterns and serving hour should be based on physiological needs and satisfaction of the appetites of the students, rather than on the convenience of the food service employees. The same menu should be served to students and staff. It is the acceptable practice for staff members to eat at the students' tables. Better table manners and a helping hand with conversation can thus be guided by the staff members on duty.

Holidays and other special occasions call for special variation in the menu, service, and perhaps decorations.

The operations and responsibilities involved in feeding large numbers of people three times a day are such as to require expert supervision. One cook should be assigned to the position of Supervising Chef, and he should be responsible for all menu planning, food requisitioning, supervising and training of the cooking and baking, as well as other personnel employed in the dining room and kitchen.

Plant and equipment should be carefully maintained, so that it is safe, sanitary and efficient.

B. Nevada School of Industry

The Nevada School of Industry proclaims that it has a meal cost averaging 76¢ a day per boy. This is unusually low, but it is evident that there are a number of hidden costs which are not accounted for in the 76¢ per day figure. The School raises all of its own milk and cream, the cost of such production is not pro-rated in the feeding costs. All local produce consumed by the boys and staff is not figured into the 76¢ a day figure. No salaries are reflected in this figure.

It is very difficult to analyze the feeding operations in the State School.

There are no menus and consequently one can judge the program only on the basis of what was actually served, plus the comments made by staff and boys. Anyone who has worked in an institution well recognizes that the feeding program is something which the wards will always complain about. It is unfortunate that there are no controls in the feeding program at the State School which would allow a person to check what has been going on over a period of time.

There is only one cook who works twelve to fourteen hours a day, six days a week. On his one day off, one of the other staff members, not qualified in the field of culinary operation, must do the cooking. This one cook prepares what he wants on the basis of what supplies are available. The Superintendent does all the purchasing, and obtains foods which are low in cost and which he considers to be a good buy. In talking over the feeding operation with the boys, they all stated that the food was "lousy," except when there were guests. During the time that the writer was an observer at the School, the boys uniformly stated that the feeding was better than it had ever been.

The writer found the food to be wholesome, attractively served, and with the exception of the milk, pleasant to eat. The milk was either sour or had an offensive odor to it most of the time. On two different occasions, cow dung was discovered floating in the milk.

The dining room is divided into two areas, the majority of the boys eating at a counter-stool arrangement in one room, and the staff eating at very attractive, comfortable, modern dining room furniture at the other end. All staff who are on duty must eat in the dining room. Because their families are provided maintenance as part of the salary, the families eat in this area also. Staff and families are assigned seats in the staff area by the Superintendent and the seating arrangement is rigidly enforced. Generally speaking, staff eat one menu, the boys another. On two occasions, while the writer was present at the School, the staff was served delicious steaks and the boys had meat loaf on one occasion and beans on another. It should be pointed out that the staff is eating within a few feet of the boys, and a most difficult situation arises when they must eat a less desirable menu and yet be able to observe the staff having such choice items as steaks.

No staff eat at the counter with the boys, and consequently, there is no supervision of what is going on in the boys' dining area except what the Superintendent can provide from his position. It is the general rule that no one will correct a boy in the dining room except the Superintendent.

After "Grace" has been said, all the boys sit down and are served by boy waiters. These waiters are assigned so that each boy has this responsibility for a period of one week. The waiters have the individual trays filled by the cook on duty and then serve them to the seated boys. When a boy wants seconds, he asks the waiter to take his tray back to the serving area to have it filled. The cook, however, does not serve seconds, and the boy waiter is able to put as much or as little on the tray as he desires. Since there is a rule at the institution that a boy must eat everything on his tray, the waiter is able to put tremendous pressure on any given boy. As an example, when the waiter does not like a boy and knows that the boy does not like mashed potatoes, when he serves seconds, he can heap the entire tray with mashed potatoes and it is the responsibility of the boy served then to eat them. The writer actually observed one boy being forced to eat to the point that he regurgitated food on the tray, and the tray was then saved and given to him at the next meal to finish up before he could have the regular menu.

Because the staff are not placed strategically at various tables where the

boys are sitting, the writer observed stealing of food from smaller boys' trays by the larger boys. Desserts particularly were traded or stolen, and a great deal of pressure is applied on younger and more immature boys during the feeding process.

The kitchen itself is small but probably adequate in size for any feeding operation which would not exceed 50 or 60 boys. Refrigeration space is limited, and storage space at the floor level of the kitchen is almost nonexistent. The dishwashing facilities are inadequate, and unsanitary, as described earlier in the section on sanitation.

It did not appear that the institution was making proper use of the foods available under the educational surplus program. The Superintendent states that such foods were not available, and further checking should be done in this area to obtain the benefits derived through the use of surplus foods.

At the evening meal, the Superintendent designates a boy to say the blessing. This is rotated around all of the boys and some of the youngsters strongly react to having to participate in this procedure. "Grace" being said at a meal is highly desirable, but the requirement of a boy being forced to participate is highly questionable.

Although there is nothing officially established in writing authorizing all staff and their families to do so, they are provided with full maintenance. The Superintendent has decreed that the staff and their families are allowed to have all of their meals in the institution dining room; however, in addition, staff are allowed to take food to their homes or trailers. This would be in addition to what they receive as part of the regular feeding program in the institution dining room. On one occasion during the writer's visit, a staff member was observed to be taking home a 10 or 15 pound package of freshly cut beef. Since some of the staff were entertaining relatives and friends in their homes, it was quite evident that the institution was providing the necessary food for these relatives and friends.

C. Recommendations

Recommendation No. 1. The necessary culinary staff to operate the institution program at the Nevada School of Industry should be placed on a 40-hour week. One of the cooks should be designated as Supervising Chef, and paid a salary higher than the other cooks. He should be completely responsible under the direction of the Superintendent, for the feeding program.

Recommendation No. 2. Weekly menus should be prepared by the Supervising Chef and turned in to the Superintendent for approval. After approval by the Superintendent, these menus should be followed entirely unless prior approval by the Superintendent has been given for a change.

Recommendation No. 3. Menus should be planned and all purchasing done on the basis of a food ration program. Food would be purchased on the basis of the nutritional needs of the children, rather than on the cost of feeding.

Recommendation No. 4. The same menu should be served to the staff as is served to the boys.

Recommendation No. 5. The staff and their families should not be fed in the same dining room as the boys, unless they are going to eat at the same tables with the boys.

CHAPTER XVII

FARM PROGRAM

A. Standards

Traditionally, farming has been an important part of many training school programs. Farm operations have been seen as providing the following advantages:

(1) Production of part of the institution's food, vocational training for farm work, opportunities for plenty of outdoor body-building exercise, and a novel experience for many urban bred youngsters who may never have seen a live cow before.

A careful analysis of the cost of the farm operation, such as salaries of personnel involved, plant equipment, including depreciation, and crop failure, would probably show that, without using the students for farm work far beyond its vocational and physical values to them, it would be financially advantageous to purchase farm grown products on the open market.

The main emphasis of a training school farm program should be on the vocational training aspects. It is important that this basic principle be safeguarded, even to the extent that operating a farm program at a loss may be defended in the light of the inherent training values and future farm opportunities in certain states. In other words, the vocational experience aspects for these youngsters must be considered and the size of the farm program related to the role of agriculture in the state economy. In view of the fact that a large majority of the training school population is from urban communities and will return to urban communities, particularly in the State of Nevada, the vocational training value of many farm programs are limited.

Proper leadership is a very important factor in a farm program, for emergency situations are bound to arise and have to be handled carefully. A farm training program should not be a profit making venture and the institution should not be dependent upon income from the farm as a necessary part of its financial operation. For these reasons, a farm program on a commercial production basis is not recommended. The 4H Club and Future Farmers of America programs have been found to have significant value for individual students as extra curricular activities.

B. Nevada School of Industry

Traditionally, the farm program has been the backbone of the training program at the Nevada School of Industry. Although the largest percentage of the boys committed to the institution come from Reno and Las Vegas and will return to these communities on parole, the only vocational training that is carried on at the School is the farm operation.

Theoretically, there is one position set up in the budget known as Boys' Supervisor-Farmer who, under the Superintendent, administratively should be responsible for the farm program. However, the Superintendent has taken over the entire responsibility of the farm operation. Actually, he spends the majority of his time while at the institution performing manual labor tasks such as driving tractor, baling, and working on farm equipment. In terms of the total population, very few boys are provided meaningful experiences on the institution farm. During haying season, three and sometimes four staff members will be involved and seldom will more than five or six boys be permitted to participate in the operation. Larger groups of boys are involved in weeding the small truck garden, moving the irrigation pipes, and in

general cleanup work around the farm. There is little or no appreciable education going on except what might be haphazardly picked up by some individual boy.

The largest part of the farm program centers around the planting, cultivation, and cutting of alfalfa. This alfalfa is stored and then used for feeding the cows and sheep during the winter months.

At the time of the writer's visit to the School, it was impossible to find out exactly what numbers of cows and sheep the School owned. The Superintendent has for many years kept personal stock on School grounds and fed them from State hay along with institution stock.

Although the cows presumably owned by the State are beef cattle, they are primarily used for milk production. The School is currently using a milking barn which is nothing more than an open shed with a rough, uneven concrete surface floor which is impossible to keep clean. The writer inspected the dairy barn on numerous occasions, and at all times found a heavy contamination of flies and dirt and filth on the walls and floors. The cows are not washed prior to milking, and unsterilized equipment is used in the hand milking process. The milk is not pasteurized and is not tested.

There were a number of horses in the State corral being fed State hay, but all of these animals are privately owned. These horses are not in any way used in the institution training program or made available for recreational use of the wards.

The cows are milked at times when it is most inconvenient to provide a staff member to supervise the boys involved in this program.

The dairy program as presently operated at the institution has no treatment value, and for many reasons should not be continued. The staff member presently assigned to this operation is not capable of training boys in good agricultural methods, and does not even set a good example for wards assigned to him. On one occasion, unobserved by the writer, this staff member urinated on the dairy wall in front of the milking crew. The cattle presently being utilized for dairy purposes are beef cattle, and are not producers of good milk. The cattle are not cleaned prior to milking, unsanitary methods are utilized in milking, the dairy shed is entirely unsanitary and unsuited for milking purposes, and no pasteurization process is utilized. The milk products are not clean, and the majority of the boys will not use them.

Little attention is paid to the truck garden, although this could be a constructive summertime vocational project. A very small crop was being worked this past summer, and there appeared to be very little interest on the part of the administration in a truck gardening project. Although potatoes were planted last year, the crop failed primarily due to neglect; it was "necessary" for the Superintendent to purchase over four tons of potatoes from Idaho. Hundreds of pounds of potatoes are presently rotting in the potato cellars because purchases were made far above the needs of the institution.

Farm equipment is owned by the institution over and above its actual needs. It would seem farming and farm equipment has become a hobby to the Superintendent, and he has sacrificed all other aspects of the program and his responsibilities to pursue this hobby. One might even justify such action, if the boys assigned to the Nevada School of Industry were benefiting from a constructive vocational agriculture program; however, it would take a rancher or farmer only

several hours of observing the program at the institution to realize that the farming operation itself is sub-standard, and the boys are receiving little or no value from the program.

C. Recommendations

Recommendation No. 1. The agricultural program at the Nevada School of Industry should be evaluated thoroughly, and only those farm operations that provide vocational and therapeutic experiences should be continued.

Recommendation No. 2. One staff member should be appointed as head farmer, and this should be his only responsibility. Under the direction of the Superintendent, or Business Manager, he should be responsible for the entire agricultural program. He should not be involved in the supervision of wards at any time except when they are assigned to the agricultural program as a part of their treatment program at the institution. Other staff members who might be assigned to the agricultural program, as one of their secondary assignments, should work directly under the supervision of the head farmer.

Recommendation No. 3. Because of the serious conditions presently existing in the dairy operation, the entire program should be closed down immediately. The cattle should be sold for the highest price possible and the monies received placed in the Farm Contingent Fund. The alfalfa should also be sold and should bring close to \$25 a ton. The money received from the sale of the alfalfa should also be placed in the Farm Contingent Fund. These funds should then be used to purchase necessary milk and milk products for the institution until the end of the present biennium. There would be more than sufficient money from the sale of the cattle and hay to take care of the milk and milk product needs of the institution.

Recommendation No. 4. If, after a thorough evaluation of the agriculture program it is decided the dairy operation should be continued, the necessary funds should then be obtained from the Legislature to buy good milk cows, a pasteurizer, and all other necessary equipment to operate a dairy in accordance with the Department of Health regulations.

Recommendation No. 5. The truck garden program of the school should be enlarged.

Recommendation No. 6. A 4H Club or Future Farmer of America program should be instituted.

Recommendation No. 7. Farm equipment should be reduced to the actual needs of the institution.

Recommendation No. 8. The Superintendent should not be personally involved in the operation, maintenance and repair of farm equipment.

CHAPTER XVIII

LAUNDRY AND CLOTHING

A. Standards.

Clothing for institutionalized children should provide warmth and protection as well as fill the common psychological desire to make a good appearance, not unlike the appearance of their peers. In no way should it suggest either a uniform or uniform clothing requirement. Clothing should be appropriate for the occasion and to the climate, and of the type normally worn in the community. It should be cleaned at regular intervals and kept in good repair.

Proper shoe fitting and the maintenance of good shoe repair service by regularly scheduled inspections are particularly important for growing children.

Institutionalized youngsters often attempt radical alteration of clothing and appearances to express their individuality. Within reasonable limitations, this should be tolerated by encouraging youngsters to take pride in their personal appearance and at the same time present themselves in a manner which is acceptable in the average community. Regulations that require uniformity in hair style and clothing should be kept to a minimum. Haircutting should be done by an experienced barber.

Clothes should be laundered often enough for clean changes of underwear and socks to be made on a daily basis, and for at least two changes of pants and shirts to be made each week. Linen should be changed on beds once each week and bath towels should be changed daily.

B. Nevada School of Industry

The Nevada School of Industry has made an effort to minimize distinction between its boys and those of the outside communities. The boys are equipped with the same type of clothing the same age-group boy might wear in the City of Elko. The clothes worn by the boys are mostly donated, although the Superintendent picks up items on sale whenever they are available, in the City of Elko.

There is one full time staff member classified as a boys' supervisor, but actually a woman, who works twelve hours a day, six days a week in charge of the laundry and clothing room. This staff member also acts as the school nurse. She has two boys assigned to her on a regular basis to assist in the washing and drying of clothes, ironing, mending, folding, and placing in the boy's individual drawers. The clothing room is located adjacent to the kitchen, and the boys must pass through the dining room and the main hall entrance way to reach the clothing room. This room is well located to the laundry, and would make an excellent mending and storage room, but is very poorly located as a laundry exchange room. There is not enough work in operating the laundry and clothing room to keep one employee busy twelve hours a day, six days a week.

The clothing schedule of the institution allows for a change of pants and shirt only once a week. Socks are changed every other day, towels twice a week, linen once a week, and underwear once a week. It is difficult to understand why growing boys should be forced to wear underwear for a solid week. The stench caused by wearing socks two days in a row makes the evening supervisor's job a difficult one.

Stocks of new clothing and shoes are kept stored in various compartments accessible only to the Superintendent. When the clothing room supervisor must replace an item of clothing that is worn out, she must contact the Superintendent. If the Superintendent is absent from the grounds, the boy does not get the necessary item of clothing.

There appears to be no regular system of inspecting the boys' shoes or determining the size they should wear. The writer inspected a number of boys' shoes and in some cases found them to be wearing shoes two and three sizes too large, and in several cases shoes in which their toes were cramped against the end.

The laundry itself is entirely adequate for the needs of the institution, and excellent equipment has been installed. In checking the schedule of operations for the laundry, it was apparent that the equipment itself is made available for staff use far more often than it is for the washing of the wards clothing.

Staff cut the boys' hair whenever they have the time and are so inclined. The work is of a poor quality and the boys have strong feelings about their personal appearance. There is no regularity to this procedure, and at the time of inspection, most of the boys were badly in need of a haircut.

C. Recommendations

Recommendation No. 1. A clothing complement should be determined and adequate funds obtained from the Legislature to purchase all the clothing needs for the wards committed to the Nevada School of Industry.

Recommendation No. 2. A clothing storeroom should be established which is available to whatever staff member is in charge of the laundry and the clothing exchange section.

Recommendation No. 3. The present method of drawing clean clothes should be abolished, and a plan worked out whereby the clothing can be exchanged in the dormitories after showers.

Recommendation No. 4. Lockers should be placed in the sleeping areas in order that each boy might have a place to store his clothing and personal possessions close to his showering and sleeping area.

Recommendation No. 5. Outside clothing such as pants and shirts should be exchanged at least twice a week; socks should be exchanged every day; underwear should be exchanged every day; towels should be exchanged every day, and handkerchiefs should be provided for use and exchanged every day.

Recommendation No. 6. A regular shoe inspection schedule should be arranged, and proper fitting of shoes should be established.

Recommendation No. 7. A professional barber should be recruited on a contractual basis; a regular haircutting schedule arranged in order that each boy can have his hair cut once every three weeks.

CHAPTER XIX

SMOKING

A. Standards

One of the most common training school problems is created by the School's regulations prohibiting youngsters from smoking. The usual explanation for this regulation is that it is made in compliance with the state statute. The training school administrator should examine the statute carefully to see what it actually allows. Most delinquent youngsters, sixteen years of age or older have smoked for a number of years. Consequently, regulations prohibiting older youngsters from smoking actually create problems out of proportion to the issues involved.

If state statutes prohibit older youngsters from smoking it is the responsibility of the training school administrator to do everything within his power to have the statutes revised to reflect existing standards and practices of the community.

Whenever, under existing statutes, training schools can permit their youngsters to smoke, this information should be imparted to each youngster's parent or guardian whose written consent or disapproval will then govern the youngster's smoking in accordance with the school's regulations or completely abstaining.

B. Nevada School of Industry

At the Nevada School of Industry the boys are allowed to smoke if they are sixteen years of age or older. The institution sells the cigarettes through the commissary to the older boys. No consent is obtained from parents.

Unfortunately, because of poor supervision and the fact that older boys are in constant contact with the younger wards, all of the boys at the institution smoke. Staff at the School informed the writer that boys under the age of sixteen are not allowed to smoke, although such a prohibition does not exist in writing. The writer observed the younger boys smoking in the gymnasium and out on the grounds and often, although staff observed this action, nothing was done.

It is important that the writer call to the attention of those reading this report Section 202.010 of the Nevada Revised Statutes reading as follows:

1. Except as provided in subsection 2, it shall be unlawful for any person or persons, firm, association, corporation, or managing agent of any person, firm, association, or corporation to sell, give away or offer to sell, cigarettes, cigarette paper, or any tobacco of any description to any person under the age of eighteen years.

2. Upon the written order of the parent or guardian of the minor, the person applied to may give or sell to the minor, for the use of the guardian or parent, cigarettes, cigarette paper, or tobacco of any description. The written request should be kept on file by the seller or giver of the articles so sold or given away.

3. Any person violating any provision of this section shall be guilty of a misdemeanor, and on conviction shall be punished by fine of not less than \$100 or more than \$500, or by imprisonment in the county jail for a period not less than fifty days nor more than six months, or by both fine and imprisonment.

The Nevada School of Industry has been in direct violation of this statute in that cigarettes have been sold and given to persons under the age of eighteen years.

C. Recommendations

Recommendation No. 1. Section 202.010 of the Nevada Revised Statutes should be revised to reflect the present standards and practices of the communities. If this cannot be done, it is recommended that a special bill be proposed to the Legislature which will allow wards of the State, residing in State institutions, sixteen years of age and over, to smoke when written permission is obtained from the parents.

CHAPTER XX

RELIGIOUS SERVICES

A. Standards

Religious services, teaching, and counseling are essential parts of a training school program, and should be on an equal plane with other effective treatment factors. The training school should provide an opportunity for each child's religious education, and for voluntary participation in the services of one of the religious denominations, which one being dependent upon his choice or his parents' wishes.

The major religious faiths represented in the training school population should be served by chaplains on the school staff. In small institutions, it is not possible to have the services of full time chaplains, but public funds should be provided in the training school budget for part-time chaplains' salaries.

All training schools should have some chapel facilities available, separate from other facilities used only for religious worship, and for activities in keeping with the dignity of a house of worship, an all-faith chapel is considered satisfactory. There should be pews adapted for kneeling and an altar for centering liturgical worship in an all-faith chapel.

If it is necessary to use the gymnasium, school room or school auditorium for religious services, a special effort should be made to create an atmosphere of worship by providing the religious accouterments appropriate to the service.

B. Nevada School of Industry

The Nevada School of Industry has no chaplains provided for by funds in the training school budget. However, there is an abundance of religious services provided by interested ministers from the City of Elko.

Every Wednesday evening there is a Protestant service for all boys presented by various Protestant groups from local churches in Elko. Attendance at this service is voluntary, although no other program is provided for those boys not attending the service.

On Tuesday evening a representative from the Church of the Latter Day Saints comes and holds a service for boys of that faith.

A Catholic priest from the City of Elko arrives early each Wednesday morning, and hears confession and serves mass prior to breakfast.

Father Wesley Frensdorf, Episcopal minister from Elko, visits the School often, and has informal discussions with the boys.

On Sunday evening, there is a non-denominational service consisting of singing, Bible stories, and a sermonette by the Superintendent or his wife. This service is compulsory for all boys regardless of the faith group to which they belong.

Generally speaking, in discussing the religious services with the boys at the School, their response was favorable except to the Sunday evening service.

C. Recommendations

Recommendation No. 1. A part-time Protestant Chaplain and a part-time

Catholic Chaplain should be assigned to the School, and reimbursed from funds provided by the institution budget.

Recommendation No. 2. Volunteer services provided by various churches in the community of Elko should be continued under the supervision of the institution chaplains.

Recommendation No. 3. The attendance at the Sunday evening vespers service under the direction of the Superintendent and his wife should be placed on a volunteer basis.

Recommendation No. 4. An all-faith chapel should be constructed with emphasis being placed on obtaining donated funds for this purpose. Until such time as a chapel is obtained, the room used for religious services should be decorated in such a way as to create an atmosphere of worship and be provided with the necessary religious accouterments appropriate to the service.

CHAPTER XXI

VISITING, FURLOUGH, AND CORRESPONDENCE PRIVILEGES

A. Standards

Since youngsters are in the training school for the primary purpose of living in a manner acceptable to the community, they should not be cut off from the outside world. Contacts with people outside the institution should be used positively in the treatment plan, not only to prepare a youngster for return to community living, but also to help him make a satisfactory life adjustment. So far as the treatment plan for each individual will allow, depending of course on the child, his family, and the circumstances, contacts by means of visits between people outside of the school and the youngsters should be encouraged.

Most important among those people outside the school, are members of the child's own family. Provisions for such contact is a major consideration in the treatment plan. The training school visiting hours should be frequent, flexible, and convenient for the families of the children. Parents' visits to the institution also provide staff with an excellent opportunity to obtain much needed information, secure the cooperation of the parents with the treatment plan for the child, and to help the parents to realistically face their responsibilities upon return of the child to their home.

Both as a reward and treatment technique, the use of a furlough to the child's home, or to a foster home, has many excellent results. A furlough can be used as an incentive to the ward for constructive use of the institution program. It can be utilized as a method of correlating institutional experiences in terms of eventual parole by visitation in the home environment. It also provides an excellent opportunity for the parole officer to see and talk with the ward prior to his placement back in the community.

Rules for correspondence should be determined by the same consideration that applies to visits. Correspondence between youngsters and their parents, relatives, and close friends should be encouraged insofar as treatment plans for each child indicates it would be desirable. Whenever censorship of correspondence regulations exists, it is important that the child have these regulations interpreted to him early and carefully, so that he understands the need for and is better able to accept the principle of mail interception.

B. Nevada School of Industry

The visiting regulations at the Nevada School of Industry are very liberal. There are no rules or regulations regarding visiting, but rather this information is transmitted by word of mouth. Because of the great geographical distances between the homes of the majority of the wards and the institution, visits are not frequent. A boy is allowed to visit on any day that his parent's come, and may go off-grounds with his family if he is not on restriction.

There is no regular furlough program although the superintendent informed the writer that this medium had been used. In discussing furlough possibilities with the wards presently assigned to the institution, they had no conception of the possibility of earning such a reward during their institutional stay. There are no rules or regulations governing furloughs which are available to either the wards or the staff. The Superintendent has authority under law to place a boy on furlough

during his institutional stay, but no provision is made for notification of law enforcement agencies or other interested personnel that a ward is to be on furlough. The ward has no identification on his person which would provide proof that he was legally on a furlough.

The writing regulations are liberal on the surface, but are closely supervised by the Superintendent and his wife. The boys are informed that they can write to whomever they want as long as the letters are decent. However, all outgoing and incoming mail is censored by the Superintendent or his wife, and rather rigid limitations as to what is "decent" are applied. The boys' letters that are withheld are placed in the case files, and no notification is given to the boy of such action. This was checked closely by the writer in that all boys who had letters held in their files were interviewed and few of them knew that the letters had been held by the administration.

C. Recommendations

Recommendation No. 1. It is recommended that definite visiting regulations be set forth in writing and that all parents and guardians of wards be informed of these regulations.

Recommendation No. 2. That a formal furlough program be established and that it be made a part of the treatment process of the institution. When furloughs are granted, law enforcement agencies in the community to which the ward is returned should be notified and proper identifications provided for the ward.

Recommendation No. 3. That definite correspondence regulations be set forth in writing and made available to all wards. That if censorship is to be continued, that it be handled by a regularly assigned staff member, and that when mail is not sent out or is withheld from the ward, that the boy concerned should be notified of this fact and the reasons why.

CHAPTER XXII

CUSTODY

A. Standards

Although correctional school staff look upon their responsibilities as being primarily rehabilitation, it is still universally prescribed by law, custom and public opinion, that one of the fundamental responsibilities of such an institution is the secure custody and control of wards committed to its care. Any correctional program that ignores this reality is not long to endure. Outside of public opinion there is also an old adage which goes, "if you don't have them, you can't work with them." Consequently, custody becomes an important part of the treatment process.

The following are among the most important provisions in establishing sound custody, security, and control.

1. An adequate system of diagnosis and classification of wards.
2. Wards assigned to living units and training activities according to their maturity and treatment needs.
3. Existence of a positive well planned program of training and treatment for all wards.
4. A well developed training program for all staff.
5. Constant and vigilant supervision of all wards.
6. Frequent inspections of physical plant to insure its adequacy from a security standpoint.
7. An adequate system of accountability of all wards maintained on a twenty-four hour basis.
8. A control plan for gas, solvents, and all other materials used for "sniffing".
9. A plan of control for all other contraband articles.
10. A plan for control of keys.
11. A plan for control of those tools and equipment items that are a threat to persons or to the physical security of the plant.
12. Emergency plans to cover escapes, riots, fires, etc.
13. A physical plant designed and maintained for security needs required by the type of wards assigned.

B. Nevada School of Industry

The Nevada School of Industry's custodial program is a paradox in its lack of consistency. The program fluctuates from extreme security measures which have no part in a treatment program for the rehabilitation of children, to a degree of

laxity and disinterest, which, to a great extent, has brought about the numerous escapes during the past year. Wards are locked into a dungeon-type cell without sanitary facilities located in the basement of the main building, and then not supervised for periods as long as ten or twelve hours. To prevent escapes, the wards are locked in second floor dormitories with no security provisions provided for the protection of one boy from another, or for exit in case of a fire. Yet with this desire for security, no adult supervision, until recently, was provided from 8:30 p.m. in the evening until 6:00 a.m. in the morning. The wards are locked in the gymnasium in the evening without any program and left to their own devices for fear that any other program would be the prelude to more escapes. These, and other extreme security measures have been taken to prevent escapes, and yet each year the escape rate has increased at the institution.

For the fiscal Year July 1955 to July 1956, 62 boys were received into the School, and during that period of time the school experienced 12 escapes. During the fiscal year July 1956 to July 1957, the institution received 70 new boys and experienced 35 escape episodes. During the fiscal year July 1957 to July 1958, 70 new boys were received and the institution experienced 69 escape episodes. In other words, during the last fiscal year period, although only 70 boys entered this School, there were 69 runaways. This is by far the poorest escape record of any correctional institution in the United States.

Even though the institution takes some of the most severe security measures to the writer, it then practices a custodial program which in its very laxity breeds turmoil and escape. Accountability checks (actual head count of the boys) are only made four times a day - at each meal, and at the time the boys are put to bed. At any other time during the 24 hour period, no one is responsible for the custodial accountability of the wards at the institution. On numerous occasions the writer asked staff on duty how many boys they had on their work detail, and they were unable to tell him. Boys were changed from one work detail to another without the staff in charge knowing of it, and often a staff member would "dump" his boys on another staff member and leave without turning over the accountability for a given group of boys. At one time a staff member was observed asleep in the barn and outside he had some 21 boys for whom he was responsible. Often while working crews in the field, the staff member in charge would leave to return to the institution proper, leaving the boys without any adult supervision. There is no segregation of the big boys from the little boys on work details, and during periods when the children are not supervised, there are numerous fights and acts of sexual deviation.

The dormitories are so designed that it is impossible for a night man to maintain sight supervision of all of the boys during sleeping periods. The night lights are so dim that it would be impossible to see what is occurring in the far reaches of the dormitory from the night supervisor's station. In case of a disturbance at night, the supervisor has no alarm or telephone communication by which he could obtain assistance. In fact, until early August 1958, there was NO supervision of the wards from 8:30 p.m. to 6:00 a.m.

There is no written escape plan, or any plan for emergencies. In case of an escape the Superintendent assigns men and takes whatever action he feels is needed.

However, in the Superintendent's absence, no staff member feels he has the authority to put into action an escape apprehension plan, nor if he did, was there any plan to put into effect.

C. Recommendations

In addition to recommendations already made in this report which would definitely reflect on the custodial and security aspects of an institution, the following are made:

Recommendation No. 1. Sight supervision should be maintained for all wards in the institution with the exception of such "honor boys" who have attained this position by recommendation of the staff. Definite limits should be established for honor boys, and a system of passes should be developed for them to use during periods when they are not under actual adult sight supervision.

Recommendation No. 2. During all periods of the day some staff members should be designated as being custodially responsible for the accountability of each ward in the institution. This person should know at all times where every boy is and what staff member is responsible for the boy.

Recommendation No. 3. The physical plant should be redesigned so that more adequate supervision can be provided. A new institution should be constructed as soon as possible as outlined in an earlier section of this report.

Recommendation No. 4. Frequent inspections should be made of the physical plant to assure its adequacy from a security standpoint.

Recommendation No. 5. A written plan of control for contraband articles should be established and made available to all staff.

Recommendation No. 6. A plan for control of all keys should be established and set forth in writing to all staff.

Recommendation No. 7. A plan for control of all tools and equipment items that are a threat to persons or the physical security of the plant should be established in writing.

Recommendation No. 8. A written emergency plan to cover escapes, riots, fires, etc., should be established and should be frequently reviewed with staff.

Recommendation No. 9. The use of the present discipline cell known as the "dog-house" should be immediately discontinued.

Recommendation No. 10. The program of locking the wards in the gymnasium for custodial purposes should be discontinued, and in its place a well planned recreational program should be provided.

CHAPTER XXIII

DISCIPLINE

A. Standards

The word "discipline" should be used in its basic meaning: "to give mental and moral training, to educate." In that sense, it is the total pattern of methods or techniques which are applied in a treatment institution, in the process of developing socially acceptable attitudes in the children assigned.

Since misbehavior is the very symptom at which training school treatment is directed, it is axiomatic that disciplinary measures be applied on the basis of an understanding of why the individual child did not conform to a particular demand at a particular time. The extent to which the staff member has an understanding of the youngsters under his supervision will determine his ability to make quick decisions regarding control measures which are appropriate to the individual child involved. Disciplinary measures should be planned to build the child's self esteem. This places the emphasis not so much on "good behavior" or "bad behavior," as on the growing maturity of the child, on his ability to learn how to cope with his problems, and his moving forward even though the gain may be very small.

Recognizing the basic principle of effective discipline - that immediate problems must be met immediately - makes it necessary that all staff be familiar with what disciplinary measures are prescribed, approved, and available for their immediate use within the particular institution.

Of the various devices which can be used to discipline the institutionalized youngster, deprivation of special privileges is probably the most common and favored. Such measures do not deprive the child of the benefits of the continuing program, since the privileges are by definition looked upon as something extra, over and above the regular program. This implies that to be able to make full use of this form of discipline, the training school must have a program rich in privileges.

Another form of appropriate discipline is directly related to damage done in the course of misbehavior. The youngster who wantonly damages property should be required to repair it. In schools where provision is made for youngsters to earn money, they may, within reasonable limits, be required to pay for damage or destroyed property.

Rebellious and aggressive behavior, resulting from innate hostility or gang loyalty, can usually be dealt with by the simple rule of thumb, "children cannot be permitted to hurt themselves, or others, or destroy property deliberately." It is recognized that there are rebellious children, who must at times, be removed from the group situation. This can almost always be done by separation wherein the staff member merely sends a hyperactive youngster to his room or some other place away from the group for a temporary period. The writer questions the advisability of segregation which involves placement of a child in a physically secure room or facility under strict supervision, and entails the denial in the full daily program. Except in unusually severe cases which should then be receiving competent professional care at the psychiatric level, acute misbehavior can almost always be handled by a program of separation from the group.

Runaways, those who are belligerent, and those who are incorrigible, represent a group in special need of study and understanding. Actually, they should be

brought nearer to the professional skills of staff, and have the most effective supervision that the school can offer - not be removed from them.

There are a number of disciplinary measures which should not be used in training schools. Cruel and unusual punishment, measures which humiliate, group punishment for individual acts, standard disciplinary measures for specific infractions, and corporal punishment should not be tolerated. Merit and demerit systems are not appropriate for use in training schools. Cruel and sadistic punishments reinforce the delinquent's negative concept of the world about him, and in addition is a violation of his constitutional rights. Truly bad are devices which humiliate or injure the youth's sense of dignity or cause him physical discomfort. Since disciplinary measures should be related to the needs of a particular child, it is obvious that group punishment for the action of one child cannot be condoned. Corporal punishment should not be tolerated in any form. It is no doubt true that workers, on occasion, have believed that what a particular youngster needs at a certain time is a good sound spanking. But they also know that once a mild form of corporal punishment is tolerated, the measure can soon get out of hand. It quickly becomes a crutch for the unresourceful staff member. Many a good training school administrator who has allowed staff members to use restricted corporal punishment, has found out too late that one or two members, moved by anger out of control, have changed the open handed slap to the closed fist. Then too, corporal punishment fits much too neatly into the delinquent's concept of dealing with his own aggression by sheer and overt attack.

The skill with which disciplinary measures are used is directly related to the quality of the staff of the institution. Any disciplinary measure is subject to abuse in the wrong hands; even the mildest type of disciplinary measures, used arbitrarily, are subject to abuse when they result in intensifying feelings of hostility. Much can be done through the in-service training program to aid staff members dealing with the most aggressive youngsters.

Basic to the establishment of a sound disciplinary system is the location of the authority to make disciplinary decisions. A discipline manual should be developed, outlining acceptable discipline techniques and the levels of staff at which various techniques may be utilized. The administration should review from time to time disciplinary practice within the institution in order to find ways and means of improving practice, control use of more serious disciplinary measures, and develop training materials to improve the skill of staff members in handling incidents of aggressive behavior.

B. Nevada School of Industry

The discipline program at the Nevada School of Industry dates back to practices used in the dark ages. The writer has visited institutions throughout the United States, but never has he witnessed before a program which openly allowed corporal punishment, cruel and unusual punishments, and disciplinary techniques which are based on mental cruelty and degradation.

The institution has no discipline manual or any written instructions for staff as to the type of discipline and punishment allowed. The Superintendent verbally states that he "forbids brutal treatment of boys" but feels that corporal punishment is sound and allows staff to use their own judgment in the disciplining of wards. The staff, however, have no background or training for working with emotionally disturbed children, and none of them have received any training in techniques of disciplining children during their assignment at the institution. There is no consistent program of discipline inasmuch as the punishment is left to the indi-

vidual staff member, and there is no review of his action by a higher authority. If a staff member wishes to restrict a boy's commissary or show privileges for an unlimited period, that is his privilege. The following are examples of punishment utilized by staff at the institution which are in direct contradiction to the philosophy and principles followed by good correctional schools throughout the United States:

- (1) Boys are placed in a cell without sanitary facilities located in the basement of the main building. This cell goes unsupervised for periods as long as twelve hours. There is no glass in the windows of the cell and during winter months the cold is severe. In this single cell there are three bunks, allowing for a capacity of six boys. At times small youngsters have been placed in this cell with overtly aggressive homosexuals.
- (2) If a boy escapes, his hair is cut in a bizarre way, according to the whims of a staff member. After a week of this "hairdo", all of his hair is cut off.
- (3) When boys escape, they must wear short pants for a period of six weeks minimum.
- (4) When a boy escapes, and for other offenses as well, meals are often withheld. There was a practice until recently, in which a boy who had returned from escape was allowed to eat only one meal a day. The other two meals he was forced to stand at attention in the dining hall serving the other boys while they ate.
- (5) When a boy is returned from escape the staff member from whom he ran away beats him with his belt.
- (6) The "guard line"* is used extensively.
- (7) Corporal punishment is openly allowed and although it is supposedly limited to spanking and slapping, there are occasions where a boy has been beaten by staff.
- (8) If a boy escapes, all money that he has earned, which is to his credit in the ward trust account, is deducted from him. In some cases, boys have had money in the amount of \$500 taken from them without any due process of law. The matters of assessing fines and of taking a person's property is a court prerogative.

C. Recommendations

The following recommendations are made for the establishment of an effective discipline program. Although the writer saw a punitive program in operation at the Nevada School of Industry, it is sincerely felt that the majority of the staff is desirous of operating within a framework of treatment. In-service training programs must be developed to assist staff in this respect. Tact, patience, and a thorough understanding of behavior are prime requisites for persons supervising children. Staff members must be able to accept defiance and aggressiveness without being frightened or retributive. All staff must attempt to learn what is back of any flare-up of emotion or unacceptable aggressive action.

* Guard-line - forcing boys to stand at attention for long periods with toes on a line.

1. A discipline manual should be developed, outlining clearly the techniques which are permissible and within the philosophy of the institution.
2. The program at the Nevada School of Industry should be positive and non-punitive. Use of physical force, other than to restrain, in any form as a discipline technique should be prohibited. This prohibition of the use of physical force does not preclude the use of approved methods of restraint for protective purposes, and, in all instances, an employee has the right to protect himself from assault with reasonable force.
3. One of the most subtle forms of cruelty is psychological. No practice designed to degrade a child should be permitted. This prohibition should include shaving the head, marking the body, requiring the individual to wear dress which shames him in the eyes of the group, the use of profanity or epithets, i.e., charges of illegitimacy.
4. The use of the cell block commonly known as the "doghouse," should be prohibited.
5. The use of the guard line should be prohibited.
6. The withdrawal of a ward's personal funds from the trust account for having escaped should be stopped.
7. Rules of conduct and behavior for the wards, and reasonable limits to maintain order should be established and publicized so that they are available for all.
8. Under no circumstances should meals be withheld as a discipline technique.

CHAPTER XXIV

RETURN TO THE COMMUNITY (PAROLE)

A. Standards

Treatment is a continuous process that should not end until the youngster has been successfully re-established in the community. This means that the entire task of rehabilitation cannot be done in the training school alone. A key phase of the rehabilitative process is the period after the child returns to the community.

When the training school decides that a child is ready to return to the community, the child faces a real test. He may still feel outcast, or embarrassed. He may be susceptible to former influences and habits. He may have a good understanding about what is right and have a good wholesome attitude, but be aware of needing helpful adult backing to keep him on the right track. His family home may not be the most desirable one, or perhaps some of the "friction" contributing to his delinquencies still exist in it. He may be one of those unfortunates who cannot be reabsorbed in his own home, or has no home to go to, or for whom most foster homes would be unsuitable. However, the day will arrive, when through prescribed channels, he is ready to leave the institution under continued guidance, but with decreasing supervision. He represents the institution's sizable investment which must be protected, but there are definite final steps in the re-education process still to be taken before he can "go it alone."

Without adequate preparation for placement the sudden restoration of freedom may well lead to new difficulties. If a youngster is to return to his own family, he must be ready to cope with changes in family structure, family relationships, or attitudes that may have taken place in his absence. It may be that he will have to face the fact of no change in an undesirable situation. For some youngsters, a program of placement in foster family homes will be required. Students returning to school need assistance in anticipating the problems of readjusting to the community schools, just as the community schools must be ready to receive and work with them. Those who will seek jobs need specific aid in assessing their abilities and aptitudes and preparing for job seeking.

Every institution should have a soundly defined pre-parole program-geared toward preparing individual youths from the life of a training school to the life of the community. The placement process is a part of the overall treatment plan and should have continuous consideration throughout the institutional stay.

The process of reaching a decision as to whether or not a child should be released should include: a review of all significant reports pertinent to his institutional adjustment; significant reports bearing upon a home and community to which he will return; and a final agreement that a child is reasonably ready for release and the community is reasonably ready for the child. The decision to return a child to a community should be based on an understanding of the child's original problems; his response to treatment; his ability to cope with the situation which will confront him upon release; and the community's readiness to accept and facilitate the return of the youngster.

When the institution feels that a child is ready for an experience in community living, such a recommendation should be made to a youth authority board which would have a final review and legal jurisdiction to take such action. Often such boards are called parole boards, youth commissions, or in some cases this function is handled by some designated individual in the parent agency.

It is important to have this decision-making process placed in the hands of a reviewing authority outside of the institution. With the concurrence of this reviewing body, the case would then be referred to a field worker or parole officer. This person would then be responsible for developing a satisfactory placement plan which would include an adequate living situation with responsible adults to supervise the welfare of the ward concerned, a school placement, or a program of employment. Once the plan is developed it should then be returned to the youth authority board for approval, and, if granted, the child would then be released to the community. Every youth released to a community should have the benefits of individualized services of a case worker--parole officer who will provide him with guidance, and work with community resources on his behalf. Where there is a parent agency it should be given the responsibility for after-care supervision even though it may use a variety of ways of seeing that after-care supervision is provided.

The number of after-care workers needed depends upon each worker's responsibilities, the number of children to be supervised in the community, and the geographical area to be served. However, it is generally believed that the case load of an after-care worker should be limited to fifty children, and where long distances must be traveled between cases, the load should not exceed forty children.

After-care supervision should be based on the case work process, and requires the use of a variety of community resources, depending upon the individual situation. After-care supervision should not degenerate into a mere reporting process.

Determination of the needs of continuing this supervision should be based upon a periodic review of the individual's adjustment by the after-care worker, and his supervisor, which should be made at least every three or four months. Recommendation that supervision should be terminated is made by the after-care worker, in consultation with his supervisor, whenever there is reasonable assurance that the child can continue in the placement situation without further assistance. Release from after-care supervision and final discharge from outside control should be by order of the youth authority board, if one exists, or otherwise by the parent agency.

If a child on parole status is not making a satisfactory adjustment within the community, the parole officer or after-care worker should then be authorized to recommend to the youth authority board, or to the parent agency, that the child be returned to the institution. The decision to return should be based on clear evidence of the youth's inability to make a successful adjustment in the community and his indicated need for additional institutional treatment.

B. Nevada School of Industry

The return of a boy to the community from the Nevada School of Industry is a haphazard affair. Under law, the Superintendent has the authority at any time to recommend to the committing court that a given boy be returned to the community. The method of doing this is by a very short note from the Superintendent to the committing judge indicating that "John" is now ready to come home. No information is given to the judge regarding the boy's original problems, or the progress that he has made in his readjustment process. The judge then turns the matter over to the probation officer who prepares a placement plan, which, if it meets the judge's approval, is accepted. The judge then changes the original committing order, then the institution is informed to send the boy home. The institution has no opportunity to work with the probation officer or to interpret to the ward the type of placement to which he will be returning. There is no pre-parole program nor any form of formal preparation of wards who are leaving the institution. The staff at the institution have no role in helping the Superintendent

determine when a given child is ready for release. In talking to the staff at the School it was quite evident that none of them had figured out what method was followed by the Superintendent in his release procedure. Often it seemed to staff that those boys who were creating the most severe disturbances were the ones who would be considered for an early parole.

If the committing judge does not wish to have a boy return to the community, he merely refuses to change the committing order, and the child is forced to be continued in the institution setting. However, under existing law, the Superintendent can place any ward in a foster home placement of his own choosing, and the child remains the responsibility of the institution. This technique is often used by the Superintendent when the committing judge refuses to accept a ward back into the community.

Under legal guardianship provisions of the Nevada statutes, the Superintendent can sign for a minor seventeen years of age or older and allow for his enlistment in the armed forces. Many boys have been placed in the army directly from the institution through the recruiting office in Salt Lake City, Utah. Many of these boys were ill-prepared for a service placement, and had been severe behavior problems prior to their enlistment. Some of these young men have since received dishonorable discharges, or bad conduct discharges, which will remain with them for the rest of their lives.

After-care supervision is provided by the probation officer in the county to which the ward is returned. Except in the larger metropolitan areas, most of the probation officers are part-time people who are poorly trained to provide the kind of technical, professional supervision which is required in working with parolees. In metropolitan areas, probation officers carry caseloads in excess of two hundred boys, and therefore do not anticipate the release of a ward from the State School who will be an additional burden to an already overcrowded caseload. Consequently, the boys who are released on parole from the Nevada School of Industry receive little or no supervision that will materially assist them in making an adjustment to community life.

The recidivism rate at the Nevada School of Industry is exceedingly high, and portrays the inadequate system of selecting boys for a parole experience, and the almost total lack of after-care supervision that is provided for them.

C. Recommendations

Recommendation No. 1. The appraisal of a ward's readiness for a parole experience should be placed in the hands of a case conference committee at the institution, which would involve all of the staff working closely with any given child. The decision to return a child to the community should be based on an understanding of the child's original problems, his response to treatment, his ability to cope with a situation which will confront him upon release, and the community's readiness to accept and facilitate the return of the youngster.

Recommendation No. 2. The legal decision to release a ward from a state correctional school to parole status should be placed in a youth authority board, or the parent agency.

Recommendation No. 3. Before release to parole is made, a satisfactory placement plan should be developed by a parole officer working under the supervision of the parent agency.

Recommendation No. 4. After-care supervision should be provided by a parole officer under the supervision of the parent agency, and this after-care should continue until such time as the worker recommends to the youth authority board or to the parent agency that the child should be discharged or returned to the institution for additional treatment. The final decision as to discharge or return to the institution shall be vested in a youth authority board or the parent agency.

Recommendation No. 5. The present policy of releasing boys direct to the armed forces should be carefully reviewed. A thorough knowledge of the youngster's personality makeup, and his fitness for such a responsibility is required before making such a placement. The authority for such action should not rest with the Superintendent, but should be the responsibility of the youth authority board, or the parent agency.

CHAPTER XXV

S U M M A R Y

In summary, I would like to state that I honestly feel that the Nevada School of Industry is in no way providing for the treatment and rehabilitation of wards committed to its care. Rather wards are being exposed to a program which is tragically detrimental to their emotional health and welfare. The State of Nevada will be remiss in their child welfare responsibilities if the present operation is continued. This opinion by your consultant is shared by many judges and probation officers throughout Nevada, who are sincerely concerned over the mistreatment of wards and the complete lack of professional techniques now employed at the State School. The welfare of all children now assigned, and those who in the future will be committed to the Nevada School of Industry is dependent upon quick and appropriate changes in existing policies and procedures.

CHAPTER XXVI

REPORT OF THE LEGISLATIVE COUNSEL

A. Preliminary

As indicated in the preface, the writer studied at the Nevada School of Industry at Elko on two different intervals in July and August. The writer consulted with approximately twenty officials and citizens of Elko in order to obtain additional information pertaining to the School of Industry, and to obtain opinions and viewpoints of such officials and citizens on the Superintendent and the conduct of the School operations. In addition, the writer studied personnel practices and business management, and obtained information pertaining to the charges made by Mr. and Mrs. Stenoish. Much of the information contained in this Chapter is in addition to and supplementary to the information contained in Chapter IV and VI written by Mr. Allen Breed.

B. Personnel Practices

The Superintendent.

All positions at the Nevada School of Industry, with the exception of the Superintendent, are under civil service. NRS 210.060, subsection 1, provides that the Superintendent of the School shall be appointed by and responsible to the Governor, and he shall serve at the pleasure of the Governor. In 1952, the Legislative Counsel Bureau executed a limited study of the law pertaining to the School of Industry, and the organization thereof. It was recommended by the Legislative Commission that a new law be enacted on the grounds that the old law was brief, the duties of the Superintendent were poorly defined, there were no provisions having to do with the various funds that must be maintained at the School, and the old law did not realistically provide for the government of the School in the light of modern needs and conditions. As a result of these recommendations, the 1953 Session of the Nevada Legislature enacted the present law governing the School. Under the old law, the Superintendent was appointed by a Board of Governors consisting of the Governor and four citizens appointed by the Governor. The present Superintendent was appointed by the old Board in 1950, and has been continued to the present time. Section II of Article XV of the Constitution of the State of Nevada prevents the tenure of any office from extending longer than four years. The 1953 law required that the Superintendent be appointed by the Governor, but such official appointment was never made. In any event, the Superintendent's original appointment would have expired in 1954. Consequently, the Superintendent has served in a de facto capacity and without official appointment since 1953.

Similarly, the School of Industry Advisory Board is serving in a de facto capacity at the present time. The Board was officially appointed by the Governor in 1953 as a result of the new law passed at that time, but their terms expired in 1957, and new appointments have not been made. The fact that the law states that both the Superintendent and the Board serve at the pleasure of the Governor does not mean that the constitutional provision on four year terms can be nullified; the two provisions are not in conflict and they operate side by side. The Superintendent and members of the Board serve at the pleasure of the Governor, but they cannot have appointments extending beyond four years.

The original draft of the 1953 bill reorganizing the Nevada School of Industry provided that the Superintendent would be in the classified service of Nevada's personnel system. This provision was eliminated at the request of the Governor.

Chapter III of this study sets forth the normal qualifications for a superintendent of a training school to rehabilitate juvenile delinquents. There is absolutely no doubt that the administration of such an institution is one of the most technical and complex jobs existing in government today. Without such training and experience, the Superintendent faces an almost insurmountable task. The only way to keep this position out of politics and to prevent just anyone from holding the position, and to guarantee a fair chance that a reasonably qualified person will be appointed to the job, is to place the position under civil service. Civil service is not infallible, but methods of selection thereunder definitely improve the chances of obtaining qualified persons for such positions. Without reasonable competency on the part of the superintendent and the staff, complex problems for rehabilitation for juvenile delinquents may never be started nor carried to successful conclusions. It must be remembered that the position not only involves extensive knowledge of all aspects of such rehabilitation programs, but also involves extensive knowledge of institutional management and business practices under the laws of the State of Nevada. It goes without saying that there must be an adequate salary paid for this position.

The Staff

Under the provisions of Nevada's Personnel Act, all positions at the Nevada School of Industry, with the exception of the Superintendent, are in the classified service. The Department of Personnel has developed written specifications, which set forth minimum qualifications in order to even be eligible for examinations for these positions. After written and oral examinations are given to qualified applicants, a list of three persons with the three highest grades in such examinations is submitted to the Superintendent. The Superintendent may then appoint one of those persons to the position, and the chances are excellent that any one of the three will do a reasonably good job. Such appointee is on probation for a period of six months or one year, and after those periods of time, and if his work is satisfactory, he may be given permanent appointment by the Superintendent.

In examining the personnel records of the staff of the School, the writer was astounded to learn that, not a single member of the staff met the minimum requirements to be eligible for examination. Some of them had not even graduated from grammar school. In addition, the writer was astounded to learn, that all the members of the staff had been given permanent appointments without regular written and oral examinations. The Department of Personnel indicated that they had been given "unassembled" examinations. What are "unassembled" examinations? Discussion with the Assistant Director of the Department of Personnel revealed that such examinations consist of merely determining the training and experience of the applicant. In other words, no real examination was given at all. To use the words "unassembled examinations" appears to be merely an attempt to make someone believe that examinations were given, when, in actual fact, none were given at all. This whole process not only violated the letter of the Personnel Law, but also the spirit of the law and the intent of the Legislature in enacting it. If this process was used in filling positions in the other departments and institutions in Nevada's government, the Personnel Law might as well be repealed in its entirety, because it would be merely a sham and would achieve no constructive or desirable results whatsoever. Nevada's Personnel Law is a good one, but it must be administered in a proper and uniform manner throughout the State government, and no devices used to circumvent its provisions. It is impossible to over-emphasize the need for adequately paid and properly qualified persons to carry out programs for the rehabilitation of juvenile delinquents, and anything less results in the destruction of the programs and a

lifelong penalty being paid by the boys at the School. Without adequate financing and competent staff, we are merely piling evil upon evil in committing young, impressionable juvenile delinquents to the Nevada School of Industry.

The 1957 Session of the Nevada Legislature enacted Chapter 214, Statutes of Nevada 1957, which appropriated the sum of \$22,000 to the Nevada School of Industry for the employment of one certified classroom teacher for the first through the eighth grades inclusive, and for the employment of one certified teacher for the teaching of trades and industry. Since there was no provision one way or the other in this special act as to whether the teachers would be in the classified or unclassified, the general provisions of the Personnel Law would apply, and the teachers would be in the classified service. However, the Department of Personnel, in cooperation with the Superintendent, listed the teachers as unclassified service, and thereby deprived them of various rights and privileges common to all persons in the classified service. In addition, the teachers were required to work 72 hours a week, and they were given duties as boys' supervisors as well as teaching duties. It appears that the uncertainty as to whether the teachers were classified or unclassified was a contributing factor to the dispute between the Superintendent and Mr. and Mrs. Stenoish. Another thing, it will always be difficult to get competent teachers, if they are required to work in the excess of the normal 40 hours per week, and if they are required to supervise boys in addition to their teaching duties. It appears that the Superintendent and teachers at the School would profit from the advice and assistance of the Deputy Superintendent of Public Instruction for District No. 1 at Elko. Under the provisions of the Nevada School Code, deputy superintendents of public instruction are required to advise and assist the school administrators in their districts, and it appears that the School of Industry would profit from such advice and assistance in the same way as the other schools in Elko County. This would in no way interfere with the authority over the teachers exercised by the Superintendent of the School.

The writer interviewed the Senior Account Clerk in the office of the Superintendent. This position is a normal office position in the classified service, the present holder of the position qualified for the position, passed competitive examinations, and was given permanent appointment. However, it was found that this employee was working 12 hours a day, six days a week. Under the provisions of Section No. 3.08 of the rules promulgated by the Department of Personnel, all office employees in the fiscal and accounting group in the government of the State of Nevada are required to work a 40 hour week, with 8 hours each day for 5 days a week. The personnel record for this employee in the office of the Department of Personnel reveals that the Department officially approved this employee working 72 hours per week! There is no reason why teachers or office employees should work the same hours as boys' supervisors or farm employees at the School of Industry. The truth of the matter is that all employees at the School of Industry should work 40 hours per week, and the Nevada Legislature should appropriate sufficient funds so that an adequate staff can be employed, and thus enable all employees to work the normal number of hours per week. After this matter was called to the attention of the Superintendent by the writer, the Senior Account Clerk was placed on a 40 hour week basis in August.

The Stenoish Charges

The writer investigated and discussed at length with the Superintendent the charges made by Mr. and Mrs. Stenoish. It is suggested that the reader examine Appendix G which lists the charges made by Mr. and Mrs. Stenoish, and then examine the recorded testimony of the Superintendent as contained in Appendix A following. It appears that some comments on the charges are in order.

As set forth in Appendix G, Mr. and Mrs. Stenoish claim they were "wrongfully and capriciously discharged and not given a hearing before the Personnel Board." It should be pointed out that, as in so many cases of this kind, there are two sides to the story, and it may be a matter of debate whether Mr. and Mrs. Stenoish were "wrongfully and capriciously discharged." Mr. and Mrs. Stenoish did not have the privilege of a hearing before the Personnel Commission because they were in the unclassified service, as pointed out above. As long as they were so classified by the Department of Personnel, it is impossible to have such a hearing under the law.

As set forth in Appendix G, Mr. and Mrs. Stenoish complained that they were "never placed in charge of the educational program," and "all suggestions made for the betterment of juvenile inmates were rejected without consideration." The Superintendent's remarks as contained in Appendix H dispute and deny this assertion.

Mrs. Stenoish also claims that she was insulted on "sundry occasions" in the presence of inmates, and that Mr. Swain "swore at her and used profanity against her in the presence of the juveniles." The Superintendent denies this charge, and the writer was unable to find any employees that were willing to substantiate the charge.

The remaining charges set forth by Mr. and Mrs. Stenoish in their complaint are very weak because they are all prefaced with the words that the Superintendent "specifically forbade all discussions" of the various charges. In other words, Mr. and Mrs. Stenoish did not charge the Superintendent with a series of alleged wrongdoings, but they merely contended that he prohibited discussion of the various wrongdoings. Of course, the implication is that the various wrongdoings were committed.

Mr. and Mrs. Stenoish contend that the Superintendent specifically forbade all discussion of the fact that one Bernadot made constant use of the gravel from the gravel pit to be situated within the confines of the property of the School, and washed the gravel with water from the School. As set forth in Appendix H, the facts surrounding this arrangement are very complex. It is difficult to determine whether the School gained or lost from the transaction, because no records were kept, and no money changed hands. The Superintendent contends that the School gained from the exchange of work and material. It appears that the Superintendent was running the risk of injury to the boys when he allowed them to work on the rather large machinery of the gravel plant. He admitted that the water for the plant was provided by the wells belonging to the School, but he contended that the School profited from the gravel obtained free of charge from Mr. Bernadot, and from the fact that Mr. Bernadot allowed the School to use his heavy equipment.

Mr. and Mrs. Stenoish contend that the Superintendent specifically forbade all discussion of the question as to whether records are kept of the accurate use and disposal of School supplies, and whether all supplies ordered by the School found their way to the School. It is uncertain whether they meant school room supplies, or supplies for the general use of the School of Industry as an institution. The Superintendent keeps an inventory of most of the equipment owned by the School, but it would be a very large task to keep a record of all supplies acquired and consumed at the School. An examination of all the State claims for expenditures against the appropriated fund of the School of Industry would reveal all of the supplies purchased by the School. But to determine how they were used and consumed would be almost impossible. We know of no State department or institution that keeps a running diary of the number of sheets of paper consumed

every day, the amount of food consumed every day, etc. The expense of keeping such records would far outweigh the benefits involved.

Mr. and Mrs. Stenoish contend that the Superintendent specifically forbade all discussion as to whether the money donated by private persons and charities to the institution for the purchase of clothes for the inmates of the institution are used for that purpose. In auditing the funds of the institution, the Legislative Auditor was satisfied with the transactions surrounding gifts of money. It should be noted that the gifts were made from time to time for many purposes besides the purchase of clothes. NRS 210.140 provides for the School of Industry Gift Fund, and requires that monetary gifts or bequests shall be deposited in the State Treasury in the said fund. In discussing such monetary gifts in Appendix H, the Superintendent indicated that from time to time he accepted such gifts in the form of checks and then paid the money directly to the vendor from which he purchased Christmas gifts, etc. for the boys. Such handling of gifts or donations may violate the provision of NRS 210.140. In any event, it is not good business practice because, obviously, there are no records of such transactions in the offices of the State Treasurer and the State Controller. Consequently, the Superintendent may be vulnerable to charges from time to time that he did not spend the gift money for purchases intended by the donor, or even that he might have converted such funds to his own use. The absence of records makes it impossible to verify some of these transactions.

Mr. and Mrs. Stenoish contend that the Superintendent specifically forbade all discussion of the fact that one Bernadot entered into a contract with the School for leveling certain areas and covering the areas with tar, and that the contract was filled in an amateurish manner. The remarks of the Superintendent as contained in Appendix H on this subject were verified, and it appears difficult to criticize the Superintendent on this matter.

Mr. and Mrs. Stenoish contend that the Superintendent specifically forbade all discussion of the fact that large quantities of material have been purchased for no obvious reason and wasted. This is a very general statement, and the writer was unable to determine just what Mr. and Mrs. Stenoish were referring to.

Mr. and Mrs. Stenoish contend that the Superintendent specifically forbade all discussion of the fact that approximately 55 employees have been hired by Mr. Swain and have left the employment of the School during his tenure as Superintendent at the institution. In order to determine whether this contention is correct or not, it would have been necessary to go through the payroll claims of the School from 1950 to 1958. This would have been a very large undertaking, and it appears that the benefits of such research would be negligible. The writer is at a loss to determine how Mr. and Mrs. Stenoish determined that 55 employees were hired during the 8 year interval; they had no access to the payroll claims of the institution, and it would have been necessary for them to work many hours in order to dig out the information.

Mr. and Mrs. Stenoish contend that the Superintendent specifically forbade all discussion of the fact that there had been no supervision of the juvenile inmates at the institution during the nighttime, that all manner of sex perversions have been permitted in the institution, that the Superintendent is either unable to cope with the atrocious situation or is unwilling to alleviate the situation, that certain smaller and weaker inmates have been forced into acts of sexual degeneracy by older and larger inmates. The writer did not investigate the validity of this contention; the reader may obtain information on this subject in Chapter XI on "Group Living," and other portions of the study written by Mr. Breed.

Mr. and Mrs. Stenoish contend that the Superintendent specifically forbade all discussion as to whether a certain quantity of high grade lumber had been purchased and subsequently substituted for the same quantity of inferior lumber, and the high quality lumber has disappeared. This is explained in considerable detail by the Superintendent in his recorded statement contained in Appendix H. This writer examined all the lumber involved, and he found that it was all of the same quality, and it appeared that the School had all the lumber purchased with School funds, and the Superintendent had the lumber he purchased. The chief criticism of the Superintendent here is that he engaged in a transaction that involved the School of Industry, himself, and Mr. Ambler. Mixing private transactions with public transactions involving public money is never a good business practice for a public official. For instance, in this case, the lumber belonging to Mr. Swain and Mr. Ambler was dumped on the School grounds along with the lumber belonging to the School. When the Superintendent hauled away the lumber belonging to him, it was easy and natural for the uninformed observers to believe that the Superintendent was hauling away lumber belonging to the School. Like the transactions involving the gravel pit, the transactions surrounding the lumber were complex, and had undesirable aspects. For a public official to maintain a clean reputation in the eyes of his employees and in the eyes of citizens, he must handle transactions in such a manner that reproach is impossible, and critical implications cannot be made.

There are other facts surrounding the lumber transaction that are of interest to the members of the Legislature, the Director of the Budget, the Director of Purchasing. The 1957 Session of the Nevada Legislature appropriated \$10,000 to the School of Industry for the construction of a dairy barn. The Superintendent used some of this money to buy the lumber under discussion here. Then he saw an opportunity to buy a pre-fabricated barn at a bargain price, this transaction was processed through the Department of Purchasing as the law requires, and eventually another portion of the \$10,000 was expended for the purchase of pre-fabricated material for the barn. Consequently, it is no longer planned to use the lumber in order to build the barn; the pre-fabricated material will be used instead. This means that the lumber will be used for other purposes at the School, and the money originally intended to be used to build the dairy barn will be spent for other purposes at the School. Transactions of this kind always get administrators in the executive branch of the government in trouble with the members of the Senate Committee on Finance and the Assembly Committee on Ways and Means, and destroys the confidence of the legislators in the administrator involved. No law was violated in this case, because the \$10,000 was included in the blanket appropriation made to the School of Industry for the 1957-1959 biennium.

Business Practices

It is important that the reader examine the recorded remarks of the Superintendent as contained in Appendix H of this study. A number of items discussed in this recorded conversation deserve some remarks here. The first one is the matter of cattle and sheep belonging to Master Denny Swain, the son of the Superintendent. The Superintendent described how the herd grew from the single calf given to Denny by his grandfather. He pointed out that although hay belonging to the School was fed to cattle for a period of years, milk produced by the cows, and the major portion of the beef slaughtered from the herd, was consumed by the School. It appears that the Superintendent was correct in his concept that the School profited from the presence of his herd of cattle. However, it is the belief of the writer that the reputation of the Superintendent is suffering from remarks made by uninformed persons who knew that the cattle belonged to the son of the Superintendent. It would be easy for a casual observer who knew that the cattle belonged to the son of the Superintendent, to believe that the Superintendent and/or his son profited from the presence of the herd on School property and being fed school hay, rather than that the

School profited from the arrangement. The State is financially able to purchase milk cows and beef steers for the use of the School. Careful records should be kept of the coming and going of such cattle; that is, a complete inventory of the livestock should be maintained at all times in order that any legislator or citizen may know exactly what the School owns at any given time. The presence of privately owned cattle creates confusion as to who owns which cattle, and leads to the suspicion that the Superintendent is using the school for his own private gain. It is to be noted that the cattle were removed from the School in April 1958, which was two months after the Legislative Commission ordered the present study. The same remarks are applicable to the sheep belonging to Master Denny, the said sheep still being on the premises when the School was visited in July and August.

In Appendix H, the Superintendent described the processes by which the School acquired a tractor from the A. D. Machinery Company in Elko. In short, the Superintendent rented a tractor for approximately a year, and paying a monthly rental of approximately \$100. It is the policy of the A. D. Machinery Company that when some one rents equipment, and eventually pays an amount in rent equivalent to the purchase price of the equipment, the Company gives the equipment to the rentee. In this particular case, the A. D. Machinery Company gave the tractor to the School of Industry. The writer was concerned by the fact that no bill of sale had been made out to the School of Industry, but when the matter was called to the attention of Mr. Harold Anderson, proprietor of the A. D. Machinery Company, the bill of sale was immediately made out to the School. There are a number of evils surrounding this transaction. The reputation of the Superintendent was again damaged by this transaction, because persons were saying that the Superintendent was eventually going to acquire this tractor for himself, even though it was paid for with School money. Until the writer investigated this matter, the Superintendent had no evidence to disprove such remarks, because no bill of sale had been made out to the School. At the request of the writer, this was done, and it is now definite that the tractor belongs to the School.

Another evil inherent in the tractor deal is the fact that acquiring a large piece of equipment through the method of paying monthly rental is a device for by-passing the law creating the Department of Purchasing. At the moment, all equipment having a purchase price of \$25 or more must be purchased through the Department of Purchasing. By this device, the Superintendent acquired a tractor for the School without going through the Department of Purchasing and his working relationships with the Director of Purchasing were worsened thereby. In addition, the 1957 Session of the Nevada Legislature did not appropriate funds to the School of Industry for the purchase of this tractor; the Legislature appropriated the money for other purposes of the School and in accordance with the budget request submitted by the Superintendent. In other words, the Legislature had no knowledge of, and consequently no intent that the School acquire this tractor. Again, this is the type of transaction that tends to destroy the confidence of legislators in the Superintendent. It should be noted that the A. D. Machinery Company was under no obligation to give the tractor to the School; usually, the owner takes back the rented property when the rentee has no further use for it, regardless of the amount paid in rent. The State profited from the generosity of the A. D. Machinery Company and Mr. Harold Anderson.

Another matter of interest contained in the discourse in Appendix H is the matter of the branding and vaccinating chute acquired from Dr. C. H. Kennedy, Elko veterinarian. After carefully following the transactions in this complex matter, it appears to the writer that the School came out satisfactorily on the deal, although the writer has no way of determining the value of the cattle and the chute involved. This is another case of transactions becoming so complex and involved

that observers do not understand them, and it is easy for them to criticize.

Some of the employees were owners of horses that were maintained and boarded at the School. The employees were not charged for the hay fed to their horses; this was merely a gratuity granted by the Superintendent. It appears that this practice should be discontinued, and in the future if employees maintain horses at the School, they should pay a reasonable sum monthly to cover the cost of the hay fed to the horses. This situation is somewhat similar to state employees using State Automobiles for private purposes; it is taking advantage of property belonging to the State, and smacks of converting State property to private use.

Fiscal Matters

It is suggested that the reader examine carefully the Audit Report on the Boys' Fund at the School of Industry, as prepared by Mr. A. N. Jacobson, Legislative Auditor. Some of the matters covered in the audit report are discussed by the Superintendent in the recorded discourse contained in Appendix H. Boys at the School of Industry are allowed by the Superintendent to work at outside jobs, and money earned for such work is placed in the custody of the Superintendent who eventually deposits it in the Elko bank. The Senior Account Clerk keeps a record of money earned by the boys, and from time to time a boy may draw upon his account for the purchase of candy, clothing, etc. However, it has long been the policy of the School that if a boy runs away, he is penalized by losing the amount of money that he earned. These fines or penalties are called "runaway sacrifices," and can amount to several hundred dollars. The money remains in that certain fund authorized by law and called the "Boys' Fund," and it is deposited in the bank. No specific law is violated in confiscating this money, but neither is there authority at law for assessing such fines. It appears to the writer that this is a confiscation of the boys' property without due process of law. Only a court can assess a monetary penalty, and even then it must be done under the authority of law. It appears that this policy should be discontinued immediately.

From time to time the balance in the Boys' Fund is built up in another way. Occasionally a boy earns money that is deposited in the Fund, he leaves the School without taking his money with him, he never comes back for his money, and his whereabouts are unknown. This money does not belong to the School, and cannot be used by the Superintendent for School purposes or any other purpose. It appears that eventually the disposition of this money will have to be settled by a court decision, and under certain circumstances it might escheat to the State's General Fund under the authority of law.

The law pertaining to the School of Industry authorizes not only a Boys' Fund, but also a Commissary Fund. Under the law the Commissary Fund is used to purchase supplies and materials for resale to the boys, to provide money for needy boys, and for other incidentals as may be deemed necessary by the Superintendent. The Superintendent has deposited the Boys' Fund and the Commissary Fund into one account at the Elko bank. Since no books are kept on the Commissary Fund, showing receipts and disbursement, and since it is blended with the Boys' Fund in the bank account, it is impossible to determine with certainty just what is commissary money and what is not commissary money. An examination of Schedule 1 of the Audit Report reveals the value of the commissary inventory on June 30, 1958, and it reveals the excess of assets over liabilities and reserves. A number of years ago, at the behest of the Superintendent, the boys in the School agreed that some of their money be used for commissary purposes. But, it is impossible to determine the amount that each boy donated, and as far as the audit report shows, there is \$1,997.89 due the boys presently in residence at the institution. The writer is

concerned at the lack of evidence as to what is the commissary money, and in the absence of such evidence, it appears that the only safe way is to consider all the money as belonging to boys somewhere.

From time to time, the Superintendent has used Boys' Funds as a revolving fund. Money has been drawn out for certain purposes, and then replaced from other sources. It appears that this is a dangerous practice and should be discontinued immediately. If the School is in need of a petty cash fund, or a small revolving fund, provision for such should be made by law, and the money appropriated therefor.

An examination of the Audit Report on the Boys' Fund reveals that expenditures have been made from time to time other than for individual boys or the Commissary. Equipment items purchased with this money included a checkwriter, boys' lockers, tubes for the School's bus, a duplicator, a forgery bond for the checkwriter, a bowling set, and Easter films. These equipment items should have been purchased from appropriated funds provided by the Nevada Legislature. It appears that there is nothing to justify the use of money earned by the boys for the purpose of providing equipment for the School. The money earned by the boys is their money, and can be used only for their own individual needs. Another thing, the purchase of equipment from money in this bank account enables the Superintendent to bypass and violate the State Purchasing Law. Originally, the Superintendent submitted a State claim to the Clerk of the Board of Examiners to pay for the duplicator. But the clerk turned it down because it was not purchased through the Department of Purchasing, as the law requires. Then the Superintendent paid for the duplicator with money from the Boys' Fund. No State claims were submitted for the checkwriter or the boys' lockers, the Clerk of the Board of Examiners and the State Controller never knew about these purchases, and they were not made through the Department of Purchasing. It appears that buying lockers for the boys is no different than buying beds or food for the boys. The boys were committed to the School, and it appears that the State has the obligation to provide necessary equipment at the School. There is a possibility that the Superintendent would be personally liable for reimbursing these sums to the Boys' Fund. It should also be noted that this equipment was purchased without legislative consent or approval. It is quite difficult to justify the use of money belonging to the boys in order to purchase a tube for the School's bus, even though it might be an emergency.

C. Recommendations

Recommendation No. 1. That the 1959 Session of the Nevada Legislature amend the School of Industry law so that the position of Superintendent of the School be in the classified service of the State's personnel and civil service system.

Recommendation No. 2. That the Governor keep all appointments to the School of Industry Advisory Board, and to the position of Superintendent, current and up-to-date as required by the Constitution of the State of Nevada.

Recommendation No. 3. That the 1959 Session of the Nevada Legislature appropriate sufficient and adequate funds to the Nevada School of Industry in order that:

(a) Competent staff with adequate training and experience in the fields pertaining to the rehabilitation of juvenile delinquents may be employed, and paid adequate salaries.

(b) Competent staff with adequate training and experience in

institutional management may be employed, and paid adequate salaries.

(c) Necessary supplies, equipment and livestock may be purchased and thus avoid a large variety of transactions that may be either contrary to law or contrary to a good level of public conduct.

(d) A new main building may be constructed for the feeding and housing of the boys, and for the conduct of the functions of the School. The present building should be abandoned, except for storage and possible school room purposes.

(e) A completely equipped, modern, clean dairy barn may be operated at the School, with special emphasis upon the acquisition of a pasteurizer.

Recommendation No. 4. That the State Department of Personnel administer the Personnel Law in a proper and uniform manner throughout the State Government, that the task of giving examinations for all positions in the government be completed in the very near future, and that no devices be used to circumvent the provisions of the Personnel Law.

Recommendation No. 5. That the 1959 Session of the Nevada Legislature amend the Nevada School Code so as to authorize the ~~Depxy~~ Superintendent of Public Instruction for District No. 1 at Elko to serve the Nevada School of Industry in the same manner as the Deputy serves the public schools within the district.

Recommendation No. 6. That problems surrounding the Boys' Fund be resolved by the Superintendent, and steps be taken by court action, if necessary, to return money owing to boys that have left the School. If such boys cannot be found the money should escheat to the State.

Recommendation No. 7. That immediate steps be taken by the Governor and the Superintendent to remand the younger boys, and perhaps all the boys, back to the jurisdiction of the courts which committed them to the institution for commitment or disposition elsewhere, and that the School plant be maintained by a skeleton staff temporarily and until the 1959 Session of the Nevada Legislature can appropriate sufficient funds for the employment of competent and qualified staff. When such staff is present at the School, boys again may be committed to the School by the courts, and programs can be started from the ground up. However, the Legislature should consider the feasibility and desirability of merely maintaining the School with skeleton staff until a new main building is constructed and ready for use. However, this last course would mean that no boys could be committed to the School for some two years, and the courts of this State would encounter many problems in placing the boys. It should be noted that for some years only a very few boys have been committed to the School of Industry from Washoe County; most of the delinquents from that county are placed elsewhere.

APPENDIX A

OFFICIAL REPORT
OF THE
NEVADA SCHOOL OF INDUSTRY

1951-1952

One of the high lights of the past year was an appreciated visit by Governor Charles H. Russell and Robert Cahill, who spent an afternoon and evening with us. They had dinner and the Governor met and visited with the boys, who will long remember him and his visit. This was a great up-lift to the boys, who had always been pushed down.

Authur Suverkrup also spent parts of two days with us, during the last part of September. His visit and help was greatly appreciated, especially along the lines of the budget.

To us, these are the things that make for a better and closer working State Government. It is a long way from State headquarters to Elko, and there have been times when we have been charged with mistakes, when in reality they were misunderstandings and not mistakes. We have conditions that will not be found in any other State agency and until these things are known by our State officials there won't be the complete understanding and regard for the administration that there should be.

We want to thank Governor Russell, Robert Cahill, Authur Suverkrup and the other State officials who have taken the time to drop in on us, and again we want them to know that we do appreciate their visits and advice.

OUR PROBLEM

Those of you who are prone to criticize, should stop and think very deeply about the aim of your criticism, and look back to your own childhood days, then will you realize that you were very fortunate that you had a mother's loving arms and a father's advice, or you might have been one who made up the population of such schools as the Nevada School of Industry.

There are many circumstances involving not one but every one who are sent to us, and it might be well that we summarize some of these things to substantiate our reasoning for the first paragraph.

There are many benefits for the crippled child, being crippled either from birth, infantile paralysis, tuberculosis, etc., but little thought has been given to the crippled mind. These are the children that go into the making of such places as the Nevada School of Industry, or similar State-operated schools.

We have boys who have had 10 or more stepfathers in a period of five years. We have those who have had that many stepmothers in the same length of time, along with the drinking and neglect that goes with this type of living. Who is responsible for guidance during this period? Who is responsible for the food, clothing, etc.?

A child must be taught how to live. He must be taught how to think, work, eat, and relax. This teaching must come from parents. Our school teachers can teach academic curriculum, but the home is the basis for the rest.

Confused, crippled little minds are not to be toyed with; therefore, honest, wholesome living is the best example that can be set for them.

A confused, distorted mind requires much patience and understanding, as well as wholesome living, wholesome food and plenty of good fresh air. Confused, warped minds are not mended in one day nor in one month. Sometimes many months, and in some cases even years, are required for correction. If adults were subjected to some of the things that these children are, their minds would also become warped. We of the School have dedicated ourselves to the up-lifting of the unfortunate child, with the hope of his becoming a useful and law-abiding citizen as manhood approaches.

We want to thank those who have given material things, guidance suggestions and, above all, we thank our vigilant staff, who work such long hours, for this worthy cause--delinquent boy today, a man tomorrow.

IMPROVEMENTS AND EQUIPMENT

On August 1, 1950, the School had 630 acres of ground. For use of farming, about 40 acres; for grazing, about 2 acres, (fenced). On August 1, 1952; for farming, 125 acres; for grazing, 505 acres, with 2-1/4 miles of new fence. A well has been drilled and brush removed. For increasing both the grazing and farming ground, we give thanks to the 1951 Legislature who appropriated money for this needed material. Further thanks are expressed for the money made available to repair and equip the School buildings with badly needed shower and toilet facilities, paint, etc.

In 1953 we will have about 60 acres of alfalfa hay ground along with about 72 acres for grain and garden, including dry land grain.

We have 11 head of cows, 2 horses, 5 pigs, 4 sheep, and 120 laying hens.

We have our own hay baler, combine harvester; one Farmall H Tractor; one Ford tractor equipped with disk, cultivator, blade, and bucket attachments; one team harness and wagon; one 1951 dump and stake-combination 2-Ton truck; one 1942 Ford station wagon; and one 1951 Plymouth sedan.

The station wagon furnishes transportation for the boys who work in town, eliminating the tying up of the trucks which are badly needed every day at the School. The station wagon and the 1949 pickup are badly in need of repair and could be replaced with less expense than would be required for proper repair work.

The Farmall is old and needs new rear tires; however, the engine was repaired during the winter of 1951 and is in good shape. Other equipment is in good repair and, with regular maintenance, will do a lot of work.

SCHOOL NEEDS

In our kitchen, we have a good stove and deep-freeze. The old refrigerator is all but gone and will quit us any day, leaving us with no refrigeration for our milk, butter, meat, eggs, and other perishable foods. The only other equipment is a very old Hobart mixer, which affords the cook no convenience at all. All the work is done by hand. The laundry equipment consists of only two twin-tub Dextor washers which are by no means adequate for the washing of 40 to 50 pairs of jeans each week, along with all the underwear, shirts, socks, etc., which 30 or 40 boys would have, to say nothing of the towels, sheets, pillowcases, etc.

We are in hopes the 1953 Legislature will see fit to grant us the needed money for new laundry and equipment, which is contained in our request for additions to the present building.

During January to June of 1952, we had a large increase in population; in fact, it reached a peak of 42, overflowing our dormitories and dining room, and crowded out other parts of buildings. It caused us to create a deficiency in our appropriation due to the fact that it was necessary for us to go out and buy beds, mattresses, bedding, tables, chairs, dishes and silverware. We had facilities for 26 boys up to this time. The dormitories were so crowded we staggered the heads of the beds to eliminate, as far as possible, the danger of spreading colds. We are badly in need of an additional building to eliminate this problem.

We have gone over all possibilities for building and have concluded that by building an extension on our senior dormitory, which would require two walls, we could extend our dining room on the ground and the dormitory on the second floor. An extension on the junior dormitory side, would require the three walls and roof; this would house the laundry on the ground floor and provide more dormitory space on the second floor. Between these two wings, and above the kitchen, we would, by adding two small walls, provide the personnel additional living quarters which, at present, are inadequate. We plan to have the boys do the larger part of this work, with a carpenter as supervisor.

POPULATION AND CLOTHING

The population of the School in the past two years has stood at an average of 30 boys and 4 girls. This is slightly higher than the past population of the School.

The girls are kept at the Utah State Industrial School at Ogden, Utah, their keep being paid with the money appropriated for that purpose. We have done a lot of thinking along these lines and have concluded that it is still more economical to keep the girls at Ogden than it would be to construct new buildings and keep them here at the School. The charge at Ogden is \$4 per day, but to keep them here would require the building of dormitories, playgrounds, and added help; the estimated expense of which would be about \$45,000.

Our cost per boy here at the School is about \$3.58 per day, and this does not include clothing. We have relied on donated clothing for the boys because there was no money to purchase such items. We have purchased a few pairs of shoes and jeans. We have tried to furnish the work clothing, but if the boys want oxfords, slacks, or nicer clothing, they purchase these from their own accounts. We are now scraping the bottom of the barrel, so to speak, and have asked for an added amount for clothing which, if granted, will allow us to obtain wholesale prices, thereby reducing costs about half.

Groceries are purchased from wholesale houses, with the exception of a very few articles. Potatoes and feed, on the whole, are purchased from Twin Falls, Idaho, this also being on wholesale basis, but even so the prices seem to soar.

BUILDING AND REPAIR SPECIAL APPROPRIATION, 1951 SESSION

The 1951 Legislature appropriated \$23,500 for the purpose of renovation and repair of the School building and to drill and equip a new well.

The well has been completed. It is 467 feet deep and has a 12-inch casing.

The installation of a pump--which was a test pump, but practically new--and a new 104 horsepower G. M. C. Diesel engine completes the unit. This well is now producing about 650 gallons of water per minute and is so situated that there is no waste of water, because the water can be carried from one field to another.

This engine burns four gallons of fuel per hour at a cost of 17 cents per gallon, so the cost per gallon of water is very economical.

The basement of the School has been renovated and a complete bath installed, consisting of four toilets, four washbowls, four showers, a five-foot urinal, and a large slush tub for washing socks and underwear. The floor of the new shower hasn't been finished as it should be, but we hope to get it done at a later date. The interior of the main building has been painted throughout. Enough paint to finish odds and ends and do the outside, except for some thinner, is on hand.

A building 48x148 was purchased from Wendover air base at a cost of \$1.25. This building was taken down in sections and moved to the School. We plan to use it for the housing of equipment.

BOYS' FUND

This Boys' Fund is made up of money earned by the boys who work off campus.

We have a regular employment office of our own here at the School. Boys that are granted the privilege of working off campus, earn this through their conduct, ability, and trustworthiness.

At present, there are four boys who have steady employment in town. One at a laundry, one at a dairy, one at a lumber yard, and one working for a building contractor. However, the other boys are called often, when there is a carload of corn, cement, lumber, coal and the like to be unloaded. They have composed the major part of the county fire-fighting crew for the past two summers. The smaller boys who are not able to do the heavier work, make their money digging worms for fish bait. This places the smaller boys in the same category as the larger boys.

Many of the boys leaving the School have had enough money to clothe themselves and for spending money for a full school year.

We are trying desperately to place boys on jobs in town, who will do a good job and maintain the reputation we have built up, because this is a very important part of their training here. First, and most important, is that they don't lose contact with society. If they do, the adjustment back to society is one of the hardest they have. Secondly, having their own money instills in them a confidence that nothing else will do, and most of the boys after leaving the School have been able to hold a job that supports them and in many cases helped to support the family.

We have our own commissary here at the School, where the boys can buy razors, candy, dress socks, hair oil, cigarettes, and many other items which they enjoy. They pay for their own show tickets, which amounts to four cents for each show. They attend shows each Sunday afternoon, and during the summer months they either go to the show or swimming, whichever the majority chooses, each Wednesday night.

The commissary was started by the use of \$50 of the boys' money. We did this by asking the boys if they would like to have a commissary here at the school, and if they would be willing to put \$50 of their money into such a venture, which they agreed to do.

The commissary merchandise is bought wholesale as far as it is possible, and sold to the boys at an even figure closest the wholesale price; but if bought retail, they pay the same; however, after a few short months the boys were repaid their money and we had a small accumulation of money in the Commissary Fund, so we again asked the boys what they would like to do with this fund. There was one of two things to do. First, prorate the fund to the boys' accounts, or let it accumulate as a Commissary Fund to be used for boys who came with no funds. The latter was the unanimous decision and such is the case today. Boys who come to us with no money (and most of them do) draw on this fund for their shows, commissary, and the like. If they start working and earning money, they repay the fund; if they don't work, the fund is out that amount. Even at this, you will note in the Auditor's report that on August 3, 1952, there was a balance of \$300 in this fund.

APPENDIX B
OFFICIAL REPORT
OF THE
NEVADA SCHOOL OF INDUSTRY

1953-1954

We have had many interesting things come to us in the past two years. Our visitors have included persons who have boys here, and others who have an interest in the boys and the School as a whole.

Many gifts of value have been given to us. Organizations in Reno have presented us with athletic equipment, a radio and phonograph console, and clothing. Ely groups have sent us many things to round out our Christmas program. Elko folks have made it possible for the boys to attend shows without charge on Sundays and during the week when convenient to do so, and the municipal swimming pool is open to us. Attendance at such events as the Silver Stampede, the Elko Fair, and the high school plays is also made possible. In the past biennium, traveling troupes and performers engaged at the local hotels have come to the School with their acts.

Every church in Elko has assisted us in our Sunday Evening Services and we are grateful for this help.

The employment demand is such that on many occasions we have been unable to fill the requests in Elko, and have had as many as 25 boys working in town in a day. They are driven into Elko in the morning and picked up and returned to the School in the evening.

These are only a few of the many things which help our staff to round out the program, and we who are close to the work know the importance of this help and splendid cooperation.

The privileges are earned and, of course, paid for by the boys' behavior. In the past two years only two boys have violated the trust placed in them. Four boys broke out of the dormitory one night, and as all of them had jobs in town they could have left any day during the previous six weeks.

OUR NEEDS

The 1953 Session of the Legislature appropriated \$39,600 for capital improvement at the school. From the appropriated money and with the help of the staff and the boys, we now have a new dining room addition, 19 x 26 feet, which seats 30 boys; an additional dormitory space of 49 x 20 feet, sleeping 30 boys; a new laundry room equipped with a washing machine, 60-pound capacity, an extractor, and gas-heated drier; a new shower and washroom connected to a new gymnasium, which is 40 by 60 feet. The gymnasium also serves as living quarters for the boys during the day. It houses enough lockers for each boy to have one for his own clothing and personal belongings. We will have a 30 foot by 50 foot basketball court, as well as room for table tennis, volleyball, boxing and other sports during the winter months.

In the fall of 1953 we had bedding, beds, and sheets for 28 boys. By February 1954 our population was up to 55 boys, and by the time the new addition was finished we had a population of 57, making it necessary to purchase beds, mattresses, bedding, pillows, sheets, towels, and almost double the food, not to mention cooking utensils and dishes.

With the large increase, we have outgrown our classroom and recreation room where we hold our Sunday Evening Services, all programs, and where boys entertain their parents and visitors. Our clothing room is also outgrown.

Our plans are to enlarge the schoolroom and clothing room by extending them to the wall of the building which houses the mechanics shop on the ground floor and the woodshop on the second floor. The extension will require one wall, the floor and roof, for each part.

We are badly in need of cupboards, a mixer, added baking ovens and utensils for our kitchen. Our personnel quarters are inadequate, and with a small expenditure this can be corrected by finishing the second story over the kitchen and adding a bathroom.

All of our buildings are in need of paint, both outside and inside.

We are in the process of building new corrals, sheds, pig pens, etc. The old ones are beyond repair, and we have moved to a new site to eliminate debris which has collected over a period of years and which will be covered with dirt from the new site.

PRODUCTS PRODUCED

During the summer of 1953, 25 acres of farm land were added. This was accomplished by clearing off the sagebrush and hauling some 200 loads of soil. This now gives us about 64 acres of tillable ground that is irrigated. This ground produced about 182 tons of hay during the summer of 1953. We had two gardens, which produced a good amount of produce such as corn, carrots, cabbage and potatoes.

During the summer of 1954 we harvested 171 tons of hay, 11 tons of potatoes and also had 2 good gardens. The pasture on the now-tillable ground would furnish summer range for 20 to 25 head of cows; however, we had only 6 to graze it. We did raise 16 calves during the summer and will have grazing from them for another year.

We try to keep an average of 7 milk cows, which will just about supply our milk and cream and also furnish us with some butter. We hope to increase our cow herd to 50 or more. We have sold some hay, but we are holding most of it for our own use. We have raised several pigs, but due to the shortage of feed we have kept them down either by butchering them or selling them.

In looking over the expenditures on the following pages, many of you will, no doubt, wonder what benefits are derived from such expenditures. To clear up some of this thinking we would like to add a few figures, which are only figures, due to the fact that such short period of time covered cannot be put down as statistics. However, they do mean a lot to our staff and we don't think they should be measured by dollars and cents. Lives are not bought with dollars, nor is the worth of a life measured in money; rather it is measured in what is accomplished in that life or in an individual who finds his way.

Over a period of four years our figures show that 94 percent of the boys who have left the school are progressing and maintaining themselves; 6 percent have either been returned to the school or have found their way into other institutions. Those of you who are prone to look at these facts from a dollar-and-cents angle are not being fair with yourselves or to our State and the people who live in it.

APPENDIX C

OFFICIAL REPORT OF THE NEVADA SCHOOL OF INDUSTRY

1954-1956

ACCOMPLISHMENTS

During the past six years we have been able, through the generosity of our Legislators, to keep abreast of the terrific increase in population which has come to the School. As of July 1, 1956, we can adequately care for 60 boys.

Through these years, because of the population increase, we have done a lot of juggling of available facilities. We have moved the woodshop to the basement of the main building. We moved the School to the original woodshop building and moved the office and commissary room to the old schoolroom. The original office is now the library. This provides better facilities for all purposes.

The 1955 Session of the Legislature appropriated \$30,000 for capital improvement and at the writing of this report the following has been accomplished: Our kitchen has been equipped with new stainless steel cabinets, a new double sink with drains and underneath storage cabinets, and a badly needed gas range with three large ovens has been installed.

A room 17 by 16 feet which is an addition to our clothing department is now under construction. Also under construction is a 17 x 16 foot room, an addition to the present schoolroom. When these projects are completed we will have room for first-aid facilities, and storage for clothing, bedding, etc. The addition to the schoolroom will make available space for a remedial classroom where special help can be given to boys who need individual attention.

A bill providing an appropriation of \$7,500 for a heating plant was approved by the 1955 Legislature. After checking the boiler we already had, our Board decided that we should move the boiler from under the main building and construct a building above ground, to comply with fire regulations, and convert our old worn-out coal stoker to an oil burner. This has been accomplished.

During a meeting of our Board it was decided that, due to the high cost of building materials, we should investigate the possibility of purchasing house trailers for personnel quarters. The result was the purchase of two 21-foot trailer houses which came equipped with shower, toilet, beds, stoves, and heaters. The only item needed was bedding. The two trailers were purchased for only a little more than the cost of a bathroom as was previously planned for in the old building. They were set down adjacent to the Superintendent's home and they make very pleasant and adequate living quarters.

PRODUCTION

At the end of 1954 we had produced 150 tons of hay, 10 tons of potatoes and a good supply of carrots, beets and useable garden produce. In 1955 we produced 170 tons of hay, 20 tons of potatoes and a good supply of garden produce which was stored for winter use. On July 1, 1956, we had 42 head of cattle belonging to the School.

EDUCATIONAL PROGRAM

The educational program for boys committed to the Industrial School is

flexible because it is recognized that each child is an individual with special needs that must be met at the outset of the program. Before any definite program can become effective it is necessary to classify the boy and, as nearly as possible, diagnose his difficulties. With the limited psychiatric help we have and, in many cases, the lack of background history of the child, this becomes a major problem.

Spiritual development and training have been recognized as extremely important factors which we feel to be doubly important in attempting to rehabilitate juvenile delinquents. For this reason we begin each day with a short devotional period, using only non-denomination topics and moral lessons from related experiences. Each boy is taught to find and recognize Bible scriptures, memorizing favorite and appropriate verses, and each one is taught to offer a prayer. This carries over into the nonschool group with each boy being assigned some part in our Sunday evening worship service and in saying Grace at the table.

While the methods and the students of the Nevada School of Industry are vastly different from those of the public schools, nevertheless we are an educational institution. We try to incorporate vocational training with our academic training. For instance, our remodeling and building is done almost entirely by the boys and our supervisors. The boys learn by doing. Practical lessons in arithmetic are learned by the actual use of the rule and the square. The boys learn to make many useful and attractive articles from inexpensive materials in our woodshop classes. We also have a very worthwhile farm program where the boys help with the harvesting, planting of hay and grain crops, caring for livestock and pets. In our laundry they learn to care for their clothing, and in the kitchen they learn the importance of care and cleanliness in preparing the food.

We have students from the second grade through the eighth. Great stress is placed on working with the individual, helping him according to his needs and capabilities rather than holding to a set grade in all subjects. Occasionally we find a boy who is unable to benefit from formal schooling. In such case the boy is placed on work details and taught to do well as many jobs as possible.

It is our philosophy that most delinquents are poor readers and so we give special attention to our reading program, guiding all the boys in their choice of reading material in school and for leisure time reading as well. We hold special remedial reading classes for those who need extra help.

Through the gifts of kind friends and donations from various schools in the State, we have been able to add a number of very worth-while books to our library. We have a versatile selection of books to meet the needs and choice of our boys, and also a great many fine reference books for which we are indeed grateful.

The high points of the academic school year are the Christmas programs and the graduation exercises held each spring for the boys graduating from the eighth grade. Each Christmas we try to put on a short play to which the public is invited, using as many of our boys in this endeavor as we can. We also prepare and present a number of programs complete with songs, talks, and poems to various civic clubs and organizations of our community. This year the graduation exercises were attended by a number of the boys' parents and local friends. The program was replete with songs and speeches. The Assistant District Attorney of Elko County, Mr. Joe McDaniels, delivered the commencement address. Mr. James Gregory, Chairman of our Board of Directors, presented the certificates. The guest speakers and boys were presented by our Superintendent.

Since it is our aim to rehabilitate delinquents we are challenged to rebuild worthwhile character traits, to try to build honorable citizens from warped minds and frustrated characters. We cannot hope, in the short time many of our boys are with us, to make perfect students out of those who have probably always hated school and who have formed poor study habits. We can only dedicate ourselves to correcting as many character faults as possible, and wherever possible to help a boy to like school and be ready to enter into public school work when released. For many, we realize that the schooling they receive here will be all they will have. Still we must strive to make of the "Juvenile Delinquent of Today" a "Worthwhile Citizen of Tomorrow."

DIRE NEED

During the past year the girl population has increased so rapidly that it has reached serious proportions and we are hoping that some consideration for this situation will be forthcoming.

It has been the practice in the past to farm girls out to schools in other states or parochial schools, but conditions are now such that placement is almost impossible. Schools that have taken our girls in the past are now overcrowded with their own. Also the cost for this service has doubled, with more increases anticipated, making placement, if available, almost prohibitive.

To meet this growing need would require construction of facilities for 50 girls, with hopes that this number would not be exceeded in the near future.

APPENDIX D
OFFICIAL REPORT
OF THE
NEVADA SCHOOL OF INDUSTRY

1956-1958

The following report covers the period from July 1st, 1956, to August 24th, 1958.

There was a vacant space between the main building and the Industrial Education building, which gave us two good sized rooms by building the two end walls, the roof and floor. One of the rooms was added to the clothing dispensary and the other room was added to the present schoolroom, and is used for remedial and Nevada History instruction, making it possible to separate the slower students from those who are able to progress faster. The added room to the clothing dispensary has a wardrobe and storage space for suit cases and other items boys have as well as a sink with hot and cold water. The first-aid supplies are also stored in this room.

The new portion was painted and the floors covered. The old room, cupboard and drawers were repaired and painted and by cutting a door in the back, the laundry was made more accessible and eliminates the trailing through the kitchen.

One of our biggest projects was moving the old furnace from under the kitchen, building a place to house it, then converting it to oil. The installations of an oil burner along with a 10,000 gallon fuel tank not only eliminated the worry of the furnace exploding under the main building, but has been more economical also. The maximum of the furnace is now being used. It would not heat any more space.

More laundry equipment was purchased making it necessary to enlarge the laundry room, which is now more adequate than ever before. This laundry now has one sixty pound open end washer, one 50 pound open end washer, one 30 pound gas heated dryer and one 30 pound extractor. This being much different than household size Maytags and no dryer.

The area back of the kitchen and the clothing dispensary, up to the furnace room, has been paved with cement, eliminating the mud and water.

The dormitories on the North end of the building were partitioned, making it possible to segregate the older boys from the intermediate boys. A small anti-way has been build for a night man, including inter-com and buzzer system, and very recently a full time night man and relief man has been obtained giving us 24 hour supervision coverage. This being one of the most needed things of the entire program. This not only should curtail run-aways, but should virtually eliminate sex activity in the Dorms.

With the help of Mr. Breed and his experience, we are installing washbowls, toilets and shower in the dormitory where the small boys are kept. When this is completed the small boys will be housed in this area. They will have their own recreation room, which has been used for personnel room. This room will house their lockers, books, and games where they can enjoy them and will not be subjected to ideas of the older boys. These boys will be under constant supervision of staff members who will be responsible for planning and carrying out recreational programs. They will attend school regularly, even during the summer months. The small boys have been placed at a table by themselves, where they

are also supervised by man and wife staff members. This has already eliminated a big part of our trouble.

The hours of work for two staff members have been changed from 6:00 a.m. to 8:00 a.m. They work their 12 hours. This eliminates the need for staff members to put in extra time on duty each evening.

We were finally able to purchase a 50 passenger diesel bus through Surplus Property. This has eliminated the use of two and three vehicles for transporting boys to town for shows, plays, ball games, fair and races.

New gates have been built from old pipe and have been installed at various places. Fences have been repaired and some new fences put in. A pole fence was built from the highway up the road to the main buildings. This was accomplished through the use of materials we have accumulated through the years.

The ceiling of the Gym was lined with plaster board, thus saving the heat. The floor has been covered with Masta Pave, eliminating the need for painting it two or three times a year.

During the year of 1956 we raised about 22 tons of potatoes and 156 tons of hay. In 1957 - 14 tons of potatoes was harvested and about 170 tons of hay. In 1958 - we have harvested about 114 tons of hay in two cuttings with the third cutting yet to be harvested and we hope to harvest enough potatoes to last us for the year. In the past we have needed about 22 tons to carry us through.

The old box car was moved to a better location and a cement floor poured in it, thus making for better storage use.

In the past two years we have planted about 25 acres of new hay after plowing up some of the old hay and adding a few more acres to the cultivated acreage.

All of the afore mentioned accomplishments have been done by the Staff and the boys. Money for material only, being appropriated by the Legislature.

The academic program has been enlarged making it possible to teach academic and industrial crafts to the major part of the boys sent to us. Our remedial program has been an important part of this program. In May of 1957 eight boys were graduated from the Eighth Grade and in May 1958 four boys were graduated. Several other boys would have graduated, but were released to go home. This program in the past two years would average about 35 students from second grade to Sophomore year, each year. Also during this period about 16 boys have attended High School in town. They were taken to school in the morning and brought back at night.

This has been somewhat of a run-down of the activities of the School, but there are many small accomplishments too numerous to mention, but will give you some idea of our program, which we hope can be greatly improved in the future. We hope you will bear in mind that we have tried to use to the best advantage all facilities available, which we know were not adequate, but have produced results.

APPENDIX E

AUDIT REPORT

NEVADA SCHOOL OF INDUSTRY

June 30, 1958

September 1, 1958

Mr. Ward Swain, Superintendent
Nevada School of Industry
Elko, Nevada

Dear Sir:

An audit of the records and accounts of the Nevada School of Industry for the fiscal year ended June 30, 1958, has been completed by this office.

The following schedules accompany this report:

Schedule 1.	Statement of Receipts and Disbursements, General Support Fund
Schedule 2.	Statement of Receipts and Disbursements, Capital Improvements Fund
Schedule 3.	Statement of Receipts and Disbursements, Girls' Care Fund
Schedule 4.	Statement of Receipts and Disbursements, Heating Plant Fund
Schedule 5.	Statement of Receipts and Disbursements, Farm Contingent Fund
Schedule 6.	Statement of Receipts and Disbursements, Teachers' Fund
Schedule 7.	Statement of Receipts and Disbursements, Gift Fund

Statements prepared by the Nevada School of Industry include under operating expense the sum of \$1010.65 paid during the year as rental on a farm tractor. On the statement accompanying this report this amount has been included under Equipment, since then the last payment of \$110.65 was made, transfer of title covering this piece of equipment was executed to the Nevada School of Industry by the vendors.

The Superintendent of the school advises that he did not know, until the final payment was made, that the rental payments were to apply on the purchase price and title passed to the School of Industry when rental equalling the purchase price of the tractor had been made.

The total rental on the tractor paid during the previous biennium amounted to \$300.00, hence making the total purchase price of the tractor \$1310.65.

The balances in all funds as shown on accompanying schedules are in agreement with the books of the State Controller.

In our opinion the accompanying statements fairly present the financial transactions of the Nevada School of Industry for the period under audit.

Respectfully submitted,

A. N. Jacobson
Legislative Auditor

Schedule 1

NEVADA SCHOOL OF INDUSTRY

General Support Fund

Statement of Receipts and Disbursements
July 1, 1957 - June 30, 1958

RECEIPTS

Appropriation by 1957 Legislature	\$209,850.00
Miscellaneous Refunds	<u>10.20</u>
Total	\$209,860.20

DISBURSEMENTS

Salaries	\$45,224.50
Traveling Expense	<u>\$ 2,455.09</u>

Operating Expense:

Dues and Subscriptions	\$ 8.50
Freight and Express	248.12
Industrial Insurance	248.52
Insurance, Other	634.33
Postage	90.00
Printing	17.50
P. O. Box Rent	18.00
Repairs and Maintenance	2,973.95
Retirement Contributions	2,263.68
Stationery and Supplies	5,307.80
Telephone and Telegraph	1,495.12
Truck and Other Automotive Expense:	
M. and R.	1,713.75
Gasoline and Oil	891.81
Electric Power	2,694.80
Fuel	5,466.86
Soap and Disinfectant	1,445.20
Groceries	15,103.87
Clothing	1,754.28
Medical and Dental Expense	1,999.26
Personnel Fees	218.74
Recreational and Educational Supplies	568.77
Farm Supplies	1,579.10
Tuition Fees	1,808.09
Survey for Well location	102.50
Miscellaneous Expense	<u>18.50</u>
Total Operating Expense	<u>\$48,671.05</u>

Equipment:

Automobiles	\$ 575.00
Trucks and Other Automotive Equipment	5,023.37
Office Equipment and Furniture	950.30
Washing Machine	978.84
Harrow and Mowing Machine	471.60
Wall Map	37.50
Tools and Machinery	<u>350.50</u>
Total Equipment	\$ 8,387.11

Total Disbursements	<u>104,737.75</u>
Balance June 30, 1958	\$105,122.45

Schedule 2

NEVADA SCHOOL OF INDUSTRY

Capital Improvements Fund

Statement of Receipts and Disbursements
July 1, 1957 - June 30, 1958

RECEIPTS

Appropriation by 1957 Legislature

\$ 10,000.00

EXPENDITURES

For New Milk Barn

Lumber	\$ 1,255.58
Miscellaneous Building Material	94.50
Paint and Brushes	170.75
Cement Blocks	76.99
Building Hardware	277.68
Doors and Accessories	192.02
Roofing Supplies	158.28
Electrical Supplies	80.21
Cement	9.41
Pipe	2.72

Total Expenditures

\$ 2,318.14

Balance, June 30, 1958

\$ 7,681.86

Schedule 3

NEVADA SCHOOL OF INDUSTRY

Girls' Care Fund

Statements of Receipts and Disbursements
July 1, 1957 - June 30, 1958

RECEIPTS

Appropriation by 1957 Legislature

\$ 95,040.00

Various receipts to apply against
cost of Girls' Care, such as re-
mittances from parents, etc.

\$ 235.00

Miscellaneous Refunds on payments for
Girls' Care

310.73

545.73

Total Appropriation and Receipts

\$ 95,585.73

DISBURSEMENTS

Clothing	\$ 137.52
Medical Care	434.00
Telephone Expense	12.35
Payments to various institutions for Girls' Care	54,644.76
Transportation	<u>2,506.68</u>

Total Expenditures

\$ 57,735.31

Balance, June 30, 1958

\$ 37,850.42

Schedule 4

NEVADA SCHOOL OF INDUSTRY

Heating Plant Fund

Statement of Receipts and Disbursements
July 1, 1957 - June 30, 1958

Balance of Fund appropriated by 1955 Legislature on hand - July 1, 1957		\$ 418.17
DISBURSEMENTS		
Furnace Repairs	\$ 81.05	
Pipe and Fittings	<u>266.47</u>	
Total Disbursements		<u>\$ 347.52</u>
Balance, June 30, 1958		\$ 70.65

Schedule 5

NEVADA SCHOOL OF INDUSTRY

Farm Contingent Fund

Statement of Receipts and Disbursements
July 1, 1957 - June 30, 1958

BALANCE, July 1, 1957	\$ 13.37	
RECEIPTS		
Rental of Sign Space	<u>15.00</u>	
Total	\$ 28.37	
EXPENDITURES		
None	<u>-</u>	
Balance, June 30, 1958	\$ 28.37	

Schedule 6

NEVADA SCHOOL OF INDUSTRY

Teachers' Fund

APPROPRIATION by 1957 Legislature from Distributive School Fund		\$ 22,000.00
DISBURSEMENTS		
Salaries	\$ 8,171.82	
Industrial Insurance	32.82	
Retirement Contributions	<u>367.05</u>	
Total Disbursements		<u>8,571.69</u>
Balance, June 30, 1958		\$ 13,428.31

Schedule 7

NEVADA SCHOOL OF INDUSTRY

Gift Fund

Statement of Receipts and Disbursements
July 1, 1957 - June 30, 1958

Balance, July 1, 1957	\$30.90
No receipts or disbursements during the period	-
Balance, June 30, 1958	\$30.90

APPENDIX F

AUDIT REPORT
NEVADA SCHOOL OF INDUSTRY
BOYS' FUND
June 30, 1958

September 1, 1958

Mr. Ward Swain, Superintendent
Nevada School of Industry
Elko, Nevada

Dear Sir:

An audit of the Boys' Fund at the Nevada School of Industry covering the period August 1, 1955, to June 30, 1958, has been completed by this office.

The following schedules are included in the report:

Schedule 1.	Balance Sheet, Boys' Fund, June 30, 1958
Schedule 2.	Bank Reconciliation, Boys' Fund, June 30, 1958
Schedule 3.	Statement showing amounts due to and from boys presently in resi- dence at the institution
Schedule 4.	Statement of "Runaway Sacrifices"

The Boys' Fund at the Nevada School of Industry is maintained on deposit at the Elko branch of the Nevada Bank of Commerce. As the name of the fund implies, it is money on deposit which, in part, belongs to the boys at the school. Deposits to this fund are made up of boys' money arising from various sources, such as money earned by the boys, etc.

A ledger account is kept for each boy, showing deposits and withdrawals. A policy long followed by the school, and one which is explained to each boy upon his arrival at the institution, is that in the event of an escape from the school, any money on deposit to the escapee's credit is sacrificed, even though the escapee is subsequently returned to the school. This policy has resulted in the Boys' Fund increasing to a point where it materially exceeds the deposits to the credit of the various boys. During the three year period under audit the amount of runaway sacrifices amounted to \$1,703.76, as shown on Schedule 4.

The policy of "runaway sacrifices" is a matter of administrative decision. It is acknowledged that in adopting this policy, no specific law has been violated, but whether it constitutes confiscation of property without due process of law is debatable. For this reason the amount so sacrificed by escapees is shown as a liability on the Boys' Fund Balance Sheet as a "Runaway Reserve."

It is the recommendation of this office that the "runaway sacrifice" policy, together with any monetary fines or penalties, be discontinued immediately.

Expended from the fund are drawings by the boys, purchases for individual boys, and the payment of the balance on deposit upon their release from the school.

In some cases purchases deemed to be for the benefit of the boys as a whole are made from this fund, such as lockers, athletic equipment, etc. These expenditures were made possible by money sacrificed in previous years by runaways, as explained in the preceding paragraph. A list of such expenditures is shown on accompanying Schedule 4.

NEVADA SCHOOL OF INDUSTRY

Checks issued other than those directly chargeable to individual boys or to commissary

<u>Date</u>	<u>Payable to</u>	<u>For</u>	<u>Amount</u>	<u>Check No.</u>
1956				
Mar 29	Paymaster Corporation	Checkwriter	\$ 119.50	1106
June 15	Cal-Neva Sales	Boys' lockers	880.00	1136
Sept 22	Educators Progress Svce	Library Books	12.36	1202
1957				
Feb 28	Cal-Neva Sales	Boys lockers	500.00	1272
May 4	Deseret Book Company	Easter films	20.40	1297
July 23	Southern Pacific Co.	Frt. on duplicator	6.53	1341
Aug 15	Barkside Service	Tube for bus	14.30	1354
Sept 12	Ross Wainwright	Duplicator	83.25	1386
1958				
Feb 20	Cal-Neva Sales	Bowling Set	68.24	1473
Mar 23	Paymaster Corporation	Forgery Bond	42.50	1508
		Total	<u>\$1,747.08</u>	

In connection with the above expenditures from the Boys' Fund, there are some items, and possibly all the items which should have been expended from funds appropriated to the institution by the legislature. The statement that the items for which money was expended from the Boys' Fund was for the sole use of the boys as a whole is not tenable, as for example, the expenditures for checkwriter, duplicator, freight on duplicator, forgery bond and tube for bus. The latter expenditure, it was explained, was of an emergency nature.

In addition, the purchase of equipment was not made through the Purchasing Department. It is our opinion that all purchases of equipment, even from funds other than those appropriated by the legislature, should have been made through the Purchasing Department.

In one known instance, namely the expenditure for the duplicator, a claim was submitted to the state for payment, but was turned down by the clerk of the Board of Examiners on the grounds that the purchase should be made through the Purchasing Department.

Expenditures from the Boys' Fund include purchases made for the commissary. Commissary sales of candy, etc., are made to the boys and charged to their account. The amount of the commissary inventory is shown on the Boys' Fund Balance Sheet, Schedule 1.

In some instances, as shown on accompanying schedules under the heading "Due Fund from Boys", advances and commissary sales have been made to boys, which resulted in a balance due the fund.

Such advances and sales were made on the assumption that eventually earnings by the boys, or funds supplied the boys from other sources, would offset such

charges to the boys accounts. It is evident that such has not been the case in all instances.

As of the date of this report (September 1, 1958), the commissary at the institution has been discontinued and all transactions in the Boys' Fund will be confined to receipts and disbursements which can be credited or debited to individual boys accounts. Instructions have been issued as to the procedure to be followed with respect to record keeping in connection with the Boys' Fund.

Respectfully submitted,

A. N. Jacobson
Legislative Auditor

Schedule 1

NEVADA SCHOOL OF INDUSTRY
BALANCE SHEET

Boys' Fund
June 30, 1958

ASSETS

Cash on Hand	\$ 247.73
Cash in Bank	3,329.57
Due from Boys	125.92
Commissary Inventory	<u>442.48</u>
Total Assets	\$ 4,145.70

LIABILITIES

Due boys presently in residence at the institution	\$1,997.89
Runaway Reserve: Amounts sacrificed by boys who have run away from institution	<u>1,703.76</u>
Total Liabilities and Reserve	\$ 3,701.65
Excess of Assets over Liabilities and Reserve	<u>\$ 444.05</u>

Schedule 2

NEVADA SCHOOL OF INDUSTRY

Boys' Fund
Bank Reconciliation
June 30, 1958

Balance per Books, August 1, 1955	\$ 1,827.28
Receipts during period	<u>29,812.69</u>
	31,639.97
Disbursements during period	<u>28,310.40</u>
Balance per Books, June 30, 1958	\$ 3,329.57
Add: Outstanding Checks:	
No. 934	\$ 1.62
1522	73.00
1523	73.80
1525	5.00
1526	5.00
1527	7.88
1185	3.50
1201	<u>5.70</u>
	175.50
Balance per Bank, June 30, 1958	\$ 3,505.07

Schedule 3

NEVADA SCHOOL OF INDUSTRY
BOYS' FUND

Statement showing amounts due to and from boys presently in
residence at the institution

	<u>Due Boys</u>	<u>Due Fund From Boys</u>
Neil Ainsworth		\$ 11.25
Richard Ainsworth	\$ 44.60	
August Aja	.21	
Fred Aldrich	377.35	
David Azar		2.60
Johnny Benson		5.70
Robert Bunt	4.32	
James Beatty	48.71	
John Baxter		1.42
Gerald Burns	9.15	
Mitchell Condon		5.72
Charles Cooper		7.89
William Childers	.47	
Warren Cline		.41
Jerald Calloway	76.30	
Larry Buchanan		3.14
Stanley Hargrove	4.09	
Pete Decker	16.30	
Sydney Decker	26.38	
Jim Davis	48.97	
Harry Evilsisor	22.28	
Steven Fairfax	8.26	
Mike Forest		6.86
Eugene Frank		1.93
Patrick Friel	2.45	
Charles Getchall	4.29	
Gary Grensing	4.98	
David Gonzales	4.97	
Frank Hardison		5.90
Clyde Hall		5.60
Herb Harris		1.62
James Holden		.37
Murry Jones	13.56	
Ike Johnson		2.50
Terry Kelly	131.73	
Ray Knox		5.45
Douglas Kaylor	13.86	
Jessie Lyles	8.77	
Jerald Liseberg	14.48	
Charlie Lucas	7.39	
Michael Leigh	.20	
Ken McKim		.74
Dell Matz		1.10
Tom Miller		17.59
Frances Millet) Girls at out of	169.20	
Genevieve Millett) State institutions	169.20	

Schedule 3 (Continued)

Wayne Neighbors	\$ 616.07	
Terry O'Brien	.29	
Clifton O'Neil	8.23	
Robert Ormand	7.75	
Gerald Roberson		\$ 8.22
Robert Sidall		1.25
Monte Snyder		10.80
Gary Sanderson		7.66
Manuel Seja	31.07	
Bobby Taylor	6.47	
Gene Thompson	8.32	
Roosevelt Turner	38.61	
Edison Thomas	6.26	
Bobby Washington	29.25	
Charles Washington		10.20
Marvin Winap	13.10	
Total	<u>\$1,997.89</u>	<u>\$125.92</u>

Schedule 4

NEVADA SCHOOL OF INDUSTRY

Runaway Sacrifices

August 1, 1955 - June 30, 1958

Jerry Campbell	\$ 68.86
Harry Evilsisor	8.18
Tom Gear	4.67
Charles Gotchell	62.99
Terry O'Brien	20.00
Hardy Pete	323.18
Donald Parker	1.78
Bob Spearman	17.89
Leroy Simpson	.05
John Sarvo	.36
Paul Whitehead	7.72
James Beatty	54.50
Charles Outland	231.29
J. B. Benson	18.43
Paul Devensenzie	79.14
Donald Denton	50.47
Richard Fike	5.53
Mike Forest	129.20
David Kaye	185.38
George McCray	108.07
Allen Van Horn	18.73
Eldon Watson	8.20
Marvin Winap	194.50
Earl Gordon	7.63
Jack Turnipseed	97.01
Total	<u>\$1,703.76</u>

APPENDIX G

CHARGES MADE BY MR. AND MRS. HUBERT STENOISH

FROM

NEVADA STATE JOURNAL, FEBRUARY 8, 1958

Two former instructors charged Swain with mismanagement of the institution and alleged numerous irregularities they claim are detrimental to the operation of the School.

In oral contract with Swain the plaintiffs noted they were told "that they would be given full charge of the School education department...to operate as they thought best."

The teachers were reportedly told they would be retained permanently after a six-month probation period and that, if they were discharged, they would be given a hearing before the State Personnel Board.

Both assumed duties at the school last July 1 and were terminated last month, Mr. Stenoish on Jan. 30 and Mrs. Stenoish on Jan. 9, and both claim they were... "wrongfully and capriciously discharged and not given a hearing before the Personnel Board."

While employed at the School, the complaint asserted the couple was "never placed in charge of the educational program..." and "all suggestions made...for the betterment of juvenile inmates...were rejected without consideration."

Mrs. Stenoish also claims she was insulted on "sundry occasions" in the presence of inmates and that Mr. Swain "swore at her and used profanity against her in the presence..." of the juveniles.

The Stenoishs contended Swain "specifically forbade all discussion" of:
--"The fact that one Bernadot makes constant use of the gravel from the gravel pit said to be situated within confines of property...of the School and washes the gravel with water from the School."

--"The question as to whether records are kept of the accurate use and disposal of school supplies; and whether all supplies ordered by the school find their way to (the) school."

--"All discussion as to whether money donated by private persons and charities to the institutions for the purchase of clothes for the inmates of (the) institution are used for that purpose."

--"The fact that one Bernadot entered into a contract..."with the school for leveling certain areas and covering the areas with tar, and that the contract was filled "in an amateurish manner."

--"The fact that large quantities of material have been purchased for no obvious reason and wasted."

--"The fact that approximately 55 employees have been hired..." by Swain "and have left (the) employment during his tenure as Superintendent at (the) institution."

--"The fact that there has been no supervision of the juvenile inmates of (the) institution during the night time; that all manner of sex perversions have been permitted in (the) institution," and that Swain "is either unable to cope with (the) atrocious situation or is unwilling to alleviate (the) situation; that certain smaller and weaker inmates... have been forced into acts of sexual degeneracy by older and larger inmates..."

--"All discussions as to whether a certain quantity of high-grade lumber had been purchased... and subsequently substituted for the same quantity of inferior lumber, and the high quality lumber has disappeared."

APPENDIX H

RECORDED TESTIMONY OF WARD SWAIN, SUPERINTENDENT,
NEVADA SCHOOL OF INDUSTRY, AND J. E. SPRINGMEYER,
LEGISLATIVE COUNSEL - AUGUST 11, 1958

- J In our last discussion we were talking about the Stenoish case, and today I would like to develop some statements about the Stenoish couple when they were employed, and information on the case they filed against you. Now, when you employed these people did you state that they would be in the classified service of Nevada's Personnel System, or in the unclassified service?
- W I talked to them at length about not being in the classified service, that they would be unclassified. I explained to them our staff was under the classified service, except myself and Mrs. Swain, but they would be in the same category as we was, that they would not be under the classified service.
- J Now, what made you think they would not be under classified service?
- W Well, I had talked to Mr. McClure, who is Personnel Director, and I asked him before the teachers were hired what their status would be, and he told me that they would not have to be classified. They would not be in the classified service, but I would have to submit to him on the classified service sheets in order that they get their pay.
- J All that is, and I have it before me, is Form 2093, which is submitted for everyone whether they're in the classified or unclassified service. But did Mr. McClure state to you just why these people would be unclassified.
- W No, he didn't. He just told me they would not be under the classified service.
- J And you abided by his decision, and that is the information you gave to Mr. and Mrs. Stenoish?
- J Now, in looking over the form here, I note there is a mark indicating they might have a provisional appointment at first. Was that your concept of what they would have?
- W That is right. I authorized our clerk to check that when she made these papers out. They were to be on a provisional status.
- J The Department of Personnel changed that to unclassified?
- W Evidently; there is another check there. I don't recall putting it there.
- J Did you explain to Mr. and Mrs. Stenoish that whether they had provisional appointments or unclassified appointments they would not have the privilege of an appeal and hearing before the State Personnel Board if they were dismissed?
- W I did. I tried to explain at great length that they would have absolutely no recourse to the Personnel Commission in the event that they didn't stay here, or if they were fired or dismissed from here.

J Now, while you were explaining that to them, did you explain to them that people in the classified service did have the right of such appeal?

W I did.

J Is it your personal opinion at the moment that they confused those two things?

W It could easily be. Because I did discuss both ways with them and I tried to make it clear in all our discussion that they were unclassified and that they were not in the classified service.

J Now, what I'm going to put on the record, Ward, is for my own notes. In my own opinion these people should have had provisional appointments in the classified service rather than the status of being unclassified. There is no authority at law for teachers to be unclassified. The law defines all positions clearly and specifically in the government that are unclassified. Each head of each department has the authority to appoint one chief deputy and one chief assistant in the unclassified service. Mr. and Mrs. Stenoish were not considered chief deputy and chief assistant by you, were they?

W They certainly were not.

J They were just teachers?

W Just teachers.

J I feel that the Personnel Department was in error in declaring these persons unclassified. Now, the Legislature did not set their salaries by law, it merely appropriated the sum of \$22,000 for their salaries, as a blanket appropriation for the biennium, and by no means can that be interpreted as setting their salaries. One more thing that is of interest, however: the teachers charge that you told them they would be given a hearing before the Personnel Commission and you just denied that you told them that. The truth of the matter is that in any event, whether they had provisional or unclassified status, in neither case would they have had a chance for a hearing before the Personnel Commission when they were dismissed. Now, Ward, in the complaint filed by the Stenoish couple, they state that you told them that they were to be given full charge of the school education department to operate as they thought best. Now, we have discussed Mrs. Stenoish's handling of the textbooks, but I would like to have your comments and information you care to give on that charge where they stated you told them they would be in full charge of the school's education program.

W That is absolutely incorrect, because the whole school is an education in itself. There is a school room and a wood shop. She was told her job was to teach the academic subjects in the school room; his job would be to teach the vocational end of it in the wood shop and use his art; he was an art student, that is what he was. In fact, he had his degree in art. But, they never at no time was put in charge of either place. Their jobs were to teach in the two specified places, because there is no such thing as Director of Education or someone in charge of education, because the whole program is education. So that would be impossible.

J Did you go down there and interfere with their actual teaching, or try to tell them how to teach a given subject, for instance?

W I did not. Not at any time.

J In other words, it is your contention that they had full charge of the classes that they were teaching?

W Yes, I would say that they had full charge of the classes they were teaching. But at no time did they have full authority as education directors, or any such thing. She was to teach the academic subjects, and he was to teach the vocational and art subjects. I told them, too, that we had few books, our finances were short, we would do the best we could in purchasing the books and the necessary things for the school room, and what we wanted out of it which has been explained before.

J Now then, we discussed the talk about Mrs. Stenoish and this business of recess; you recall where you had a disagreement as to recess. Do you honestly feel that you interceded on this recess problem primarily because of your concern of supervision of boys during recess? Do you feel that you interfered with their operation of their classes?

W No, I don't. And the reason I don't is while they had the students in the classroom they were responsible for them, and they were responsible for those students until they were turned over to some other staff member or some other teacher, whatever the case might be. And my whole interest was the security of the students they had.

J In other words somebody had to supervise them during recess, that was your concern only.

W That is right. They have to have supervision. They have to have supervision at all times. That is a big part of the program. If we could turn these boys loose without being supervised, then we wouldn't need a staff to supervise them.

J Mr. and Mrs. Stenoish in their complaint state that all suggestions made for the betterment of the juvenile inmates were rejected without consideration. First, to the best of your knowledge did they make suggestions for the betterment of the juvenile inmates? Especially for the betterment of the juvenile inmates outside of the classes?

W No, they did not. They were at staff meetings when we had staff meetings, usually over at my house, and there everyone had an opportunity to voice an opinion; in fact, they were encouraged to do just that. We had our meetings, there was no time set when we would get out, we would sit and discuss these things and all were carefully asked if anyone had anything further. At no time, as I recall, did they make any suggestions at those meetings.

J In other words, they never made any suggestions for the betterment of the juvenile inmates outside of the classroom?

W No. Not to the best of my knowledge.

J Then you had no opportunity to reject any of their suggestions.

W That's true.

J Now, other members of your staff made suggestions; did you consider their suggestions, and sometimes adopt them?

W Many of them. We considered all suggestions, they were discussed among the staff members while we were at our staff meetings, they were discussed individually. Many of those suggestions we have adopted over the years.

J Mrs. Stenoish claims you insulted her on sundry occasions in the presence of the inmates; is that correct?

W That is not correct. I never insulted no staff member at any time. Principally because whenever I have another staff member to talk to, I never talk to the staff around the inmates. Either we get in the office, or by ourselves. I don't think it is of interest to the boys here, or I don't think we need to discuss those things around here. In fact I have encouraged staff members not to discuss those kind of things in the presence of the boys.

J Maybe a person says something that the other person thinks is an insult; didn't mean it that way. Do you think that ever occurred?

W No, because I never spoke that way to her.

J She says you swore at her. And that you used profanity against her in the presence of the juveniles. Did you ever swear at Mrs. Stenoish?

W I never swore at Mrs. Stenoish, never swore at any of the students, or boys, or any of the other staff members.

J Well, why do you think she put this in her complaint?

W Well, she was so immature emotionally that she would jump up and down, she never heard half of what went on anyway, not even with the kids, even with her husband

J Mr. and Mrs. Stenoish contend in their complaint that you specifically prohibited discussion of some eight matters here of considerable import, I guess, but the first thing I want to know is did you prohibit them or your entire staff from discussing anything around here?

W I did not, at any time. In fact, I invited discussions. Because I don't think anybody is big enough to handle a situation like this by themselves; you have to get their viewpoints and keep yourself on an even keel.

J Ward, do you have, are there two places in this vicinity where gravel is available? I'm thinking of the place where Bernadot's machinery is, and over here behind the milk barn, was that a gravel area once?

W That was, and that's a good gravel area.

J Alright, let's talk about the gravel area behind the barn. Is that on property owned by the School right now?

W It is.

J And its always been on property owned by the School, is that right?

W That's on the property of the original grant made by Mr. Fernald when the School was set up many many years ago.

J That was made by Mr. Fernald, that's your neighbor to the east?

W That's right.

J And that ground was granted to the State years ago?

W For the purpose of this School.

J Alright, since you have been here at the School, have any private persons bought gravel from you, from the pit behind the barn?

W Yes, there have been several persons buy gravel from us.

J Tell me about a few of them, and the nature of the arrangements with them.

W Well, Bernadot got some gravel out here. We loaded him gravel and sold it to him for twenty-five cents a yard, loaded on his trucks. Various contractors have come and gotten a little now and a little then. Of course, the Highway Department came in here and got many yards of it, primarily to get the dirt and the hill out of the way, so we could build our present barns and sheds.

J What did you do, give the gravel to the Highway Department? Did they pay you?

W No, they came here and got the gravel, and, in turn, we got this driveway in front oiled, and the road oiled from the gate up to the place here.

J I see. But private contractors bought gravel from the pit at twenty-five cents a yard?

W Yes, Bernadot principally. He was the one that got the most of it.

J How would they load it?

W We loaded it. We had a little loader and we loaded it for them.

J You loaded it for them?

W For that price.

J What kind of a loader do you have? A skip loader?

W No, we had a little front end loader on a Ford Tractor, and then we later transferred that little old loader to a little old crawler tractor that we had.

J And they would drive up with their trucks, and who would run that equipment, the tractor that had picked up the gravel, you?

W Usually I or Mr. Ambler would run it.

J How many truck loads would you load at once, or how would that go?

W We could only load one truck at a time.

J Would they come in with a fleet of trucks, or did they come in one truck once a day, or how was this done?

W Usually he had two trucks, and he would be hauling it to town to his plant in town. As fast as those trucks could go to town and unload and be back we would do that. That went on for three days, and then after that it was occasionally when he would come.

J You're referring to he, who is he?

W Bernadot.

J Mr. Bernadot. Were there some other contractors that bought gravel from that gravel pit behind the barn?

W In small quantities, maybe a truckload now and a truckload then; it didn't amount to very much.

J What contractors?

W Well, let's see - a man by the name of Hansen, downtown, he would come in a pickup truck and get a load now and then, and that is all it amounted to. We had but very little.

J How often would these contractors pay you, after getting gravel?

W Well, this Roy Hansen, if this is his correct name, I'm not sure, I believe it is Hansen, when a week or two passed he would send the money for it; it was paid for usually immediately afterwards.

J How about Bernadot?

W Bernadot sometimes was a long time paying.

J How long?

W Sometimes three months before he paid up. In fact, we waited for almost a year for the last payment - which we finally got.

J How big was that payment that you waited a year for?

W Well, it was \$800. Of course, out of the \$800 odd dollars, \$816 or something like that, there was a lot of the gravel from this other plant that was included in there, so I would have to break it down to show how much came from here, and from there.

J What year was that when he delayed so long?

W 1956-57. He did get some gravel in 1955.

J When you collected the money from the sale of gravel, where did you deposit it?

W I deposited it with the State Treasurer in Carson City.

J And to what fund?

W Usually our Farm Contingent Fund.

J Farm Contingent Fund. Alright, now then, is anyone buying gravel from that pit right now?

W No. Haven't for a good long time. We have taken gravel out of it for our own use, and that kind of thing, but no one is buying it.

J There is another gravel pit to the west of the main buildings. Who first opened that up?

W We did first for Bernadot. We had a deal with Bernadot where he was to set up the plan, buy all the equipment, and so forth and set up the plant, and then he was to pay us \$1.50 a yard for our processed material.

J Wait a minute; now, as I understand it, it was your concept that at the time you made that arrangement with Bernadot, that gravel bed to the west of the School was on School property; that was your impressions, is that right?

W That's right.

J You thought you owned it and you thought it was just like this gravel pit behind the bar.

W That is correct.

J So you made this deal with Bernadot and he was to set up a gravel washing plant or what?

W He had a screening and washing plant combination. And we were to get the gravel out of the pit and put it through the conveyor and up the conveyor and to the plant, and it would come out graded and washed.

J Now when you say we, who do you mean, the boys, the staff? How many men or what was involved if you were to scoop it up, and what did you scoop it up with, hand shovels?

W We had the little tractor that we scooped it up with.

J You would scoop it into a funnel arrangement of some kind and it would go to the plant, is that it?

W Yes, we pushed it up from the bottom of the pit into a bind, a little steel bin, and then it would go on to the bin, into the conveyor and then up into the plant.

J How many of the staff, or inmates, was it contemplated would work pushing the gravel into the plant?

W Usually it took one on the tractor and two boys on the bin keeping the gravel going down, and then we had one boy on top who saw that the plant kept working, and that the motors weren't heating up and that kind of thing. There were three to five or six boys, whatever the need was, and usually a staff member and sometimes two staff members out there.

J Did you ever go out there and work too?

W I was out there a good part of the time.

J Did you run the tractor and bulldoze the gravel into the bin sometimes?

W I did.

J You found time to do that and still run this School?

W I did.

J You and your boys are digging this gravel out of the pit and getting it into the plant. Did Bernadot have some men to run the plant itself?

W No, we had a boy running the plant, or we supervised the running of the plant.

J He was willing to let this gravel washing and screening plant run in its entirety by you?

W By us and our staff.

J Where did the water come from?

W Came out of our well; we pumped it.

J You pumped it out of your well to the plant. What did you do, lay a pipeline up there?

W No, the pipeline was already there. We had to come up there with a little sharp line across the road and into the plant, which was a sharp line.

J Is that one of the reasons that the plant was located on the west side rather than the east side; the availability of water?

W The availability of water, and because we thought that was a better gravel pit over there than over here. Less over-burden to have to move to get to the gravel.

J What was the return to the School for your doing that?

W How much money?

J Money or whatever it was.

W Well, it was cash money to us.

J What did you get?

W I would have to go check the record to tell you how much.

J What was the basis of the payment?

W Well, we got \$1.50 a yard for every yard we put through there, washed and processed material, it was washed and graded, we had coarse, medium and regular aggregate and then sand.

J How long did that operation go on just on that basis?

W It started in late summer of 1955, and the winter stopped us, and we had

to quit. We spent a good part of the summer setting up the plant, and then that fall when the cold weather came on, we had to stop. And then the next spring we were stopped by the sale of the land, so we never did no more with it.

J How many months did you work out there, altogether?

W Roughly we were out there from June 1955 to November, probably the middle of December 1955.

J And how much money did the operation earn for the School?

W I'll have to check the records.

J Roughly.

W As I remember, we got near \$1,500 out of it.

J What did you do with the money?

W It was deposited with the State Treasurer. And then we in turn bought equipment and things we needed at the School.

J It was deposited in what fund?

W Farm Contingent Fund.

J Alright, now you say you discontinued during the winter of 1955-1956 and then in the spring of 1956 things were stopped because the land was sold. Without too much detail, describe for me the circumstances surrounding that business as you call it of selling the land.

W Well, January the 26th of 1956 I received a letter from Harvey Dickerson, the Attorney General, stating I had been operating on Section 36, which was the section we were discussing, a gravel pit which didn't belong to me or the State and that I should cease operations immediately.

J Who did he contend owned that?

W He said that Section 36 had been bought by Mr. and Mrs. Bill Byrne of Henderson or Las Vegas, Nevada.

J What was the concept that he had, that that was public domain owned by the State, that was sold by the Surveyor General's office to Mr. Byrne and Mr. Embry?

W That was his contention, yes.

J I see.

W Yes, had been sold and been purchased by Mr. and Mrs. Byrne who were the legal owners of the property, and we had no right or authority on that property.

J Then what did you do, you didn't operate of course, is that right?

W Operations were ceased immediately, and we never touched that property

at all. We never went near it. Bernadot did a little operation there.

J Wait a minute, now, let's stop right there. What did Bernadot think about this letter from the Attorney General? Did he say, now I have to make arrangements with Byrne and Embry to get gravel; was that his reaction?

W No, he said he wasn't going to pay any attention to them, he was going ahead and cooperate with them anyway.

J Who with? His own men?

W His own men. And he wanted us to go ahead, and he said, let's go ahead and operate it anyway, and I said, not me, I'm not about to go on there. I have this letter from the Attorney General, and I'm not about to violate any instructions he might give me. So I'm not about to go on there; so then Bernadot took his own men and went on there; that left us clear out.

J How long did he run it while it belonged to Byrne and Embry? Or how long did he operate with his own men?

W He is still operating with his own men.

J Who does the land belong to now?

W The land belongs to the School, the gravel rights were reserved by the Federal Government, when that Section 36 was given to the State.

J When Byrne and Embry owned it, what did they do, give it back to the School? In due time?

W In due time, the School got 440 acres of the ground back.

J And that included the gravel?

W And that included the gravel pit, but the school doesn't have the gravel rights. The government still retains the gravel rights.

J When was it discovered that the Government retained the gravel rights?

W After we moved away from there in January 1956, Bernadot had his attorney go to Reno, or he and his attorney went to Reno, and they got to checking the land maps and in the Land Office down there, and they discovered that the Government retained those gravel and peat moss rights, so they filed for a lease on the gravel rights, which eventually they got.

J So now the situation is, the School owns the land, but Bernadot has a lease on the gravel rights with the Government, is that correct?

W That's correct, and we've had absolutely nothing to do with it, and we've had nothing to do with it since January 26, 1956.

J Going back to the situation when Byrne and Embry bought it, Bernadot went ahead and operated the gravel plant while they claimed they owned it, is that right?

W He didn't operate the plant. He went ahead and got gravel out of the pit.

J Ordinary gravel without it being washed or graded, is that right?

W Yes, because I refused to give him any water to wash it with.

J That is what I was leading up to. I wanted to know what happened to the School water while he was operating the plant himself.

W I refused to give him water to operate the thing at all.

J And he didn't operate the plant?

W All he did was haul gravel out of the pit.

J Do you know whether he paid Byrne and Embry for the gravel?

W No, I don't.

J Alright, then finally Bernadot got a lease for the gravel rights from the Federal Government. When did that occur?

W I don't know. He told us immediately.

J Sometime in 1956?

W Sometime in 1956, because he told us that he had this lease. When he got it I don't know.

J When he got that, did he return to operating his gravel plant?

W In the summer of 1956, he did along in the summer operate it again, and we did let him have some water. We let him have water in payment, in return we used some of his equipment, his loader and that kind of thing, but he had never paid the State any money for the use of water or for water given him. We've taken it out in equipment rental and that sort of thing.

J What kind of equipment rental?

W Well, he had a loader, and some trucks and we used them to haul some material and fill and so on, and we also have gotten some material that has been processed from his plant. We felt we were well paid for what we had from him, in lieu of the water he used from us.

J What is the situation as of now? This is the summer of 1958. Is he getting gravel out of there?

W He got some out of there early this spring, this summer.

J Was it ungraded gravel, or was it gravel that was processed in the plant?

W He operated the plant and processed gravel through the plant. And we did let him have some water. Before we had to start irrigating our fields we pumped him water and let him use it.

J But did he run the plant with his own men?

W Oh yes, he has operated entirely with his own help, we haven't had anything to do with it at all since January 1956--January 26, 1956.

J This year, when he used the water, what did he give the School in return for that?

W We used his equipment the same way, and, in fact, we have used his equipment off and on ever since that time.

J You figure that just about breaks even on the value of the water, is that right?

W Yeah, actually is we had to pay equipment rental for when we used his equipment, it would have cost us money. When you figure the equipment he has and if you go and rent it, it would cost you about between \$18 and \$20 an hour. And so we felt we were quite a bit ahead on it by using his equipment. Our own loader was gone, and we had none, and we needed it to haul some material, and we used his equipment to do it with.

J Did Bernadot have a partner in the deal?

W No, not that I know anything about.

J I understand that there was some one from Reno associated with him in that gravel plant, is that right?

W He bought the gravel plant from the Sierra Machinery Company, and he was paying it off in payments, but as far as I know they were not interested with him.

J I thought he had a partner who was associated with him, perhaps in his business here in Elko, that eventually split up with him. Do you know anything about that?

W As far as I know he started in that business by himself. In fact, when I was setting this thing up to begin with, it was influential in his starting in this ready-to-mix concrete business. Of course, he had been a contractor before, plaster and that sort of thing, but that is what started him into this business. And then, as I said, we got run out of it, but as far as I know he has never had a partner.

J You never dealt with anyone else in connection with that gravel pit on the west side?

W No.

J Only with Bernadot?

W Bernadot is the only one.

J And you never dealt with any partner he might have had?

W No, not that we knew anything about, we never knew about a partner if he had one.

J Alright, I'm going to put it very bluntly now, you have a trailer court, is that right?

W That's right.

J Is the trailer court paved?

W No, it is not.

J It is not paved?

W No.

J What is it, just plain dirt?

W Just gravel and dirt.

J Now, let's see Ward, did Bernadot ever do some work for you on your trailer court?

W Yeah, he poured a patio, he done some plaster work or stuccoed one of our buildings which was all paid for, I have the cancelled checks.

J You paid him for work he did for you? Is that right?

W Every bit of work that he ever did for us, we paid him for. Material and anything else that he took there we paid for. And we have the cancelled checks to show it.

J O.K., now, tell me there is a hot mix plant sitting right there. Who owns that?

W Oh, a fence company moved that hot mix plant in there this summer or this spring.

J Is that sitting on the ground leased by Bernadot or is it on ground owned by the School?

W It is sitting on the ground leased by Bernadot.

J And it is not on ground owned by the School?

W No, it is not.

J In other words, Bernadot leased this gravel area from the Federal Government and he in turn made some arrangements with the Tholl Fence Company of Sparks to put that hot mix plant there, is that correct?

W That's correct, and then he was to furnish them the material.

J The arrangements between Bernadot and the Tholl Fence Company of Sparks was completely their own deal, and the School never participated in any way on the arrangements between the two, is that correct?

W That's correct. We had nothing to do with it; that was between Bernadot and Tholl Fence Company.

J Did you, or any of the employees, or any of the boys in this School ever work on the hot mix plant belonging to the Tholl Fence Company?

W Some of the boys worked over there for Tholl and they were paid for the time that they put in there by the Tholl Fence Company. They were hired as individuals to go over there and do labor.

J How much an hour did they pay them?

W They paid them \$1 an hour.

J Which is the normal amount that the boys earn? When they work? Let's say they work on somebody's ranch, is that what they get?

W Yeah, that is supposed to be the minimum wage, and that is what they are paid.

J Did you ever do any business with the Tholl Fence Company as a person, as an individual, in your private capacity?

W Yes, we had a fence put around our house, well, the fence that belongs to our son and daughter-in-law.

J At the trailer court?

W At the trailer court, and we paid them \$255 for that fence, too.

J Tell me, once more, Ward, how the School benefited from this arrangement with Bernadot?

W Well, if we wanted cement aggregate or concrete aggregate, we could go out to his plant and get the processed aggregate to use here at the School to mix concrete if we wanted it. We also used his loader and trucks, if they were available, and we needed them, and we were welcome to them, and we did use them on many occasions; in fact, if we were to pay Bernadot for the use of his equipment, the State or the School would owe Bernadot rather than Bernadot owe us. Because of the water he used, in proportion to the equipment of his that we used, we would have owed him. When I say we, I mean the School, we would owe him rather than him owing the School. And we thought it was a fair thing. Both for the School and him, too. And he did, and we got along that way.

J His entire gravel plant is sitting there, still on the gravel bed that he leased, is that correct?

W His plant is sitting there, and Tholl's hot mix plant is sitting right there.

J A matter that the Stenoish couple mentioned in their complaint is the question as to whether records are kept of the accurate use and disposal of school supplies. What are they referring to there, pencil and paper?

W I wouldn't know. School supplies could mean the entire purchase of supplies for the entire School.

J School of Industry.

W For the School of Industry.

J They didn't mean the school room; you think they meant the entire School of Industry.

W I wouldn't know.

J What kind of records do you keep of supplies of the School of Industry?

W Well, now, if you are going to talk of the schoolroom itself, the school books and so on, that were purchased for the schoolroom, are delivered to the schoolroom and they are in storage up there-those that haven't been used. And it is up to the teacher that is up there to use those books as they see fit, but they are placed in the schoolroom. That is what they are purchased for. Now if they were referring to supplies purchased for the School--

J That is the institution itself--

W The institution itself which is the School, those things are kept by record by invoices, and dispensing and that kind of thing.

J Suppose that one of your employees wants a shovel. How does he get one?

W He comes to me and asks me for them, and I have them stored in the basement of my house.

J Why do you keep them stored in the basement of your house?

W Well, I keep them down there because I think that way I can keep some control over how they are dispensed and how they're used, and I keep them down there, and I also have a locker down there that I keep tools in. It is the same thing.

J What kind of tools?

W All kinds of hand tools and those kind of things. The paint guns and spray guns and that kind of thing are kept in my basement, and when they want them they come to me and get them.

J Does that include some of the tools used in the shop where the boys work, the School shop? In the basement of the main building here?

W Yes, it does. I have hammers, chisels, and punches and that kind of thing, in my basement.

J You keep them under lock and key in your basement?

W Part of them are under lock and key. That shovels and things are just in my basement.

J Why do you keep them over there?

W Well, because, they're not so easily gotten at, so I have some control over what's going out.

J You're concerned with people getting away with them, is that right?

W Not so much getting away with them, but carrying them out and throwing them down and breaking them and that kind of thing. When a shovel is issued, I expect them to take care of that shovel. There are things you can't protect against, I mean, sometimes you are digging with a shovel, you break the handle, or you might even break the shovel, but when they

do, I want to know that, and then I can issue another one, and know how it was broken, so we can keep some track of what goes on, and that sort of thing.

J Do some of your employees keep tools in their personal custody from time to time. In other words, suppose you have a man that is irrigating, and he has a shovel, what does he do with it overnight? Does he bring it back to the basement of your house, or does he keep it at his trailer, or does he deposit it somewhere in the main building?

W Well, I try to set up a maintenance man and the other staff members and I give them each a tool box with a set of tools, hand tools, such as wrenches, hammers, pliers, and that kind of thing.

J Let's pinpoint that a little more. You say that you give certain staff members a fairly complete set of tools?

W I try to make it fairly complete.

J To each employee?

W No, to my staff members, the maintenance man, etc.

J How many are there? The maintenance man is one, who are they?

W Farm Supervisor, and the man that teaches our shop for us, Nobel Skelton.

J What does Skelton do?

W Well, he does a lot of mechanical work and that kind of thing, so each one of those men I issued a tool box with nearly as possible a complete set of tools.

J Four men get a set of tools, is that right?

W That's right.

J When one of them quits, what happens?

W Those are returned to the School.

J Have you always got them back from employees who held those jobs?

W Yes, I have. There are times maybe when they'll lose wrenches, or things, which happen to any of us, but I have gotten the boxes back, and then they were reissued again.

J What you actually did was issue these tools to these four men, instead of issuing individual tools every day, and making them bring them back those tools every day, is that correct?

W That's correct.

J And in addition, as I suppose is normal, people are from time to time careless with tools and they may leave some lying around somewhere, and, with normal breakage, you lose some tools, so you have to replace those tools from time to time. Is that correct?

- W That's correct, that is why I have those locked up over there in my basement, and then I can dole them out from there, and I think I have a pretty good finger on where they go and how often they have to be replaced.
- J I suppose in all accuracy, once in a while, some of your employees actually steal some tools, is that right? And get away with them?
- W They could. Maybe a wrench or two. But the majority of the tools have been returned by those I've issued them to in the past.
- J In other words you think your losses are not too great, except with normal breakage, is that right?
- W Normal breakage and normal loss. As far as stealing the tools, I've never had a feeling that we had too great a loss there.
- J And you never gave away tools to you staff for their own permanent keeping?
- W No sir, I have never done that.
- J The Stenoish couple imply in their complaint that money donated by private persons as charity to the institution, for the purchase of clothes for the inmates of the institution, is not used for that purpose. Can you throw any light on that?
- W First of all, I dislike that thing about these boys being inmates. They're not inmates. Nevertheless, we have been given money not for clothes, not specified for clothing, and I would like to read you this one, Jeff. This was money we got last Christmas, it was sent to us to get things needed for the boys for Christmas, and this came from the BPOE Does, Drove No. 26, Box 984, Ely, Nevada, and this is the letter I wrote back, and I said: "Dear Folks, Through your generous contribution we were able to have a very nice Christmas. Your money was used to purchase pajamas, toys, tags, amounting to \$8.93. \$1.07 will go into the boys commissary fund where all the boys will get a portion of it. Through your efforts we were able to have six presents for each boy, which made a nice Christmas for them. We do want to thank you for your thoughtfulness and hope you will enjoy a happy new year." There was \$10 included in that from the Does. And here is a letter from the Lieutenant Governor Rex Bell and he says: "Mr. Ward Swain, Superintendent, State of Nevada, School of Industry Dear Mr. Swain: Please find Lieutenant Governor Bell's check for \$47.50 enclosed. This will cover the amount of purchase made for the boys at Christmas. Sincerely, Charlotte Swartz, Secretary, for the Lieutenant Governor Rex Bell." Notation here that we spent \$30.55 at Stevens Store, which was for pajamas and things like that the boys got which was used to fill out their Christmas. \$16.95 of this went to Pennys for more pajamas, shorts, T shirts and that sort of thing they got. In fact, I have the bills to show you exactly what was purchased, if necessary. But that is where that money went. Now that is the money that was here for last Christmas during the time the Stenoish couple was here.
- J Now when you receive money for a gift to use for such purposes, what do you do with it?
- W Money as a gift goes into our Gift Fund. It is set up and it goes to our State Treasurer to be deposited in the Gift Fund. Now these two items, for instance Lieutenant Governor Rex Bell every Christmas he calls and says, "Ward, I

pretty near forgot it was Christmas, and I want to help if I can. Now what do you need? If I send you a hundred or a \$150 will that do it? Always I tell him "We are in pretty good shape, Rex, a few little things we need." And he says "You go ahead and get what you want, no limit, get good stuff, don't get cheap stuff, get what you want and send me the bill." Which I did in this particular case.

J Then he paid the vendor directly?

W No, he sent the check to me, and then I went and paid the vendor.

J You took the exact check and handed it to the vendor?

W No, I took this \$47.50 check to Stevens and you can verify that from Clark if you would like. He was the manager of Stevens, he took \$30.55 out of the check, and then I went on down to Pennys. Mr. Hansen and I gave him the \$16.95 clearing that amount for the things I had gotten. I went down there and charged, and then I sent Rex a copy of the slips and he sent me a check to cover the amounts purchased and I went and paid it all. This other one they just sent me a check for \$10 and said to please use this for the boys for Christmas and that is exactly what I did.

J What did you do with that check?

W That check, like I said, I went and deposited it.

J You deposited it in the Gift Fund?

W No, I endorsed it and spent it, like I said I spend \$8.93 for toys and those kind of things, and \$1.07 which was left over I put in the kitty for the boys in the commissary.

J Another charge here is the complaint filed by the Stenoish couple goes like this: that one Bernadot entered into a contract with the School for leveling certain areas and covering the area with tar, and that the contract was filled in an amateurish manner. I suppose this refers to this black top that is sitting out here and apparently hasn't been completed yet. Tell me the story of that, Ward.

W Well, Bernadot entered into an agreement with the Tholl Fence Company to furnish material and to make soil to put down here by the SP Depot. They moved the SP Depot and Railway Express Depot from down by the Commercial Hotel up the street about five blocks, and the Tholl Fence Company had the contract to put the, to level to put the oil base in there. They came here to mix the base. It was going to be a road mix or a blade mix, if you understand what I mean.

J Made by plowing it back and forth.

W Plowing back and forth. So they had no area big enough to do it, so I told them if you want to mix it out thereby the shed, why you can use that area in there. I was foolish enough or greedy enough to think when they were through we would have a ramp out there in front, of oil, which we will have when it is finished. But they started late in the year, the storm hit them, they couldn't work the oil consequently it is still there. That is the only thing we had to do with it. Bernadot was furnishing them the material, they

were furnishing their own oil and equipment, and everything, and all Bernadot did was furnish the material for them. He hauled it out there and dumped, they leveled it with their blade, and then put the oil on it and started mixing it. Well, they got too much oil in it and couldn't handle it. So it is still there. But he promised me when he got here this spring he would come and still level that up, and we would still have an oil ramp there, which was no cost to us or the School, and we were merely doing it as a favor to them, that's all. Like I said, I was feeling a little greedy, and thinking we was going to get an oiled ramp in front of the sheds for nothing. Now that is what that amounted to.

J It seems to me that there was no harm in that. It seems like they should eventually finish the leveling and make it neat for you.

W They promised me they would be back here and do that.

J In other words, Bernadot didn't enter into a contract with the School to do this. There was no contract involved?

W There was no contract at all. It merely a deal we made with Tholl.

J Now the way this Stenoish thing reads is that Bernadot entered into a contract with the School for leveling certain areas and covering those with tar and the contract was filled in an amateurish manner.

W He never entered into no agreement, that's all. It was just giving them an area to work in, that's all.

J So it wasn't done at your behest at all, was it?

W No, not at all.

J The next one is the Stenoish complaint is like this: The fact that large quantities of material had been purchased for no obvious reason and wasted. What are they referring to there? Do you have any concept of that? What kind of material?

W That is what I would like to know. What kind of material?

J Have you wasted material and supplies around here? One kind or another?

W The biggest waste we had was when he was in that wood shop spilling paint on the floor and that kind of thing. We never wasted no material, paint or lumber that I know anything about.

J The next item that they have: The fact that 55 employees have been hired by Swain and have left the employment during his tenure as Superintendent of the Institution. Now you came here in 1950, do you know how many employees have come and gone in the eight years since you came?

W The only way that I would know is to go back and check the records. I wouldn't have any idea.

J It is quite a chore to check the records?

W Yes, it would be quite a job.

J Did the Stenoish couple have a chance to check those records?

W Not as far as I know. I don't know where they got their figures.

J Would they have the time to do it, would they know how to do it?

W If they took the time to do it they were certainly taking time from their job.

J Where do you think they got their information about approximately 55 employees?

W I don't know where they could have gotten it. Whether they're guessing, or someone made a remark, or what it would be. I do know when we first come here we had people coming and going - particularly cooks; our staff at that time was getting \$150 a month, the cook was getting \$125 that was all they got and they wouldn't stay; we were lucky if a cook stayed a week. They wouldn't stay for that kind of pay and do the work there is to do here.

J How long have you had your present cook?

W Two and one-half years.

J Let's go through the payroll, and give me to the best of your ability the time each one of them has been here. First Irwin Ambler, how long has he been here?

W He has been here almost seven years.

J Bernice Dyke and Perry Dyke, they probably were here the same time.

W No they have been here a year and a half.

J I mean the both of them together.

W Oh yes, one and one half, they came here together.

J Conrad Fertig?

W Conrad came in February of this year. When my wife went off the payroll he was the night man we hired.

J But he was your first night man.

W First night man.

J You didn't have any before he was hired. He filled a new job.

W Filled a new job, yes.

J Dorothea and Ernest Howes.

W They have been here almost six years.

J John Naungayan.

W John Naungayan has been here 2-1/2 years.

J Nobel Skelton.

W Nobel has been here a little over a year and a half.

J Clarence Yancy.

W Yancy has been here a year last March.

J Jean Yancy.

W Jean Yancy was here in July of this year and that was a new job.

J Now let's see, you first started hiring teachers at the beginning of the fall term of 1957.

W Well, they came to work on July 1, 1957.

J But you had no teachers prior to that date, did you?

W No, certified teachers, no.

J The next one is the subject of sex perversion and so forth, but I don't care to discuss that here with you. Mr. Breed has adequate information on that, I think; he has looked into it at length. I don't think we should take the time to discuss it now particularly, unless you want to talk about it here. Do you want to talk about it?

W It is up to you. If you want to, if there is no reason for it, there is no use taking the time.

J It is a very complex thing, that particular but it appears, Ward, that it is so complex that I think Mr. Breed will have the story on this particular matter. But if you have any comment on it - did you say these things went on while Mr. Stenoish was in charge of the boys in the gym, and he never did anything about it?

W That was a claim of the boys. The boys reported to me that is was always worse when he was on duty because he never did anything about it.

J The next item in the complaint was that you prohibited all discussion as to whether a certain quality of high-grade lumber had been purchased and subsequently substituted for the same quantity of inferior lumber, and the high quality lumber has disappeared. Would you care to give me the story of the lumber?

W Yes I would. I would like to know what they call high-grade lumber, in the first place, and in the second place I can take you down there and show you the lumber. So as I see it there is no question.

J Where is the lumber now?

W It is down here in the shed.

J That is it that we looked at the other day down by the barn, is that right?

W There are three piles of it down there.

J Three piles. What did you purchase the lumber for originally, and what were the circumstances surrounding it?

W I bought the lumber to build the barn with, that is why I bought it. And I bought it because it was a good buy. Any time you can buy lumber in this country for \$75 a thousand, it is awful cheap lumber; not only cheap lumber, but it is good lumber.

J From whom did you buy it?

W Russell Grives.

J Who is that?

W A man who went down into California around Redding and he would buy a load of this lumber, oh, 6 to 7 thousand feet of it in a load and then he would come up here and by taking a load you could get it for that price. In fact, it came baled in two bundles, 3000 feet in a bale and so he came into Elko and I found him there and priced the lumber, and when I discovered what we could get it for, that is when I made an effort to get it. And the first load was 2 x 4's and 2 x 6's, and then the other two loads, one of them was 3000 feet of 1 x 8 cedar siding, and the other was 2 x 8 tongue and groove.

J How many feet did you buy altogether?

W *** in one load, \$21.75 in one load and there was \$479.95 for another 6,000 feet.

J About 12,000 feet altogether. Was that enough lumber to build the barn that you contemplated?

W No, it wasn't good enough lumber to build the barn. I contemplated that being enough for the sides of the barn and for the ceilings. Of course, there would have to have been lumber to line it and finish it up inside, and I planned to get more.

J You paid for that out of that \$10,000 appropriation that the Legislature made in 1957 to build the barn, is that right?

W That is right, and that was paid for with the approval of the Purchasing Agent.

J But you haven't built the barn with that lumber. Tell me the circumstances about that, and why you're building it instead out of prefabricated material.

W Well, this spring after we got to thinking about it, in fact last spring, when we found out that we would have the money available on the 1st of July, we sent the plans of the barn and everything to the Purchasing Agent to put out on bid. He failed to do that. So this spring again we got busy and got those same plans again, and sent them back to him, and there was such a good price on it that we felt we could build better and cheaper with this plankage out of a prefab barn than we could by going and buying the rest of material for the barn, so we did get a pre-fabricated barn, and the material. So consequently, we used the other lumber for other things. As I told you, some of that lumber went into the partition

in the dormitory, some of it went into that ante-way up there where you can walk in and see, and we have used it in various places around the School where it is needed. And what hasn't been used is still down there. In fact one bundle of that 3000 feet of the --- siding is down there with the strap still on it, the straps have never been broken, unless they have been broken in the last two or three days.

J In other words, eventually you will use the lumber around the School, is that the thought you have?

W That's right.

J But you haven't used any of it on the barn?

W Yes, we have used a few pieces, some of the 2 x 4's and 2 x 6's, only just a few pieces, maybe five or six pieces.

J Did you buy complete loads of lumber at one shot just for the School?

W Yes.

J No one else bought some lumber off the same truck loads?

W Yes, Ambler bought 3,000 feet and I bought 3,000 feet.

J Were they part of the same loads that came with the School lumber?

W Part of the same load that was in bundles.

J Oh, I thought you said you bought complete loads truck loads for the School alone.

W No, the School paid for 12,000 feet and of that 12,000 feet I got 3,000 feet and Ambler got 3,000 feet of one load, but we paid for them.

J In other words, here came a truck loaded with one load of lumber, and the School bought part of the load-

W No, the School bought the entire load of the first load.

J Alright, how was the second truck load worked?

W The second truck load came, and Ambler got part of it, and the School got part of it, and we dumped it off together because you couldn't unload one in one place and one in the other.

J In other words, the School bought a portion of the load and Ambler bought a portion of the load, and they were dumped together down here.

W Yes, that is right.

J Then there was a third load?

W Yes, and I got part of that load, I bought 3,000 or 3,600 feet of it and Ambler and the School got the other.

J So there were three loads together delivered right here on the grounds.

W Yeah, one was of siding, the other was that 2 inch stuff.

J Alright, let's say a portion of that third load was owned and purchased by you. What did you do with it? Is it still out here?

W No, I took it out to my trailer court.

J You took some from here and took it over there?

W Yeah.

J What did Ambler do with the portion of the second load that he bought?

W He picked it up, too.

J Did he pick it up with his truck, and where did he take it?

W He took it up to my trailer court.

J And his portion is up there at the trailer court?

W In fact, I bought his portion. He didn't want it, so I bought it from him.

J Oh, you bought his portion.

W So after, in fact just the other day, I paid him for it.

J I see. So then you moved it up to your trailer court.

W That's right. We took the bundles, and the bundles had big heavy straps on them. I'll take you down and show you. We cut the straps on them, both bundles were the same, and then we took ours out from both bundles.

J Ward, tell me this, is all this lumber of the same grade and quality?

W It was all exactly the same.

J No matter which pieces you pulled out, of the portion you bought, it would be the same quality as the portion that the School bought.

W It was identical, the same material.

J Tell me this, did the School's portion consist of a bundle, and your portion of the third load a bundle, or how did you do this?

W That's right, it came in two bundles.

J And you bought one bundle and the School bought the other bundle.

W They weighed a little over 4 tons a piece, and the only way you could unload them was all in one place. So rather than go out to the trailer court and dump them both there, and have to move one out here, we thought it would be better to unload them here, and then leave the School bundle intact - never even broke the band - he took his bundle and I took my bundle.

J So it isn't true that you picked out the high quality stuff, is that right?

W The School's lumber was left in there without the bundles being broken, because they were strapped together, and I can take you down and show you.

J See, according to the Stenoish couple, a certain quantity of high-grade lumber was purchased and subsequently a certain quantity of inferior lumber was substituted, and the high quality lumber disappeared. But this was all the same quality, and you had your bundle and the School had its bundle, is that correct?

W That is correct, bundled together, that is correct.

J Ward, I understand there are some sheep and cattle that have been here at the School for some time that belong to your son, Denny, and of course that means to you. Would you explain to me the circumstances surrounding their being here, and what happened to them, and all the facts about that matter?

W Yes, I'd be glad to Jeff. I'd like to take the cows first, if we might. And that way I think we can clear this so it will be more clear to both of us, if we take up one at a time. I would like to go back to 1950 when I came here and you came up here at the same time as I did and you knew what we had for stock. We had no milk cows, and, consequently, we were up against it as far as milk was concerned. So that fall (we came here in August), my wife's father, who had a good milk cow, a right young calf, agreed that if we would come and get that cow, we could take her for milk. So we went and got the cow, and when we got the cow, he gave the calf, which was a heifer calf, to Denny. So we milked that cow all that winter until the next summer. The next summer she started drying up, and I took her back to him and we kept the calf.

J While the cow was here the milk that she produced was used at the School?

W Entirely, it was all used at the School, it went right into the kitchen. So, in 1951 I took the cow back, and we kept the calf of course. Well during all this time this calf had calves and so there has been quite a production there. So up until April 30 of this year we have had these cows and calves here. Now the cows have been milk cows, we have milked all the cows, and all the milk produced by these cows has gone back to the School. Besides the milk that was taken from the cows, there were three which were slaughtered for meat, and all that meat except one hind quarter of one animal was consumed at the School. It was taken into the kitchen, cut up, and used by the School at no cost to the School.

J Were those cows or steers?

W Well, they were cows and steers too. There was one 2 year old cow, there was one steer 18 months old, and one yearling. Now that is what was butchered. Now there was one hind quarter of the 2 year old cow that was taken to our son and daughter in town. The rest of it was taken to the kitchen at the School and eaten by the boys and the staff here at the School. Now in April this year, 1958, we decided that we would move this stock out of here, and we found this place where this man said he would take them, and he took them on a percentage basis. So when they were ready to be moved, the State Brand Inspector inspected them and issued a receipt or slips on them,

and took on April 30 of this year 3 cows, 1 right tiny calf, a small one, and 1 yearling heifer to his ranch down by Austin. Now there was one cow left here, and we took that cow over to the Ruby Mountain Packing Company and had her butchered. The reason we took her there was in the warmer weather you don't fool with meat, so he has a cooler over there and he butchers them and cools them out. Along with that cow there were four lambs that went over there. The lambs were also butchered, and until today when I went to talk to him, I didn't know if they had all been sold back to the School, or part of them had, or what. So anyway those four lambs and that cow belong to Denny. They were Denny's cows, too. So this morning when I went over and talked to him, and he told me they all had been sold back to the School. I told him all I needed was to make the check payable to the School.

J In other words, the packing company is going to pay the value of that cow and the four lambs to the School, and then in turn, of course, the School will pay the packing company for the meat it purchases, whether it is exactly the same meat or not, is that correct?

W That is right, nevertheless, we assume that meat was sold here. He said it was, and I have nothing else to go on after they were butchered. And now, talking about sheep. I would like to go back to 1950 on that sheep deal. In the spring of 1951, there were two different herds of sheep being lambled down near Carlin. Well, the kids down there, they got into them, they picked up some of the lambs.

J Some of your kids?

W No, kids at Carlin. They got some of the lambs, and, of course, had them from their mothers for some time, and finally it came to the attention of the judge, and so the judge got hold of the parents, and, as I understand it, the parents paid the sheep men for the lambs. And then the judge phoned me, and told me there were 12 lambs down there that our boys could have, if the boys went after them. I went down with one of my staff members, and my boy, Denny went with us. And there were 3 other little guys from the School, little boys that went along, and they got those 12 lambs and brought them back up here. Well, the boys took about 2 apiece, and they had to feed them on a bottle to raise them. So when they were finally raised, Denny wound up with one buck and one ewe. Well, from that buck and ewe seven years ago, he has had quite a production of sheep. One of the sheep this spring had 3 lambs, but they always have twins, so that is where the four lambs came. Now aside from the 4 lambs that were sold at the packing house, there were five slaughtered. Three of them were Denny's and the School got those. We got one leg of lamb out of that, and it was a small one, too. But aside from that the School has gotten all of those.

J They were slaughtered right here by Mr. Howes?

W Slaughtered here by Mr. Howes and were eaten by the people here at the School.

J Are there some lambs still left here? Out in the field?

W There are 11 down there and one buck that was, should belong to Denny, that is there, the rest of them belong to the School. The boys who had

those lambs and raised them, have left and the School has eaten those lambs. As time has gone on, they have been butchered and consumed by the School.

Jeff, I have another deal I think you should do something about. I don't know how you didn't catch it before now. Nevertheless, here it is on paper. I have to go back a ways to clear this for you, and I have to go back to the summer of 1953. As you know, Dr. Kennedy down here, you probably know Dr. Kennedy personally. Anyway, he has been a good friend of the School, he keeps our cows vaccinated and treated.

J Is he a veterinarian?

W Yes, and he takes care of our cows entirely. In fact, we are under this Government set up, because he set it up, and he is taking care of them periodically, as required. Anyway, in his coming out here, we had to wrestle the cows and throw them down to vaccinate them. So he said to me, "Ward, one of these days somebody is going to get hurt, someone of these boys is going to be hurt, and you're going to be in trouble. I have one of those branding and vaccinating chutes. Let me bring it out." And I told him "No, I couldn't do that, I had no way to pay for it." So he said "Let's bring it out anyway, and we'll get it straightened out later." There'll be a chance later when we get it straightened out, but it isn't worth the chance to take with a boy, or someone getting hurt. He said it might be one of the boys or one of the men. So anyway, he brought it out. It was brand new. It wasn't even assembled.

J Was it steel or wood?

W All steel, arms and everything steel. He brought it up here and set it up, and we used it for vaccinating and branding at that particular time, and it was just left here. So as time went on, nothing was done about it. Then in the fall of that year, he came to me and said he had this Angus bull, and he said he had no place for him, and he said "You have no bull," which we didn't have, and he said "If you would take him I would be glad to leave him and then maybe later we can make some arrangements to buy him or some kind of arrangements with you."

J So there, he was temporarily loaning you the bull, is that right?

W That is right. And so he brought the bull down and he was a nice bull, he was a registered bull, had papers on him. So we had him around here until October 1956. So we had a bunch of cows that weren't much use to us, they're barren cows, they're scrubby stuff, why don't we segregate these and get rid of them and that way we can straighten out with you, Dr. Kennedy. So he and I got busy and hand picked the ones we thought we should get rid of to make our herd better. So we took 15 head of them on October 27, 1956, to the auction downtown at Elko stockyards, and sold those 15 head over the block. The final amount for that 15 head of stock was \$1076.71. From that was deducted for brand inspection 10 head - \$2 for weighing 15 head - \$3, making a balance, then a commission for handling through the stock sale of \$1.50 a head, which made \$30, which left us a balance of \$1041.71. Then on November 1, 1956, when Dr. Kennedy got the check he gave us a check for \$536.84. He charged us \$200 for the bull, which was about half what it was worth, he charged \$304.87 for the branding chute, which was \$150 less than what it cost. So that way we paid him off, and \$300 of the \$536.84 was turned over to the State Treasurer and deposited in our Farm Contingent Fund.

- J Let's talk, Ward, about a certain tractor that you rented last year at the School from the A. D. Machinery Company. I understand you paid \$100 a month approximately as rental on this machine. What was the make of the machine, the type?
- W It was a D-4 Caterpillar Tractor.
- J About what month last year did you rent that?
- W As I recall, Jeff, I think it was sometime in March last year. I remember of starting to plow and that kind of thing, and I got it primarily for that purpose. Of course we used it all summer when we were putting this tank in back here, and that kind of thing, for our furnace. It was quite a job; we had to put in that 10,000 gallon tank in there, we had a lot of digging to do, and leveling to do, and we used it on that heavy work.
- J Did you use that tractor almost every month for one reason or another?
- W I don't think there was a month went by, probably up to June of this year, that we didn't use that thing for some reason. We used it an awful lot.
- J You kept paying rent, according to your books and accounts, until the month of April, which I think would be about 13 months. Tell me what happened after that time.
- W Well, we paid that rent, in fact, this spring. Mr. Harold Anderson of the A. D. Machinery Company, I saw him, and he said "I think you paid enough for that thing, you can have it, let's just call the deal closed and you take it. We'll just give it to the school as is." So we took it, I never bothered to get a bill of sale, or those things, and get the thing straightened out, he was busy and I was busy, and consequently we didn't get that done.
- J In other words, you finally acquired a tractor which you intended originally to rent, but when you paid enough of the money out on rent, Mr. Anderson gave it to the School, and the bill of sale will be made out to the School, is that right?
- W That is correct, it was definitely bought for use here at the School.
- J OK. I think that is all we need. Now, Ward, I'm interested a bit in your potato situation at the School. I know you raise potatoes at the School but I understand that last year you were short and bought potatoes in Idaho. Will you tell me how that was, and the circumstances surrounding the potato situation.
- W Yes, I did buy potatoes in Idaho last fall, Jeff. In fact I went up there and bought two loads, 4 tons each time, and the reason I did that was because it usually takes between 18 and 22 tons of potatoes for us-
- J For a year?
- W For a year, it will last us for a year, of course. Out of that we always have been able to have our seed for our next year's potatoes, too. So I went to Idaho, and potatoes were scarce and hard to find.

J You went to Idaho because you didn't have enough potatoes?

W That is correct.

J Why was that?

W That I don't know. They didn't produce. We had them planted, we had them taken care of, but we suddenly didn't have the potatoes we needed.

J And you didn't have enough to last you for the next crop to come around, is that right?

W That's right, and then I went to Idaho - I went up there with the thought in mind of picking up 4 or 5 tons and letting it go at that, but when I got up there on Saturday, and between that Saturday and the next Saturday, the price had gone up a \$1 a hundred on the same kind of potatoes. But the man had told me that if I would come back the next Saturday, he would give me another 4 tons for the same price that I bought the original 4 tons, so I was afraid that when Spring came we would be out of potatoes and the price would be so high we wouldn't be able to touch them, so I bought the 8 tons thinking we would need them. We anticipated a bigger load of boys, more population in boys, and naturally we were planning for that. Some of the potatoes did spoil. I just over purchased, that's all.

J What were you planning on, that you would have 60 boys during the remainder of the fiscal year, is that right?

W That is right. During the winter months we usually get loaded, we always have during the last few years, we have been around 60 boys. Well, if we would have had the 60 boys population, they would have eaten the potatoes. As it was, we didn't get that population, and consequently we didn't eat the potatoes. We did use quite a few of them for our seed, and we have potatoes planted now. What we'll get from them we won't know until we dig for them.

J Some of them spoiled, but that was primarily because your school population wasn't as high as you felt it probably would be.

W I overestimated our population, and I got them because I thought they would be so high in the spring that we wouldn't be able to afford to touch them.

J Ward, I would like to talk about the Boys' Fund. Would you explain how you handle the "run-away sacrifice," as you call it here.

W The "run-away sacrifice," Jeff, as we call it, it is a punishment set up for boys running away actually. Boys who we think have earned the privilege of working downtown are allowed to do so. All the money they earn is theirs. In most schools, if they go out and earn a dollar, the school gets 95 cents, and they get 5 cents. There is one school I know where the school gives the boy a quarter and they take 75 cents out of each dollar. But here we let the boys keep every dime they make. And in our rules and regulations regarding boys, we have constantly told the boys that in the event they are allowed to go downtown and work and earn money and they run away, either from a job downtown or from the School, they forfeit the earnings they have on the books in the Commissary Fund or in the Boys' Fund. We have done that primarily as a punishment for run-aways.

J Then if they come back to the School after running away, they start all over again, is that it?

W They start with a clean slate. The money they had to the date they ran away, they have forfeited, and that goes into that fund for the commissary.

J Would you read your rule to me on that? Word for word?

W Our rule as we have it set up here reads like this: "Any boy who has been allowed to make money while at the School forfeits all his earnings to the Commissary Fund if he runs away either from his job or from the School." I think that is quite plain, they should understand that. And our boys who come with money and deposit that, I don't feel that should be included in that.

J They can take that with them, if they still have that.

W Those boys that earn that money, if they bring money with them and run away, they forfeit what they have earned while here. There isn't one out of ten that brings any, so they earn their money while here. Now, if they come here, and go to work downtown and make money, when they leave here, that money is theirs. Now, we have had boys that would have as much as \$500. When they leave we give them enough to pay their transportation, and when their meal tickets downtown are cleared, we turn that money over to their probation officer, who in turn pro-rates that or doles it out as he sees fit. But it is in his fund, then; he is the trustee of the court, and when they leave here, they are under the jurisdiction of the court again. So we turn that money back to the trustee of the court, and he hands it out to them.

J You said when a boy left here you provided transportation and some of those things. Just what do you provide, and where does that money come from? Does that come out of appropriated funds of the School or from the boy's own funds?

W We don't provide transportation away from the School. In fact, we don't provide transportation to the School. On the original commitment to the School the county is responsible to get them here, at their cost. When a boys leaves here, and we have gone over this before, I don't know how right I am, but I have taken a stand, that any time that an original court order is modified he is no longer ours, and then it is their responsibility or the parents' responsibility, and in many cases the boys have used the money that they have earned to pay their transportation home. But it still isn't the State's responsibility in my way of thinking. And that is the reason that is being done.

J Well, didn't you say a moment ago that you gave the boys something when he left here?

W His own money.

J Oh, just his own money.

W Just his own money.

J No clothing or anything like that?

W When he is ready to go?

J Yes.

W No. All he has is his own money, if he has his own clothing he takes it with him when he leaves.

J Now suppose he has \$500 of his own money when he leaves, what do you do, write a check and give it to him or do you give it to his probation officer?

W If he had \$500, we'll say, let's take it this way, I would, supposing a Las Vegas boy who has been here for some time, he has been allowed to work downtown and he has built up a fund of \$500 in the Boys' Fund. Then he is ready to be released to go home, but when he is ready to be released, and the day he goes, I'll probably give him a check for \$50, the fare from here to Las Vegas is \$21.70, I believe, and he has to buy three meals anyway and probably four, so I give him a check probably for \$50. The balance of that \$500, or \$450, will be sent to his probation officer in Las Vegas.

J What do you do, write a check to the probation officer personally?

W I write out a check to the probation officer personally, and on the check I show for whoever it might be, putting the boy's name down on the bottom of the check, and that is turned over to the probation officer who, of course, has to endorse that check to cash it, which gives us the receipt from the probation officer, and on this receipt we have the boy's name for who the money was meant. Jeff, we have taken a stand here that any time a boy is released on parole or if he runs away from here, that is our responsibility or the State's responsibility, maybe I had better put it that way. And then we spend money to go and return that boy, whether he is a parole violator or a run-away, I feel that is our obligation. On the other hand, when the boy is committed by the court, the county is responsible for getting him here at their expense. Then when that modification is changed, that court order is modified, it releases me or the School, maybe we should say that, and the State. Then it is my feeling that it is their responsibility again to get him back. It is either the county responsibility or the parent's responsibility, but I certainly can't see why the State is responsible for returning him.

J I agree with that, I think that sounds OK. Here is a letter of August 11, from Mr. Jacobsen, the Legislative Auditor with a number of questions. Let me read this first one and then I would like to have the details on it. Check No. 1106, dated March 29, 1956, to the Paymaster Corporation for a checkwriter costing \$119.50. I presume that since the only checks written are against the Boys' Fund, this payment was made from that Fund, is that correct?

W That is correct, Jeff. We bought that check protector feeling it was protection to the boys money and to myself to have such a thing because that was the only checks we are allowed to write here.

J Since your Boys Fund and your Commissary Fund are blended together in the bank, was it actually boys' funds that paid for the checkwriter or was it commissary funds?

W It came out of the Commissary Fund because there was no individual boy paid for it. It was bought from the accumulation of the Commissary or

Boys Fund, whichever you want to name it, so it actually came from the Commissary Fund, not the Boys.

J That is what I wanted to pinpoint. But the money did come out of that bank account, obviously. What I wanted to get at was it boys money spent for the checkwriter or the commissary money because -

W There was no individual boy paid for it.

J Why didn't you buy the checkwriter with appropriated funds out of your operating expense allotment, or let us say your equipment allotment?

W Well, I thought of that, Jeff, but I thought I would be wrong because the Boys' Fund or the Commissary doesn't belong to the School; that was the Fund that would solve that. Now this is my thinking; since you and I have discussed this I have gotten some light on it, but that was my feeling at that time, and I felt that this was entirely for that Fund, and there was money in that Fund, and that is the reason I bought it from that Fund. I wasn't trying to circumvent the Purchasing Agent on that, I went ahead and bought it because I thought it was needed protection, and I purchased it for that use.

J The next item is Check No. 1386, dated September 18, 1957, to one Ralph Wainwright for a duplicator. Was this duplicator for general use or boys' business only. Now what do you want to tell me about this duplicator?

W Well, this duplicator, Jeff, we have been wanting one ever since I been here, and we had the opportunity to buy one that we thought it was pretty good price on it, so I bought it originally with the intention of the School or State money or appropriated money paying for it, so when I submitted the bill on it the Budget Director refused to pay it.

J On what grounds?

W On the grounds that it was an equipment item, and it was over the amount of \$25 and it should have been purchased through the Purchasing Department.

J What was the amount you paid for the duplicator roughly?

W Around \$42, but I'm not sure about that.

J Now then, you wrote that on your bank account, that particular check. Do you consider that the money for the duplicator was paid out of the Boys Fund or out of the Commissary Fund?

W It was paid out of the Commissary Fund, no boys' money actually was used for it.

J Do you use the duplicator for the most part on commissary business, or on general School business?

W Well, it is used for all of them, well, maybe for the most part, you could say it is used for the general School. We use it for the schoolroom, general School purposes and for commissary purposes too.

J Why did Dutch turn down that claim?

W Well he claimed it was an equipment item.

J Well what difference does that make?

W I don't know.

J Did he reject that because the Legislature didn't appropriate for it?

W No, he just said it was an equipment item and should go through the Purchasing Agent.

J For \$42. The rule in the Department of Purchasing is they handle only stuff that is \$25 or more.

W The Purchasing Agent holds us to \$25. Any equipment item \$25 or over has to go through the Purchasing Agent.

J If that was Dutch's view, and only reason he turned it down was because it hadn't gone through the Purchasing Department, why didn't you go through the Purchasing Department?

W Well, felt there was no need to.

J Well, you knew that the rule is \$25 or more, and you knew that, why didn't you go through the Purchasing Department?

W I never thought about it to begin with, and then after Dutch refused to pay it, I decided to buy it out of the Commissary Fund and we'd be done with it.

J Next item that Jake talks about is Check No. 1473, dated February 20, 1958, to the Cal-Neva Sales for a bowling set \$68.34. Did this come from the Boys' Fund?

W I paid for this from the Boys Fund, Jeff, because it is a game that the boys all use, and it is used by the boys, it isn't used by the School.

J How do you evaluate that, as coming from the Boys Fund or the Commissary Fund?

W It would come from the Commissary Fund, the same as the other. No individual boy paid on that. It came from the Commissary Fund, but it is being used exclusively by the boys.

J How come you didn't buy that out of your appropriated fund the same way as other equipment in the gymnasium?

W Well, I had no equipment money to begin with, and I thought that was a good thing to have so I got it. You can set it up any place, and they have used it and used it. You saw the backstop in there, but that is the reason, I had no equipment money and I thought it would be a nice thing to have and there was money in that Commissary Fund, so I used it.

J Check No. 1508, dated March 29, 1956 - \$42.50 to Paymaster Corporation

for forgery bonds. Jake wants to know if that is Boys Fund business only. Now first, what are forgery bonds? What are they?

W We have a bond on this check protector. In the event that someone should forge a check, deface it or change the amount of the check, or anything like that, it is all covered by that bond.

J Is that \$42.50 paid each year to renew the Bond? How long is the bond good for?

W It is good for two years, under Lloyds of London.

J So the theory was that since you paid for the Paymaster checkwriter out of the Commissary Fund you would pay for the forgery bond out of the Commissary Fund, too, that correct?

W That is correct.

J But I want to carefully distinguish on this one, the money for that bond was paid out of the Commissary Fund and not funds belonging to the boys, is that right?

W That is right.

J Jake says also in his letter I notice some payments to the Seamans School from the Boys Fund and also a claim sent to that State. What is this for?

W Well, Jeff, we have this little boy, Master A., who has been at the Seaman School for five years, four or five years. He was sent from Elko and during the time he has been there he has been receiving social security benefits.

J Master A. has a mental problem, does he?

W A mental deficiency.

J And this is a school for children with mental handicaps, is that right?

W That is right. We had that boy here, Judge Wines committed him here to us, and we discovered what he had. He then committed him to this School at Seaman for mentally deficient boys. I never did see any girls there. Well, anyway-

J Is he still in your custody?

W Oh, yes.

J He didn't commit him out of your custody to the Seaman School. If he had, the county would have been required to pay the cost of maintaining him there.

W No, he is still mine, he, I am still his legal guardian; that is why I receive the social security claims.

J You said the Judge committed him to the Seaman School, but he must have committed him here first. How did the Judge enter into the decision to send Master A. to the Seaman School?

W After he committed him here to us, and we found what he had, that he was a mental case, then we began looking for a place to put him and we found this place in El Monte, California, and they would take him at a cost of \$100 a month. So we then went back and reported to the Judge, and he instructed me to try to find him and he authorized me to take him which I did.

J Has that \$100 been paid out of the Girls' Fund?

W No, that comes out of the State operating fund for the Nevada School of Industry, not the Girls' Fund at all. Then this question you asked about this money being paid out of the Boys' Fund, it was paid out of the Boys' Fund which had accumulated through social security benefits which were turned over to the School, or us, since his commitment here, and, of course, that is being deposited in his name and has built up a fund which has taken care of his clothing. This particular check was made to pay for dental work done for him down there.

J How would a boy get social security benefits?

W His father was killed at the mine and his mother was receiving benefits for him, and when he was removed from his mother, and I was made his guardian, Social Security transferred those benefits to me here at the School.

J So that social security money belongs to him personally, and it was deposited to his account here in the Boys' Fund, is that correct?

W That is correct.

J Now proceed.

W But when this dental bill came up, why the State, like I said, the State appropriated money for his tuition as we call it, and when this dental bill came up I paid for his dental bill from his money or money from the social security.

J Why didn't you pay for it out of the operating expense allotment of the School of Industry.

W Well, the boy has quite a large sized amount of money in there and I thought it was no more than right that we take it out of there and pay for it rather than use the School money.

J Dental work is done on other boys living here at the School, you pay for that out of the School operating expense, don't you?

W Very little of it. We go to Dr. Gallagher here and they have some funds set aside through some agency. We take boys down there and it is paid for out of this other fund, we don't pay for it, and what fund it is I don't know, but they don't bill us at all. There have been only one or two occasions; when I say occasions I can give you an example of a boy we had from Reno, he had extensive work done. In fact, all his teeth were removed, and he had to have both upper and lower plates made, so they were able to get a good part of it out of this other fund.

J That is a private donation I take it, is that right?

W I don't know what it is, Jeff.

J But the doctor bills that organization, or fund as you call it, for dental care for most of the boys you have here at the School?

W That is right. But this one boy had gone over the pro-rated limit, so the School or our fund paid for part of the plates, the teeth.

J What happens when one of the girls that you have in an out-of-state school has dental work. Who pays for it?

W That is paid out of the Girls' Fund.

J You pay for it?

W We pay for it.

J And that is not included in the monthly payment you pay for each girl?

W No, on all girl placements I have to sign an agreement that we will furnish medical, dental and clothing for those girls. Then when something like that comes up, I submit the bill to the State, and it in turn pays the bill.

J Well, then, I just don't see how it was you paid Master A.'s dental bill at the Seaman School out of his social security money. Why didn't you pay for this out of the operating expense funds of the School, like you did for the girls that are in out-of-state schools?

W Well, first, Jeff, our fund is getting low and besides that, that is what the money is sent for; social security money is for clothing, medical and those kind of things you want to use it for. I was carefully instructed when we first started doing this, so rather than draw the State's fund down when he already had a good fund, I took the money from his fund rather than the State fund.

J Jake says also that some claims to the Seaman School are sent through the State. I suppose those payments are for Master A.'s tuition at the Seaman School. That is what Jake is referring to, is that right?

W That is correct.

J There have been no cases where you have paid for medical or dental care for Master A. out of appropriated funds of the School of Industry?

W At the moment I can't recall none. I can't think of anything that we paid for out of the State funds except his tuition.

J Jake has another question. Have any payments been made from the Boys' Fund which have been reimbursed by the State?

W Yes.

J Describe one or two of those for me.

W Well, for instance, I bought an airplane ticket for a boy and the State has reimbursed us for that. You see, I have no petty cash or that kind of thing. I either take my own money, or I'll take money out of the

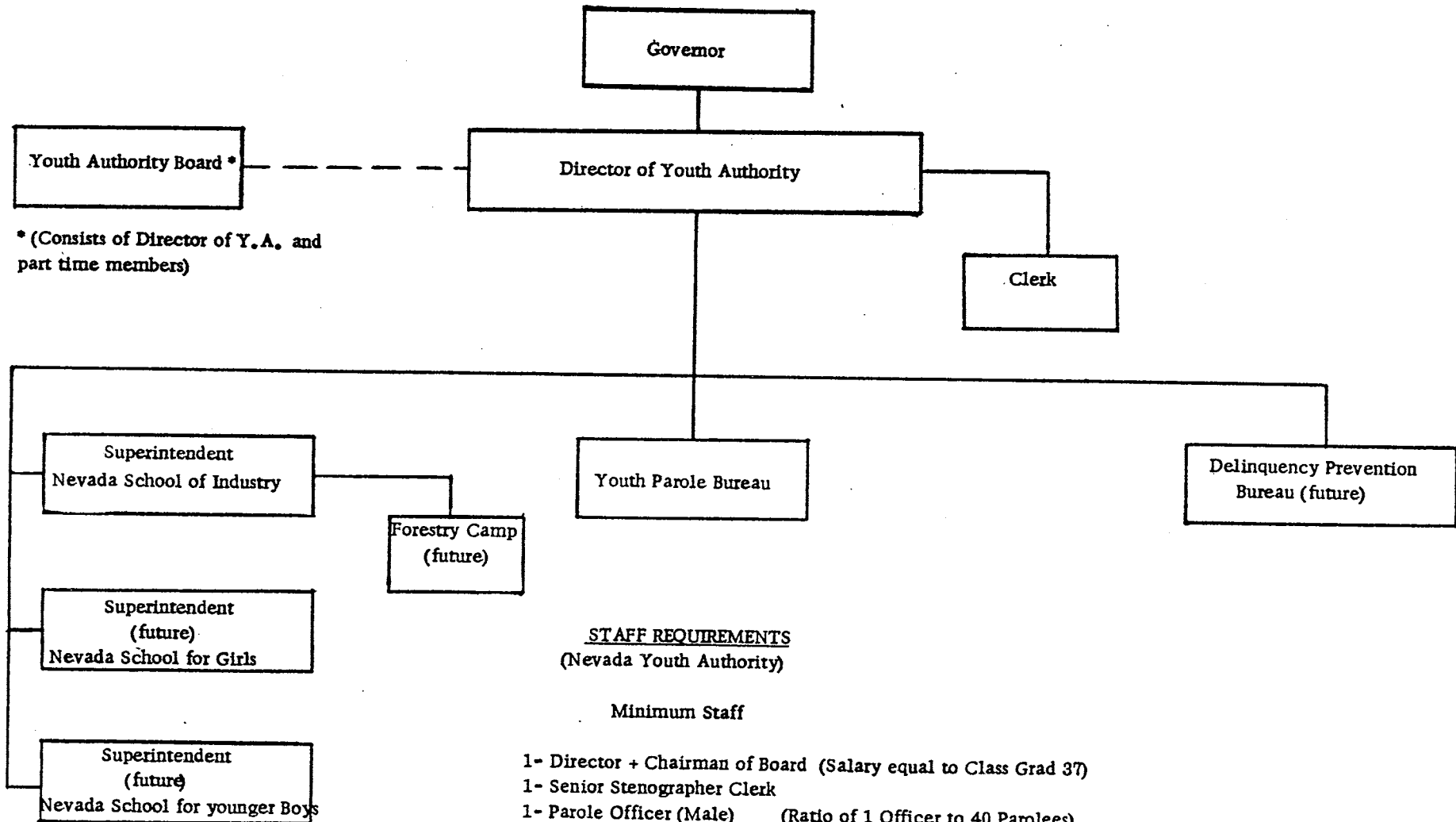
State fund and the reason I have done that is that a long time ago, Dutch really chewed me out for making claims against myself. In other words, if I went and spent money, and then submitted the claim to get that money back he didn't like that, he claimed I was doing business for myself, so I have done it on occasion since. But on many occasions, I will use the boy's money or the commissary money and then submit a bill to the State for the Boys' Fund. They send the money back and it is deposited in the Boys' Fund.

J Ward are there any other cases where the Boys' Fund has been reimbursed by the State?

W To my knowledge, Jeff, off hand, I couldn't give you one right now.

APPENDIX I

STATE WIDE ORGANIZATION (Nevada Youth Authority)



STAFF REQUIREMENTS (Nevada Youth Authority)

Minimum Staff

- 1- Director + Chairman of Board (Salary equal to Class Grad 37)
- 1- Senior Stenographer Clerk
- 1- Parole Officer (Male) (Ratio of 1 Officer to 40 Parolees)
- 1- Parole Officer (Female) (Ratio of 1 Officer to 40 Parolees)
- 2- Part time Board Members 5 days a month - expenses + salary

_____ Formal line of authority

----- Advisory - coordination

APPENDIX J

STAFF REQUIREMENTS*

(Present Nevada School of Industry)

50 - 60 Boys

1 - Superintendent	1 - Clinical Psychologist
1 - Business Manager	1 - Social Worker
1 - Senior Account Clerk	1 - Head Boys' Supervisor
1 - Head Farmer	2 - Senior Boys' Supervisors
1 - Building Maintenance Man	11 - Boys' Supervisors (4 post coverage)
1 - Graduate Nurse	3 - Academic Teachers (one of whom would be assigned as teaching principal)
2 - Cooks	

Part-time Barber (1 day a month)

Part-time Doctor of Medicine (1/2 day a month)

Part-time Consultive Psychiatrist (1 day a month)

Part-time Catholic Chaplain (1/2 day a week)

Part-time Protestant Chaplain (1/2 day a week)

*Based on a 40 hour work week.

APPENDIX K

CUSTODIAL COVERAGE

(Present Nevada School of Industry)

50 - 60 Boys

No living unit should be larger than 20 wards. To provide adequate supervisory control, a minimum of four post coverage of Boys' Supervisor should be utilized on the present junior and senior units. It is recognized that for the time being, the senior unit will be larger than 20 boys. Such coverage allows for two staff members to be on duty during all crucial periods except the lunch hour. This does not include teachers, maintenance, farming staff, professional staff or administrative staff. For each post, 1.6 persons should be assigned to provide continuous coverage. This formula is based on the following factors (assuming a 40 hour work week):

Twelve holidays, plus 15 vacation days, plus an average of 6 sick days and 104 regular days off total 137 non-working days. This total subtracted from 365 days, leaves 228 working days for each person for a year's time. $228 \div 365 = 1.6$ persons for each post for the whole year. On the basis of four post coverage - using the ratio of 1.6 persons per post, a total of 6.4 staff person $1.6 \times 4 = 6.4$ would provide continuous coverage for one living unit for a year's time.

At the Nevada School of Industry it could be considered that there are two living units - one junior dormitory and one senior dormitory. To cover these two units, 12.8 or 13 staff members would be required. Two of these staff members should be Senior Boys' Supervisors responsible for the two separate units. The remainder should be Boys' Supervisors.

APPENDIX L

STAFF REQUIREMENTS

Proposed Forestry Camp*

(20 Boys)

1 - Senior Boys' Supervisor

2 - Cooks

8 - Boys' Supervisors (5 post coverage)

*Based on 40 hour work week.

APPENDIX M

CUSTODIAL COVERAGE

(Proposed Mobile Forestry Camp)

(20 Boys)

In a forestry camp operation where there would be no other staff available for supervision, five post coverage is a necessity. The supervisors on duty would not only be responsible for the care, welfare and custody of the wards, but would also be responsible for the work-project supervision. Under such a program, five post coverage would be required which would provide double coverage at all times, except during sleeping hours when one man would be on duty. Using the ratio of 1.6 persons per post, a total of eight Boys' Supervisors ($1.6 \times 5 + 8$) would be required. Outside of the formula, there would be one additional Senior Group Supervisor who would be administratively responsible for the camp under the direction of the Superintendent of the Nevada School of Industry.

APPENDIX N

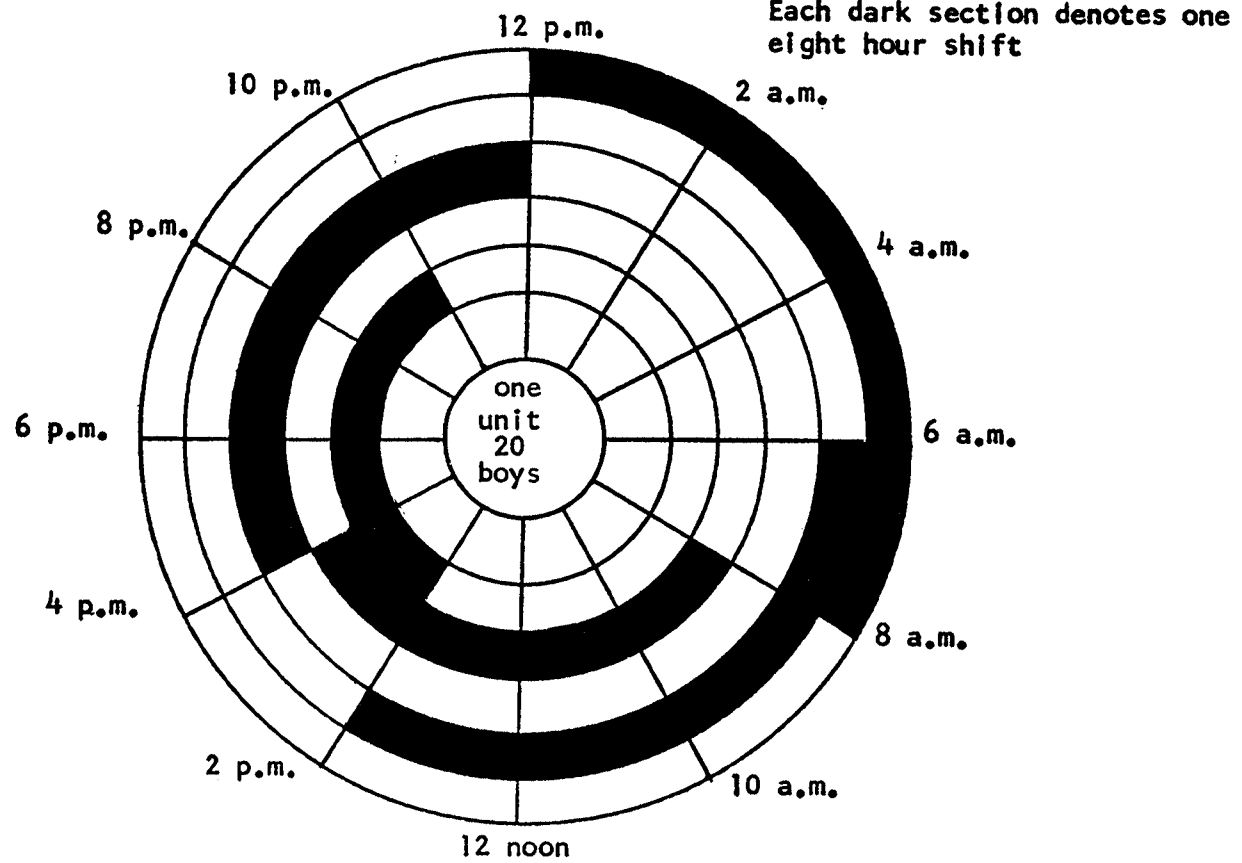
SAMPLE BILL FOR LEGISLATION RE: SMOKING

The Director of the Nevada Youth Authority (or the Superintendent of the Nevada School of Industry) may sell or supply tobacco and tobacco products, including cigarettes and cigarette papers, to any person confined in any institution or facility under his or its jurisdiction who has attained the age of 16 years, if the parent or guardian of the person consents thereto, and may permit smoking by any such person in any such institution or facility.

No officer or employee of the Youth Authority (or Nevada School of Industry) shall be considered to have violated Section 202.010 of the Nevada Revised Statutes by any act authorized by this bill.

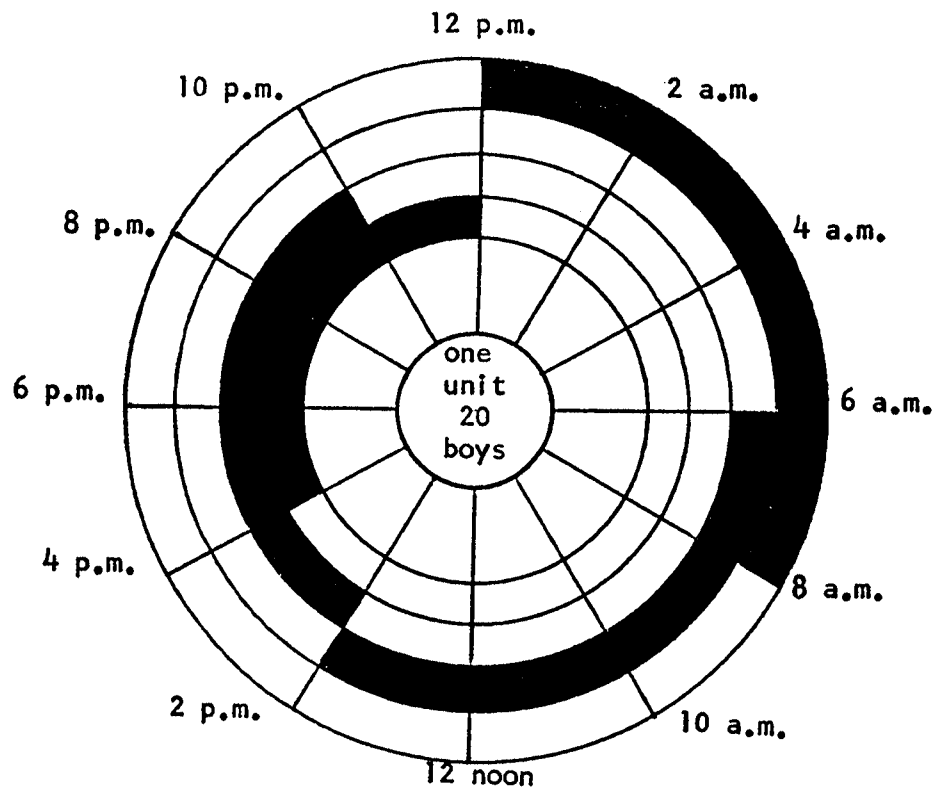
APPENDIX 0

FIVE POST COVERAGE



FOUR POST COVERAGE

Each dark section denotes one eight hour shift



APPENDIX P

CORRESPONDENCE FROM
DEPARTMENT OF
HEALTH, EDUCATION AND WELFARE
SOCIAL SECURITY ADMINISTRATION
Washington 25, D.C.

Children's Bureau

October 14, 1958

Mr. J. E. Springmeyer
Legislative Counsel
Legislative Counsel Bureau
Carson City, Nevada

Dear Mr. Springmeyer:

Your letter to Mr. Weber, dated September 26, 1958, requesting information concerning the administration of the contemplated girls' training school as well as comments on the juvenile court law has been referred to me for reply.

I have read the juvenile court law and find that it conforms rather closely to the previous Standard Juvenile Court Acts, the last Act having been revised in 1949. For the past several years there has been a committee working on a new Standard Act. It is contemplated that this will be released sometime early next spring. As a member of that committee, I have been quite close to the proposed changes and in the light of changes so far agreed upon, I would say that several sections of your present act would need modification to conform to the latest thinking. If you are considering revision you may desire to postpone any action until the Standard Act is released. Incidentally, there will be two acts, a Standard Family Court Act and a Standard Juvenile Court Act.

If you are planning definite action, I will try to review your act and send you some draft language for certain of the sections which we are submitting to the over-all committee. As contemplated now, the new Standard Act will come out as developed by the National Probation and Parole Association in cooperation with the Children's Bureau and the National Council of Juvenile Court Judges. You might be interested in knowing that many of the changes relate to tightening up the act and inserting safeguards with respect to protection of the rights of children and parents, with more definitive procedures spelled out in the act. Many of these will be definitely based on a publication which Mr. Weber has already sent you entitled Standards for Specialized Courts Dealing with Children.

Mr. Weber also sent you a copy of our publication entitled Institutions Serving Delinquent Children - Guides and Goals. You will find considerable information concerning the intramural administration and organization of a training school under Section III, while Section II relates to the over-all structure of the state's program and the training school's place in that structure. Since the discussion in "Guides and Goals" with respect to over-all structure is somewhat general, I believe the following information concerning the present general pattern of state administrative structure in relation to training schools may be helpful.

In 11 states, the District of Columbia and the Virgin Islands the training schools are administered by the welfare department. In eight states and the Territory of Hawaii they are placed in a separate department of institutions.

In six states they are administered by a youth authority-type agency, and in five states by other state departments; in the latter case, three by the department of correction and two by the department of education. In Massachusetts the Youth Service Board is technically in the Department of Education. This was done, however, to meet a constitutional limitation on the number of state departments. In practice it is autonomous in operation and is, therefore, counted as a youth authority-type agency.

In 18 states the training schools are administered by independent boards, individual boards for each school in some states and in others a single board for all schools.

During the last two decades considerable activity has taken place with respect to the reorganization of state services (including training schools) for the delinquent children throughout the country. The general trend has been in the direction of consolidating such services, with legal custody being vested in a state agency rather than in the individual school. In a number of states new agencies have been established to administer programs for delinquent children. In others special units or divisions have been established in already existing state departments to administer these programs.

The control and treatment of juvenile delinquency involves a variety of services and agencies including police services, foster family and group care, clinical service, institutional care, and after-care (See Alternative III, Page 107, Principles and Suggested Language for Legislation on Public Child Welfare and Youth Services for listing of services and care necessary, copy enclosed.) Some of these services and facilities have been traditionally looked upon as responsibilities of the local communities while others have been generally accepted as responsibilities of the state. Whether state or local, these activities are inter-related. The child handled by each agency at different stages is the same child; there should be continuity in handling, both in philosophy and treatment.

The trend away from the use of the board may be based on two reasons. First, there appears to be a trend in public administration to supplant administration by boards with administration by a single executive. Secondly, it is recognized that administration of the training schools by a single or individual board often results in isolating the training schools from other services for children both state and local, public and private.

Since correctional institutions for adults or juveniles have some functions in common, both administrative and procedural, it may seem logical and efficient to have them continue in the same administrative setting. It is believed that certain housekeeping functions can be jointly shared without placing the training schools or other services for delinquent children in the adult corrections program. Since the advent of the juvenile court movement over 50 years ago, and, for that matter even before then in the institutional field, the trend has been to separate child offenders from adult prisoners both in terms of administration of services as well as in actual care. This in no way reflects on the administration of departments of correction; rather, it points up the basic incompatibility in the handling of adult and juvenile offenders. Adult offenders, in the eyes of the public, are regarded differently than children in trouble. The legal philosophy, the approach to, and the status of the child are different from that of the adult criminal. The agency responsible for adult offenders has constant difficulty in avoiding the operation of training schools as prisons for juveniles and the general public finds it hard

to distinguish between a child committed for care and treatment and an adult committed for custody. On the other hand, we believe the program of adult corrections should also be based upon a philosophy of individualized treatment, with adequate facilities and services staffed with trained treatment personnel.

In a few states training schools for delinquent children and adult prisons are administered by the same department, but such departments usually include a variety of welfare services such as mental health, old age assistance, and general child welfare services which avoids identification with the adult correctional program. Furthermore, the division responsible for services to children, including the training schools, often operates quite apart in fact and in the public mind from the division responsible for adult offenders.

The above are some of the reasons why the Children's Bureau recommends that state programs for the control and treatment of delinquency be separate and apart from the programs for the adult offender. In fact, the actual commingling of juvenile delinquents with adult offenders in a single institution has been held to be a denial of the juvenile's constitutional right. (Reid vs. White, 126 Fed. Supp. 867)

There is no categorical answer as to whether the administration of the training schools and other services for delinquent children should be placed in a new department or in a division of an existing department having responsibility for other welfare activities. Factors peculiar to the state under consideration will always have to be carefully evaluated and considered in arriving at this decision. For this reason the Children's Bureau has not taken any position with respect to whether these functions should be placed in a new department or in a division of an existing department. (See pages 2 and 6 of enclosed Principles and Suggested Language for Legislation on Public Child Welfare and Youth Services.)

There appear to be several obvious advantages in developing these services in a separate department. It would give the program a clear-cut identity of its own in the state. This should increase the public's awareness of the problems and needs of delinquent children. It should also enable the public to better judge the success or failure of the program. Status and remuneration as the head of a separate department would also make it easier to enlist top quality leadership. It would permit selection of a director with over-all responsibility on the basis of his training and experience in this specific field. It would permit freedom and flexibility of action necessary for program development and would give such services the same status and opportunities as others in the state with respect to budget consideration and accessibility to the Governor and State Legislature.

On the other hand, it should be noted that the needs of all children and youth are basically the same. If these needs are unmet, the child may react to his problem in one of several ways, depending upon his personal handicaps or life experiences. Neither the needs nor the help required are necessarily determined by an adjudication of delinquency or neglect. Nor do the needs of a child remain constant or fixed. They shift and change as the child develops during care and treatment. Since, in most states, the department of public welfare already has responsibility for administering the general child welfare program (and relatedness of services for delinquent children to other services for children has already been pointed out), the development of a program for delin-

quent children in a new department or in an existing department apart from the welfare department would mean the maintenance of two separate and complete, yet in many respects similar, programs in the general child welfare field. Obviously, duplication and competition would be hard to eliminate even with considerable top-level coordination. Therefore, if a state is considering the establishment of a new agency to provide care and services for delinquent children, it should also give serious consideration to the placement of all other child welfare services in this new agency.

As previously pointed out, only eight states place administrative responsibility for the training schools in a department of institutions, most apparently preferring to organize on the basis or intrinsic nature of the service or care rather than upon the method of its provision, thus relating it to the other similar services or types of care. In other words, the more generally accepted pattern is to place responsibility for the administration of hospitals and other state institutions established primarily for the provision of medical care in the state department of health. Similarly, institutions for delinquent and neglected children, where they exist, would be placed in the department providing other types of foster care or welfare services for children, usually a welfare department.

If the program for delinquent children and the administration of training schools is to be placed in an already existing department, the logical one is that providing other child welfare services - generally, the state department of public welfare. Quite different advantages might accrue when placing services for children in such an existing department as against the establishment of a new department. The job of providing services for delinquent children in some states, it is argued, may be too small to justify a separate department; for example, case loads may be too small to justify the services of a full-time worker in a given area. It has also been pointed out that placing services for children in a department carrying broader responsibilities would result in better coverage since local welfare department workers could be used to perform certain welfare services for delinquent children. On the other hand, where services to delinquent children have been placed in departments having broad responsibilities, it has been pointed out that these services have often suffered and received only what was left after other needs had been met.

The state's responsibility for delinquency control calls for an extensive program. It cannot be treated as an incidental to other activities. If placed within an existing department, such as the state department of public welfare, the responsibility for discharging these functions, including the administration of the training schools, should be vested in a separate division which has sufficient status, support, and freedom of action. It is also believed that such a division should be given responsibility for services to other children. Such services, for example, would include licensing, foster care, adoptions, and services to children in their own homes, including protective services. Such a move should strengthen these services and permit greater flexibility in their use for delinquent children (see Alternative I and II in enclosed Principles and Suggested Language for Legislation on Public Child Welfare and Youth Services). Organization alone will not do a good job. The choice depends to a considerable degree upon the readiness, willingness, and ability of the existing department to handle this important program responsibility. This takes real leadership and a willingness on the part of the public to provide an adequate budget.

Mr. J. E. Springmeyer - 10/14/58

I hope these comments will be helpful. If we can be of further service, please do not hesitate to call upon us.

Sincerely yours,

/s/ William H. Sheridan

William H. Sheridan
Chief, Technical Aid Branch
Division of Juvenile Delinquency Service

APPENDIX Q

CORRESPONDENCE FROM
UNITED STATES DEPARTMENT OF JUSTICE
BUREAU OF PRISONS
WASHINGTON 25

September 30, 1958

Mr. J. E. Springmeyer
Legislative Counsel
Legislative Counsel Bureau
State of Nevada
Carson City, Nevada

Dear Mr. Springmeyer:

Normally it is not considered good practice to place under a single department the four different types of institutions you list. Each requires separate specializations and programs. The American Correctional Association, for example, feels that the agency responsible for administering institutions for adult prisoners should not also have jurisdiction over juvenile facilities. The care of the mentally ill and the care of orphans and dependent abandoned children appear to be unrelated tasks. However, the preference for separate departments for each type of institution is based upon the experience of fairly large states like California, New York, and Pennsylvania, which have several institutions of each kind. I believe that Nevada is confronted with a much different situation.

It would be my personal recommendation that the institutions you list, plus the proposed industrial school for delinquent girls, be placed under a single department, with a title similar to "Department of Welfare" or "Department of Institutions." Nevada has a relatively small civilian population and consequently relatively few institutions. If each institution were administered on a completely separate basis, there would be a tendency for each to be neglected. However, if all were placed under a single administrator in a centralized agency, he would have sufficient status that his representations to the legislature and to the public concerning the needs of each institution would get a more receptive hearing. Also, the operational problems of each institution are not entirely dissimilar, and it should be possible to secure an administrator who will understand and deal with them knowledgeably.

There would be many other advantages. Such centralization would promote a more efficient and equitable budgeting of appropriated funds, consolidation of procurement, strengthening of recruitment and other personnel functions, coordination of research and statistical activities, more effective long range planning, and so on.

If Nevada establishes a centralized agency, I would strongly urge that the department head be made a Civil Service appointee or that his term of office be so fixed that it would not be subject to political manipulation. You can readily understand that all the advantages inherent in centralized control would be nullified or even turned into disadvantages if the appointment of the department head and hence the operation of the various institutions were made subject to political pressures.

I would also recommend that the state probation system be made a division

of the proposed department. Very close teamwork is required between the correctional institutions and the probation officers, and this should be recognized by placing them under a single head.

A small state can of course contract with neighboring and larger states for the confinement of special and restricted categories of prisoners, thus avoiding the necessity for building its own institutions. This would seem desirable with your adult female prisoners, for example, rather than keep a dozen or so at the Nevada state penitentiary. However, your other groups of prisoners, adult male, juvenile male, and juvenile female, although not numerous, are still large enough to warrant separate and special institutions. The very circumstance that these groups are limited in size would actually be a considerable advantage in developing effective institutional programs. Nevada would not in the foreseeable future be faced with having to manage huge, over-crowded institutional plants which handicap and frustrate the programs of so many other states.

In summary, it is my opinion that a centralized department with a professional administrator for the four or five Nevada institutions would be vastly superior to an uncoordinated management of these facilities with advisory boards of part-time, inexperienced laymen. Because Nevada has relatively few institutions, centralized control of even diverse types is particularly feasible.

If I can be of further assistance in any way, please let me know.

Sincerely,

/s/ James V. Bennett

Director

APPENDIX R

CORRESPONDENCE FROM

CHARLES A. HENDEL

Mark Twain Camp, Mono Basin,
Box 1245, Hawthorne, Nevada,
October 14, 1958.

The Honorable Bruce Barnum,
Chairman, Nevada State Legislative Commission,
Carson City, Nevada.

My Dear Colleague:

I request that the offer Mrs. Hendel and I made of our Mark Twain Camp for use as a forestry camp by the Elko Industrial School in conjunction with its program of rehabilitation of wayward youth, be given consideration by your Legislative Commission and the probation authorities with whom I understand you are to meet in Las Vegas during the latter part of the present month.

As I stated in a previous letter to the Nevada State Probation Board, and personally at its meeting in Ely earlier this year - Mrs. Hendel and I will assign Mark Twain Camp, together with all of its improvements to the State of Nevada for the sum of one dollar, and will agree to continue to reside at the camp for the rest of our active years at no cost, to aid in the development of the camp for the Industrial School's use and purposes, in addition to being caretakers - also at no cost to the State.

In addition, there is on this land millions of yards of cinders, perlite, and pumice which I feel will find a market here in Hawthorne, and at the local ammunition depot, a distance of only thirty miles over a modern highway, the recently completed Pole Line Road (Highway 31).

If the offer of the camp to the State is accepted, we will further agree that a royalty of 10 cents per yard of all materials sold from these deposits shall be paid to the State for the further development of this proposed Elko Industrial School Forestry Camp.

The Supervisor of the Toiyabe National Forest, Mr. Ivan Sack of Reno, has assured me that he and his department will cooperate with the State in every way to make this forestry camp a success.

We hold this acreage under a long term permit from the Toiyabe National Forest, with full rights to the cinder, perlite and pumice deposits thereon, which we have held for more than ten years. The chief drawback to the marketing of these was the lack of a paved access road, which the completion of Highway 31 has now eliminated.

It is believed that the location of this Camp makes it ideal for the suggested purpose, as the nearest resident lives approximately 20 miles west, 15 or more road miles to Bodie and Aurora, 30 miles to Hawthorne, and approximately 17 miles to Adobe Meadows southerly, which would insure privacy, considered a desirable feature for such a camp.

If this offer should prove interesting, I would request a committee consisting of two members of the Legislative Commission, two from the Probation Board, one from the Planning Board, and Ivan Sack, Superintendent of Tioga National Park be appointed to inspect the premises.

/s/ Charles A. Hendel