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Current Notes

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CURRENT NOTES

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Prison Congress—The Sixty-Fourth Prison Congress was held in September at Houston, Texas, and was well attended. There was representation from thirty-five states, Mexico and Canada. Any one who has attended the Annual Prison Congress regularly will note the changing subject matter of its discussions. The general trend has been away from institutional methods and toward intensive attention to the individuals under conviction. The Sixty-fourth Congress was no exception to this growing tendency. Even in the Wardens' Section meetings there was less heard about physical equipment, methods of feeding, preventing escapes and other factors of discipline, and control of so many "pegs" in the institutional machine, and increasing recognition of the human beings involved.

The prevailing discussions, therefore, had to do with the individualization of treatment, rather than the masse movement of prison populations without reference to personalities. The more modern legislative devices for dealing with the offenders, such as Probation, Parole, Classification; Psychiatry and Psychology; Recreation and Educational methods, were given a dominant place in the program, and keen interest was shown in their discussion.

For the first time in any Prison Congress the new note of case work and social work was heard. Dr. V. C. Branham described "Case Work and Treatment for Prisoners" as applied in the New York State Parole Department, and Dr. J. W. Slaughter of Houston addressed the Conference on "Social Work in Penal Procedure."

No less significant in the same direction was the paper by Professor Andrew A. Bruce of Chicago on "Individualization of Treatment and the Criminal Law" and "Education in the Adult Prison" by Honorable Austin H. MacCormick. Dr. Leon Stern, of Philadelphia, in advocating the general adoption of the indeterminate sentence and release on merit by competent officials said, "Blind Justice is indeed blind when the Courts mete out punishment strictly according to the Criminal Law; without taking into consideration hereditary, psychological, social and other human factors affecting the defendant."

The President of the Association, Mr. Calvin Derrick, in his excellent opening address made this declaration: "I am heartily in favor of the farm and road camps for prisoners. There's too much of putting all classes of prisoners behind barred windows and high walls and expecting to reclaim them for society."

"In my opinion," he said, "the crime problem is not likely to be solved merely by making life as miserable as possible for offenders."

In reporting the Prisoner's Aid section of the Conference, the following is quoted from the *Houston Post*: "A paper that aroused considerable comment was: 'What Is Wrong with Prisons and Prisoners?' by Dr. F. Emory Lyon, of Chicago. Dr. Lyon stressed the prevalent over-crowding and idleness in the prisons, together with the failure of prison officials to provide an adequate educational program. If we can have compulsory education for the free, then, he said, why not for all prisoners. There is no doubt about their deficiency in this respect, and the speaker cited the good example of the Federal Bureau of Prisons in enlarging their educational program." This contention was borne out in the address by Dr. C. J. Cranor, Superintendent of the Huntingdon, Pennsylvania, Reformatory, describing his experience with many young men who thought they did not want more education. He found that, by skillful guidance, they "could be led to like it," and profit accordingly. This same point was reinforced in the address of B. L. Coulter, of Mississippi. He said, "Education of a new type and of more effectiveness is needed for the youngsters, and re-education of a different mold is needed for the adult."

The Conference was brought to a realization that crime prevention must go back still farther by proper child training, in the thoughtful paper of Miss Lenroot of Federal Children's Bureau. She stated the obvious fact that there is no one panacea of crime prevention, but certainly it has not been found in the Orphanage, the Juvenile Court,

or any sort of Institution. There is far more promise found in better homes, better schools, child guidance clinics and community councils. But, she said, even "they are in danger of being over sold, as the Juvenile Court has been."

There was no disagreement as to the deplorable condition of the average County Jail, Judge Langston stating: "I doubt if any acceptable reason can be given for putting three-fifths of our jail population in Jail, or none for letting the other two-fifths out." Everybody was agreed that political appointments were out of place in penal institutions, and this was deplored by all, including Mrs. Booth. The administration of Parole and Probation laws should follow the same rule, but no one was under the delusion that the baneful influence of politics has been generally eliminated from these fields, as it should be when dealing with human problems.

Fortunately, however, greater co-operation was manifest between the states in the administration of parole laws. Thanks to recent legislation by Congress, it is now possible to formulate interstate parole agreements for mutual service, and protection. This development, among others, was brought out in the interesting discussions of the American Parole Association, which has now become an organized section of the Prison Congress, under the leadership of the Honorable Arthur D. Wood, of the Federal Parole Board.

There was also shown to be a concerted effort toward the solution of the prison labor problem, through the forming of interstate prison labor compacts. This problem has become increasingly acute because of the law providing against the in-

terstate shipment of prison made goods.

Thus far, however, the attempt to alleviate the increasing idleness in the prisons has had little effect, as shown in the paper presented at the Conference by James V. Bennett, Assistant Director of the Bureau of Prisons. He said the question of keeping prisoners employed had been a major problem for fifty years, and that now "scarcely 25 per cent of prison inmates are employed in any manner today. The practical result is that penology's 'Four Horsemen of the Apocalypse' is despair, perversion, over-crowding and idleness." Mr. Bennett disputed the favorite argument that prison labor would be in disastrous competition with free labor and gave cogent reasons for his contention. He said with conviction, "The only thing I can see that will now help a sincere effort at intelligent solution of the prison labor problem is the awakening conscience of the community to the effects of idleness." In other words, it would seem the same human cupidity that characterized the prison contract system, still inheres in the selfishness of labor unions and the indifference of the average citizen, and these must be eliminated before the prison labor problem can be solved.

In Texas itself, however, the delegates were shown a commendable example of efficiently managed outdoor industries for prisoners in a series of penal farms, conducted in recent years by a non-political Board of Commissioners. In some other respects, there is much to be desired in that State, in the elimination of stripes, for example, and certain abuses of the pardoning power. The forward looking people of the State also realize that it is high time for them to inaugurate an

up-to-date system of Probation and Parole.

The greatly enlarged activity and program of the Federal Bureau of Prisons, under the efficient Directorship of Honorable Sanford Bates, has given increasing importance to that unit of the Conference. With well organized departments of Probation, Parole, and Research, and with the building of several new prisons and the location of many new penal farms, uniform standards for dealing with Federal offenders are being established, and the old abuses of housing short term offenders in local County Jails, in idleness, are destined to disappear. F. E. L.

Commenting upon the Congress, Mr. E. R. Cass, General Secretary, said, "Certainly no one who was present, and who was in a receptive mind, could fail to obtain inspiration, new light and encouragement to strengthen him with a desire to return home and carry on. Of course we did not solve all the problems of the day, but there was an abundance of information, viewpoints and enlightenment coming from the various papers and discussion to help those who wanted to benefit through the Congress."

The next Congress will be held at Atlanta, Georgia, late in October or early in November, 1935.

Prison Association Officers—Space prevents the listing of the American Prison Association's official organization for 1935. However, we feel that our readers should know the names of the general officers and members of committees most closely associated with the work of this Journal. *President*: Stanley P. Ashe, Warden, Western State Penitentiary, Pittsburgh, Pennsylvania. *Vice-Presidents*: Mrs. Franklin D.

Roosevelt, Washington, D. C.; Harold D. Donnell, Superintendent of Prisons, Baltimore, Maryland; John J. Hannan, President, State Board of Control, Madison, Wisconsin; Austin H. McCormick, Commissioner, Department of Correction, New York City; W. A. Paddock, Chairman, Texas Prison Board, Houston, Texas. *General Secretary*: E. R. Cass, General Secretary, The Prison Association of New York, New York City. *Treasurer*: George C. Erskine, Superintendent, Connecticut Reformatory, Cheshire, Connecticut. *Assistant Secretary*: Edna M. Olson, 29 South La Salle Street, Chicago, Illinois. *Committee on Criminal Statistics*: E. H. Sutherland, Department of Sociology, University of Chicago, Chicago, Illinois, *Chairman*; Nathaniel Cantor, Professor of Criminology, University of Buffalo, Buffalo, New York; George H. Challies, Provincial Secretary and Registrar Minister, Toronto, Canada; Emil Frankel, Director, Division of Statistics and Research, Department of Institutions and Agencies, Trenton, New Jersey; W. A. Goldberg, Jewish Social Service Bureau, Chicago, Illinois; Benet Mead, U. S. Bureau of Prisons, Washington, D. C.; Morris Ploscowe, Research Consultant, Massachusetts Crime Commission, Cambridge, Massachusetts; Prentice Reeves, Member, Ohio Board of Parole, Columbus, Ohio; Thorsten Sellin, University of Pennsylvania, Philadelphia, Pennsylvania; John F. Tremain, Secretary, State Commission of Correction, Albany, New York; Sam B. Warner, Harvard Law School, Cambridge, Massachusetts. *Committee on Criminal Law*: Nathaniel Cantor, Professor of Criminology, University of Buffalo, Buffalo, New York, *Chairman*; James V. Bennett, Assistant Di-

rector, U. S. Bureau of Prisons, Washington, D. C.; Andrew A. Bruce, President, American Institute of Criminal Law and Criminology, Chicago, Illinois; Charles E. Fox, Philadelphia, Pennsylvania; R. F. C. Kieb, M.D., Superintendent, Matteawan State Hospital, Beacon, New York; Justin Miller, Dean, School of Law, Duke University, Durham, North Carolina; Paul Schaeffer, Judge, Court of Common Pleas, Reading, Pennsylvania; John J. Sonstebly, Chief Justice, the Municipal Court of Chicago, Chicago, Illinois. *Committee on Prison Labor*: Joseph N. Ulman, Judge, Supreme Bench of Baltimore City, Baltimore, Maryland, *Chairman*; James V. Bennett, Assistant Director, U. S. Bureau of Prisons, Washington, D. C.; Oscar Lee, Warden, Wisconsin State Prison, Wau-pun, Wisconsin; Mrs. I. Albert Liveright, Secretary, Department of Welfare, Harrisburg, Pennsylvania; Charles D. Osborne, Auburn, New York; Louis N. Robinson, Swarthmore, Pennsylvania.

Prison Resolutions—The American Prison Association at the Sixty-fourth Annual Conference adopted the following resolutions:

RESOLUTION I. The problem of how to increase the simplicity and effectiveness of action by two or more States in connection with the handling of paroled men or the return of fugitives from our penal institutions is one to which all members of the Association should give their earnest attention.

With the increase in the ease of transportation and communication, crime has to some extent become an interstate matter. The criminal must not escape through any lack

of cooperation between our different jurisdictions.

An Act passed by Congress at the last session has for its object the stimulation of interstate agreements and attempts to give approval of Congress in advance to expressions of such relationships.

There are profound and fundamental questions of law and policy involved in this matter. Before the American Prison Association goes definitely on record on the subject, careful inquiry should be made, first, as to the power of Congress to grant approval in advance; second, as to the wisdom of attempting to create extra territorial jurisdictions on the part of the several States, and third, whether or not practical results can be obtained by any permanent compact designed to continue over a long space of time between political units of our Government.

For these reasons the American Prison Association has withheld its approval of any of the specific compact proposals.

The Association urges upon the representatives of all the States the necessity for an increased cooperation in those matters of interstate relationships which are peculiarly in the province of the members of this Association to the end that the comity between States which was hoped for by the framers of our Constitution may be developed and increased to keep pace with changed conditions of modern civilization and so far as such cooperation lies within our power, we *Resolve* to extend to each of our sister States our utmost consideration.

RESOLUTION II. During the seventy years of its history the American Prison Association has noted with satisfaction many improvements in the structural and administrative sides of our prisons. Ever

recurrent criticisms of our prison systems should but serve to redouble our efforts to realize the ideals set by our Declaration of Principles.

We are convinced that the current misunderstanding of the success and purpose of our parole systems can be overcome with continuous and convincing publicity. We are as much convinced today as we ever have been that the part which the prison and even our well managed probation and parole systems play in the reduction of crime will be insufficient to protect our communities unless and until sincere, well-organized and unselfish programs of crime prevention are organized in each of our communities.

The American Prison Association, made up of those who come in contact with the end result of crime and delinquency, urges with renewed earnestness the need for participation by the public in the solution of the whole stupendous problem.

RESOLUTION III. The American Prison Congress records its belief that the drafting of the Prison Labor Compact, so-called, and its formal assent by thirty-one States of the Union represents the most significant achievement in the proper development and control of the subject of prison labor in years.

To the end that we may present a united front upon this important matter and in order that it may further appear as to our desire to eliminate any inherent evils that have heretofore existed in the field of prison labor, and likewise reassert our determination to stand for the principle that all prisoners must work as a social necessity, we urge upon the remaining States of the country their signature and assent to this compact.

RESOLUTION IV. Realizing the

great need for research not only to make more effective the work of institution management, pardon and parole, but the more important efforts in the line of crime prevention, the American Prison Association urges upon the proper authorities the allotment of funds from the Federal Emergency Relief Association, or elsewhere, to our various communities for this purpose.

Parole Resolutions—The American Parole Association at its meeting at Houston, Texas, September, 1934, adopted the following resolutions:

RESOLUTION I. The American Parole Association endorses the Research Project presented by its Committee on Methods and Research. This endorsement is based on the following conditions: (1) That the confidential character of prison and parole records be recognized. (2) That the investigations be conducted by skilled personnel. (3) That professional statistical and other advice in research procedure be made available.

RESOLUTION II. Whereas it is desirable to provide for returning prisoners on parole to the community where they have legal residence, unless adequate cause is found to justify another place,

Whereas, the variety of laws affecting legal residence, and legal settlement essential for poor relief raise serious difficulties in carrying out this desirable practice, and

Whereas, the service of time in prison is in certain jurisdictions held to deprive the prisoner of residence, and

Whereas, the fact of not being recognized to have a residence operates to retard or make impossible a favorable start to rehabilitation; be it

Resolved, that this Association address the Federal Emergency Relief Administration, the American Public Welfare Association and other appropriate groups, and the proper official in each state to convey this resolution and to urge that officials charged with determining "residence" in the several states be urged to adopt a standard length of time for establishing "legal settlement" entitling resident to relief and other community service, and that, this time be considered as one year, and that the residence of the wife or of nearest other kin be acceptable to confer legal settlement upon the released prisoner.

RESOLUTION III. Whereas: Reviews of newspaper comment of the past year reveal that the term "parole" is used when the context clearly indicates that the word furlough, or conditional pardon, or some other term descriptive of temporary release without supervision should be used:

Whereas, the Press is one of the most influential instruments to aid the development of effective parole work: It is hereby resolved:

That the attention of the most widely known news services be directed to the meaning and intent of parole as defined by the principles of parole adopted by this Association.

RESOLUTION IV. Whereas, certain states, in practice, suspend prosecution, and/or grant conditional pardons, and/or grant what is represented to be parole, on condition that the criminal leave the state, without proper and sufficient notice to the sister state which will receive him.

Whereas, such action asserts no responsibility of the acting state toward its sister states,

Whereas, criminals so exiled are turned loose upon communities:

Be it resolved that the practice of exile by police, and/or courts, and/or executives, and/or parole authorities be and hereby is denounced as inimical to the proper protection of the public against crime.

RESOLUTION V. Whereas, it has been a matter of experience in the past that reciprocal agreements among the various states have worked somewhat effectively in governing the parole of prisoners from the state where the crime was committed to another state; and

Whereas, a recent federal statute approved June 6, 1934 (Public Document No. 293—73rd Congress) has given the consent of Congress in advance to any two or more states to enter into agreements or compacts for co-operative efforts and mutual assistance in the prevention of crime and in the enforcement of their respective criminal laws and policies, and to establish their respective criminal laws and policies, and to establish such agencies, joint or otherwise, as they may deem desirable for making effective such agreements and compacts; therefore

Be it Resolved:

That this Association reaffirm the policy set forth in par. 18 of the Principles of Parole of this Association adopted October, 1933, to-wit:

"The States and the Federal Government should cooperate in parole work, because contacts with more than one state are frequently necessary in obtaining information and in supervision. It is also desirable that there be reciprocal relations among the states, especially among states close to each other, in regard to the supervision of parolees."

Be it further Resolved:

We endorse the careful working out of suitable reciprocal arrange-

ments among states for future consideration and adoption.

State Police—The California Taxpayers' Association has circulated reprints of a report printed in the November, 1934, Tax Digest. The report, "Modern Crime Control," discusses the question of the effectiveness of state police. It concludes:

"1. A state police system for California should be given careful consideration for the following reasons:

a. The State does not have a single law enforcement agency with state-wide general police powers, nor does the State have any agency for coordinating the powers of enforcement agencies for the solution of a major crime problem.

b. The increase in organized crime has created problems with which local law enforcing agencies with limited jurisdictions are no longer adequate to cope. Suppression of modern crime requires coordinated efforts over a wide area.

c. Because of the ramifications of organized crime, and the facility with which it operates, rural police protection requires as high a standard of police efficiency, trained personnel, and up-to-date equipment, as the larger cities. These requirements cannot be met by our present sheriff and constable organization.

d. The State has a large number of independent law enforcement agencies, each with its own limited powers, each having its own methods of selecting and training personnel (or absence of method), each with its own equipment and administrative overhead cost, many functioning over the same territory, and in some cases overlapping in jurisdiction. Consolidation of a number of these agencies would provide a

more efficient organization, a superior type of service, and would reduce administrative costs.

e. The recent creation of a new state activity of liquor control, overlapping both state and local territorial and functional jurisdiction and assigned to a department which is not equipped for such work, adds another enforcing agency to an already too - complex enforcement structure. Rather than adding to the number of enforcement agencies, a simplification of the structure is required.

f. Reduction in governmental costs cannot be brought about by elimination of law enforcement agencies, which are in need of strengthening, therefore costs must be reduced by providing a less costly organization and by providing an economical substitute for present expensive methods.

2. A state police system should produce the following results:

a. A central organization with broad powers capable of coordinating the law enforcement functions of the state.

b. Standardized rural police protection by a trained personnel which will operate in all sections of the state.

c. Unification of state law enforcing agencies, training facilities, equipment, and administration, under a single organization.

d. Aid to city police in handling emergencies, in solving major crime problems, and in apprehending criminals outside the jurisdiction of the city police.

e. A single administrative head, with broad powers to organize and operate the department, responsible to the governor and appointed by him with proper safeguards.

f. Administration free from po-

litical interference and not subject to corrupt local influences.

g. Extensive and intensive state-wide use of modern communication facilities (such as teletype and radio broadcast) and modern police methods to combat organized crime.

h. A reduction in the unit cost of police administration by elimination of overlapping services and less efficient enforcement units.

3. The following steps would have to be taken for the establishment of a state police system:

a. Determination of the state enforcement activities which should be unified in a state police system.

b. Determination of the new laws and changes in laws to make a state police system effective, including (1) validation by constitutional provisions, (2) granting of state-wide police powers, (3) limitation of the use of state police in industrial disputes, (4) restrictions against political interference with the state police organization, and (5) providing for coordinating city and state police activities.

c. Determination of the probable size and cost of the new department.

d. Determination of changes in allocation of revenues for financing costs and the effect on state and county finances.

e. Determination of the jurisdiction of state police in metropolitan areas, particularly in the Los Angeles metropolitan area.

f. Determination of the practicability of introducing any intermediate steps in event of delay in the establishment of state police, such as (1) increasing the powers of the highway patrol, (2) establishing a training school for all law enforcement officers, and (3) creation of a commission with supervisory authority over all existing state and local law enforcing agencies.

4. Conclusions.

A state police system for California appears to offer great advantages in administration of law enforcement, in simplification of government, and in cost savings. From a theoretical standpoint there are no obvious objections. There are practical problems, however, which must first be worked out. The manner in which these problems are solved will determine the type of administrative organization which can be set up. The measure of success which can be expected will depend largely upon how nearly an actual administrative organization can approach the principles set up for it."

It is interesting to note that J. Edgar Hoover, Director of the Division of Investigation, U. S. Department of Justice, in concluding his address to the American Bar Association at Milwaukee, said, "I would like to call to your attention the necessity for adequate and trained State police forces throughout this nation, with the collateral side, such as the establishment of State-wide teletype systems, the adoption of the use of radio cars, the establishment of State police training schools, and the setting up of standard methods of selection which will attract the better type of intelligent young men to the ranks of law enforcement. I suggest that you, as leaders in your respective States, get squarely behind such a program and see to it that the development of it is continued upon an absolutely non-political basis."

Prison Notes—

Missouri is planning a broad and comprehensive institutional building program. The voters of Missouri have authorized the issuance of

bonds in the amount of ten million dollars and the P. W. A. has allocated approximately four million dollars from its fund. The tentative plans call for the construction of an intermediate reformatory, a new penitentiary, a hospital for the insane, and various other eleemosynary institutions. Mr. Sam Trimble of Springfield, Missouri, is chairman of the Governor's Advisory Board.

Tennessee has about completed the construction of a new penitentiary housing approximately six hundred men, at Brushy Mountain. Tennessee operates several coal mines in this vicinity and the five or six hundred men who work in the mines will be housed in this new institution. The cost of the new institution was financed entirely from the earnings of the prisoners working in the mines.

Mr. Arthur Lyman has recently been appointed as Commissioner of Correction for the State of Massachusetts, and he has selected as superintendent of the Norfolk Penal Colony, Mr. Maurice M. Winslow. Mr. Winslow was formerly senior structural engineer in charge of construction at Norfolk and succeeded Mr. Howard B. Gill, who is now Economic Advisor to the Prison Labor Authority.

Plans are maturing for the construction of a regional jail in Connecticut. A committee has been selected to study the proposed consolidation of Connecticut Jails and Workhouses and they have tentatively agreed that a single institution for housing prisoners and misdemeanants is a practical method of solving the jail problem. Connecticut is the first state to undertake a

scheme of this kind, which has long been advocated by prison experts as the only practicable solution of the deplorable conditions existing in most of the county and municipal jails of the country.

A representative of one of the prison investigating societies has recently stated that it was almost impossible for him to carry out his duties during the month of October because he could not interview the wardens and superintendents of the various institutions, due to the fact that they have been campaigning for their parties. Politics in the prison and institutional business seems to be a more dominant factor than has been the case for a number of years. Many of the states are still selecting their wardens and institutional superintendents largely because of their political activities and the influence which they can wield in state and city politics.

Idleness in prisons is reported to be the outstanding feature in practically every institution in the country. Recent investigations of such states as Kentucky, Utah, Nebraska, Pennsylvania, and Illinois indicate that practically all industrial activities have ceased. For example, in Kentucky only 110 men out of a population of approximately 2,000 are engaged in industry. There are no industries whatsoever in Utah, Nebraska, and several others of the smaller western states.

The Prison Labor Authority with Mr. Sam A. Lewisohn as Chairman met in Washington, D. C., on October 16, 1934, to consider complaints and the reports of the Economic Advisor and the Secretary. The President has recently signed an executive order providing for

the appointment of an impartial committee to investigate the amount of competition between prisons and private industry.

A move to test the constitutionality of the Hawes-Cooper Bill has been instituted in Ohio and in Wisconsin under the direction of the special attorneys for the State of Alabama. Through the cooperation of the Attorney Generals of these two states an employee of the State of Alabama was arrested in each state and fined in the state courts. Appeal was taken to the State Supreme Court from which the case will be appealed to the United States Supreme Court. The attorneys for the State of Alabama hope to bring the case before the present session of the United States Supreme Court. The Hawes-Cooper Bill divests prison made goods of their interstate character and would make state laws applicable. Something like thirty states have statutes of various kinds affecting the sale of prison made goods and it is essential to the solution of the prison labor problem that the validity of these state laws be determined as soon as possible. J. V. B.

Dr. James L. McCartney, a contributor to this Journal, has resigned from his position as Psychiatrist and Director of Classification at the Elmira Reformatory, New York State Department of Correction. He is now engaged in private practice, specializing in neuropsychiatry, at Portland, Oregon.

Handbook on Casework Methods—The American Prison Association Committee on Casework Methods and Treatment for Prisoners, Dr. V. C. Branham, Chairman, has re-

cently issued a Handbook of Case-work and Classification Methods for Offenders. In view of the many difficulties in formulating the ideas of the individual Committee members the Committee requested Dr. Edgar A. Doll, Director of Research, The Training School at Vineland, New Jersey, to prepare the handbook incorporating a unified report to which the Committee as a whole could subscribe. The Handbook may be obtained from the American Prison Association, 135 East Fifteenth Street, New York City.

Research Fellowships—Mr. Jerome Hall, formerly Professor of Criminal Law at the University of North Dakota, has completed two years as Special Fellow at Columbia University. This year (1934-35) he will be Research Fellow at Harvard Law School. His book, *Theft, Law and Society*, will appear in the late winter or early spring.

Mr. Morris Ploscowe, a frequent contributor to this Journal, who is at present engaged in research with the National Liquor Committee, will resume his research fellowship at Harvard Law School during the second semester, 1935.

Universal Registration—The advantages of Universal registration for the United States have been outlined by Professor August Vollmer of the University of California.

- A. Reduce illegal entry of aliens
 1. Identify immigrants
 2. Exclude undesirable aliens
 3. Simplify legal re-entry
- B. Establish identity of non-criminal
- C. Aid personnel managers to establish identity of applicants
- D. Determine credit standing of potential customers
- E. Protect business against business frauds
 1. Insurance—all kinds
 2. Fraudulent titles and contracts
 3. Fraudulent bills of sales
 4. Fraudulent checks
 5. Fraudulent personal representation
 - a. Relative of old customer
 - b. Representative of large firm
 - c. Representative of bank
 - d. Public official
 6. Hotel beats and sneaks
- F. Reduce number of fake businesses
 1. Persistent bankrupt using various names
 2. Health fakers
 3. Get-rich-quick schemes
- G. Aid census enumeration
 1. Majority of persons would be listed
 2. Personal information would be obtained from card
 3. Correct name and fingerprint help to establish reliability of census data
- H. Vital statistics would be improved
 1. Parentage would be definitely fixed
 2. Identity of dead would be made possible and certain
 3. Marriages may be confirmed
 4. Establish correct age
 5. Prevent the substitution of a corpse for the body of another
- I. Extradition would be simplified through certainty of identification
- J. Registration of vehicle operators and chauffeurs strengthened
 1. Criminals, dope fiends, insane, and alcoholics may be eliminated
 2. Physically unfit prevented from obtaining license

3. License carriers would be unable to fool police by giving false name when they are caught violating the laws
4. Persons temporarily disqualified by suspension of license may be checked.
5. Persons involved in accident may be easily and accurately identified
6. Persons permanently deprived of privilege to drive will be prevented from again registering
7. Reduce casualties through unlawful or careless use of automobile
- K. Personal tax evaders may be readily traced
- L. Illegal voting will be prevented
 1. Substitution will be stopped
 2. Repetition would be impossible
- M. Reduce crime by:
 1. Preventing violation of labor laws
 2. Preventing persons violating school laws by moving to other places
 3. Stopping charity rackets
 4. Putting beggars out of business
 5. Positively preventing bigamy
 6. Runaway juveniles may be quickly apprehended
 7. Runaway girls may be stopped from becoming prostitutes
 8. Keeping track of migratory criminals
 9. Locating persons wanted for crime
 10. Tracing family deserters
 11. Locating army and navy deserters
 12. Locating escaped prisoners, probation and parole violators
 13. Furnishing the opportunity for the officer to identify suspects
 14. Preventing thieves from giving false names when they sell or pledge stolen property
 15. Requiring false inspectors to furnish proof of identity before they are admitted to premises
 16. Reducing interstate transportation of stolen automobiles
 17. Preventing forgeries of checks, wills, contracts, and other documents
 18. Aiding in reducing the number of worthless, fraudulent, and fictitious checks that are now passed
 19. Preventing habitual thieves from securing positions of trust and responsibility without being known
 20. Eliminating the migratory servant thief
 21. Preventing prostitutes from engaging quarters without knowledge of their identity
 22. Cataloging sex inverts and perverts
 23. Tracing kidnapped persons
 24. Checking conduct of persons who apply for naturalization or extension of visit
 25. Establishing identity of poison purchasers
 26. Establishing identity of fire-arms purchasers
 27. Establishing identity of automobile prostitutes
 28. Establishing identity of pimps and panders
 29. Establishing identity of professional gamblers
 30. Establishing identity of drug peddlers and users

31. Preventing solicitors, agents and peddlers who are engaged in illegal business from concealing their identity
 32. Preventing receivers of stolen property from again obtaining license to engage in second-hand or pawnshop business
 33. Preventing criminals from engaging in certain types of business where they may prey on the public or furnish information to thieves
 34. Reducing the number of persons who may be smuggled into this country
 35. Providing means to identify confidence men
 36. Preventing arson on professional scale
 37. Preventing murders for insurance
 38. Preventing murders for lust, *e. g.*, J. P. Watson, S. Q. 33755
 39. Preventing criminals from roaming about and concealing their identity
- N. Lower insurance rates
1. Casualty due to reduction in losses
 2. Fire due to reduction in number of fires and losses therefrom
- O. Provide a check upon all persons seeking licenses or permits
1. Firearms
 2. Dance
 3. Dance-hall
 4. Liquor
 5. Taxicab stand
 6. Express stand
- P. Alien enemies may be promptly located during war
- Q. Communists, anarchists, may be followed from place to place and their activities noted
- R. Missing persons may be found
- S. Persons suffering from amnesia may be identified
- T. Suicides may be promptly identified
- U. Civil Service applicants may be checked
- V. Police recruits may be investigated and those with questionable characters eliminated
- W. Injured and unconscious persons may be identified.

Illinois Prison Notes—Reclassification: The sorting out of first-offenders from recidivistic and hardened criminals, based upon psychiatric classifications, has necessitated transferring prisoners from one institution to another. This process of classification embraces the system of diagnostic depots located at Joliet and Menard, where prisoners are detained for twenty-one days for examination; when the examination has been completed, it is reviewed by a classification board, consisting of a psychiatric social worker or sociologist.

Prison records show the following transfers made from July 1, 1933, to date: Joliet to Pontiac, 771; Joliet to Menard, 221, or a total of 992 transfers from Joliet to other institutions. Also, transfers from Pontiac to Joliet, 270, and from Menard to Joliet, 199, making a total of 469 men moved to Joliet.

Population: The total count on October 22, this year, was 5,942. Long terms are catalogued as 40 years. 10: 44 years, 1: 45 years, 2: 50 years, 9: 60 years, 8: 66 years, 2: 75 years, 4: 78 years, 1: 84 years, 2: 90 years, 2: 99 years, 27: 100 years, 3: 145 years, 2: 150 years, 1: 199 years, 9; life termers, 383. The heterogeneous population includes clerks and bookkeepers (Septem-

ber 30, 1934), 362; bankers and brokers, 18; boilermakers, 19; law-years, 12; nurses and orderlies, 31, plasterers and lathers, 29, and a large number of prisoners coming from all walks of life.

Industries: In spite of nationwide depression, some employment has been furnished to prisoners. The total sales from industries for the past year amounted to \$360,808.69. At Joliet and Stateville, there are eleven well-defined and separate industries which provide employment at times for approximately 866 men, such as (Old Prison), blanket and woolen mill, fibre department, tin-shop, concrete products, mattress division, stone department, and garment shop. At Stateville (New Prison), furniture department, license plate department, soap department, and steel fabrication department.—F. W.

Two Special Publications—Criminologists will find much profit in recent issues of two widely known legal journals. The October, 1934, issue of *Law and Contemporary Problems*, published by the Duke University School of Law presents a symposium of the subject "Extending Federal Powers Over Crime" with nine leading articles dealing with various phases of the subject. The *American Bar Association Journal* for the same month contains a discussion of the lawyers' responsibility in suppressing crime by Earle W. Evans, President of the American Bar Association, articles by Joseph B. Keenan and Charles H. Tuttle, and summaries of various committee reports, all dealing with the enforcement of the criminal law. While these materials deal primarily with criminal law administration they present clearly the

governmental problems of reform and should interest all workers in this field.

Legislative Reform—The Association of Grand Jurors of New York County through the Chairman of the Legislative Committee, Richardson Wright, has announced its support of the following reforms in criminal law. These constitute the Association's legislative program for 1935.

1. Bill requiring advance notice of alibi defense.
2. False swearing bill to simplify perjury prosecutions.
3. Allow comment by prosecutor and judge upon failure of defendant in criminal case to take the stand in his own behalf.
4. Allow defendant in criminal case to waive jury trial.
5. Allow each side to impeach its own witness.
6. Allow judge to comment upon the value of the evidence.
7. Allow verdicts by less than unanimous vote of the jury.
8. Establish "Auditing" Grand Juries in each county with a population of more than one million.
9. Tighten by law or rules of court the granting of bail to serious offenders.
10. Provide a New York State Department of Justice with functions similar to those of the U. S. Department of Justice.

New Jersey Notes—Classes for Parole Candidates: A program of parole classes has been instituted at the Reformatory at Rahway for prisoners whose release date is approaching. The purpose is more than merely to explain parole regulations to the offenders. It helps to

put them into a good state of mind for their parole supervision and to prepare them in advance for specific difficulties and situations which they are almost sure to meet.

Inter-State Parole Supervision: Parole representatives from New Jersey, New York and Pennsylvania met recently in New York City to improve the reciprocal arrangements for some time existing among these states in respect to the supervision by each state of parolees from the other two states. For some time New Jersey has had such informal arrangements with several sister states. This is interesting in view of the recent Federal Ashurst-Sumners Law authorizing states to enter into compacts for the capture of criminals, prevention of crime, and the carrying out of other criminal policies.

Comparison of Young Offenders: The classification system of New Jersey permits the transfer of young first offenders, committed to the State Prison, to the Reformatory at Rahway. A study undertaken some time ago, in which three hundred and fifty cases transferred from the Prison and three hundred and fifty cases committed directly to Rahway were compared, reveals that although the Prison transfers are slightly older than the direct commitments to Rahway:

1. More of the Prison group are first offenders from the point of view of institution commitments alone or the total number of court and police records.
2. More of the Prison group are of a normal level of intelligence.
3. The Prison group shows fewer psychological defects.

Mental Deficiency in Negroes: Special consideration is being given by New Jersey to the diagnosis of mental deficiency in negroes. The

practice of using similar criteria for both groups has been questioned and it seemed apparent that the practice of using the intelligence quotient as an index, as is often done, is a very dangerous one. Preliminary results appear to indicate that some negroes considered mentally deficient on the basis of similar criteria are not so found.

Wages in Form of Time: Under a state legislative enactment passed in June, 1933, the New Jersey State Prison has been paying prisoners in time as well as in money. Only cash compensation was utilized before. The legislature permitted payment in the form of "remission of time from sentence" not to exceed one day a week, this to be in addition to commutation for good behavior. Under the new plan a prisoner may earn a maximum of ten cents a day and one day a week off his sentence. The former cash maximum was twenty-five cents a day, but the pressing necessity for state economy caused this to be reduced. The prisoner becomes eligible to receive the maximum allowance after his first six months. Both forms of compensation are paid for all productive labor, which is interpreted to include maintenance work as well as work in shops. The nature of the occupation does not matter; prisoners engaged at skilled and unskilled occupations receive the same rates. At first the response of the prisoners to the substitution of payments in time for payments in cash was doubtful, but when some of them were seen to be going out earlier than they otherwise would, the response became favorable. Life termers are not affected—they can earn only cash wages.

New Jersey Jail and Workhouse Survey: In connection with the recently completed state-wide jail and

workhouse survey it was found that on December 31, 1933, there were 2,230 prisoners confined in New Jersey's county penal institutions. Each of New Jersey's twenty-one counties has its jail, and in addition five of the larger counties (Camden, Essex, Hudson, Mercer and Middlesex) have workhouses for the confinement of certain groups of sentenced prisoners. All twenty-six institutions were included in the survey. Workhouses, which receive only sentenced prisoners, were holding 931 or 41.3 per cent of the inmates. Of the remaining 1,299 persons (confined in the county jails) 650 were serving sentence and 649 were non-sentenced. The detailed distribution of jail prisoners only is presented in the following table.

PRISONERS IN COUNTY JAILS BY
CAUSE OF DETENTION
December 31, 1933

<i>Cause of Detention</i>	<i>Number</i>	<i>Per Cent</i>
Total	1,299	100.0
Serving sentence	650	50.0
Held for Grand Jury	204	15.7
Held for trial	385	29.6
Held for transfer ...	14	1.1
Held as witness	19	1.5
Other	27	2.1

With a population of 2,486 in the jails and workhouses on January 1, 1933, 32,998 individuals were admitted during the year. In the jails there was a resident population of 1,434 at the end of the year, 26,751 being admitted in the course of the year. The workhouses had a resident population of 1,052 at the close of the year, 6,427 being committed during the year.

To compare the tremendous number of commitments to the relatively

small daily average resident population in the jails and workhouses is to appreciate the peculiar difficulties under which these local penal institutions, especially the jails, perform their work.

Considering the traffic that comes in and out of the jails as a group, it will be found that the inmate population turns over 23 times each year or *once every 16 days*. This phenomenal turnover rate is of vital importance because it is basic to practically every major problem of jail administration.

Inmate turnover in the county workhouses is less extensive since commitments there are limited to sentenced prisoners who stay for longer periods than do many of the non-sentenced prisoners. The workhouse population turns over seven times a year, or approximately once every two months.

Analysis of the color and sex of 1,578 prisoners serving sentences in twenty-five jails and workhouses on December 31, 1933, indicates that out of every 100 sentenced prisoners 69.7 per cent were white and 30.3 per cent were Negro. Negroes who constitute a little over 5 per cent of the general population accounted for about 30 per cent of the jail inmates, appearing there with approximately six times the frequency that might be expected. Male Negroes ran close to the average for both sexes combined, but female Negroes outnumbered the white, accounting for 54.6 per cent of all female prisoners. As Negro females account for approximately five per cent of the female general population and 54.6 per cent of the female jail population, it may be stated that Negro females appear roughly eleven times as frequent in jail population.

During the period 1928-1932, the

population of jails and workhouses showed an upward trend. Population reached a high point of 2,631 in 1932, but declined to 2,486 in 1933. Jail population during this same period increased from 1,231 in 1928 to a peak of 1,607 in 1932 and dropped back to 1,434 during 1933. Workhouse population, on the other hand, increased steadily and does not decline in 1933 as do the figures for jails or the combined groups.

The total commitments to jails and workhouses, numbering 29,729 in 1928, rose to 34,871 in 1930—the highest point in the period 1928-1933—and receded to 32,998 during 1933. In the case of the workhouse, commitments have increased steadily during the period 1928-1933. Commitments numbering 4,288 in 1928 have increased to 6,427 in 1933.

The decrease in combined jail and workhouse population at the end of 1933 and the corresponding decrease in commitments is believed by some officials to be due in part to the efforts of the government to relieve unemployment through the establishment of such agencies as the Citizens' Conservation Corps which have taken idle men and boys from the street corners and placed them in productive work. Others hold the opinion that the repeal of the Prohibition Act has been a factor in reducing jail and workhouse population at the end of 1933 and believe that the year 1934 will show further reductions in commitments and population.

Illinois Conference—Two dominant themes characterized the Thirty-ninth Illinois Conference on Social Welfare, held at Decatur in October. These were Child Welfare, and the prevailing burden of public relief. Children must be safeguarded, the

speakers said, against poverty, neglect and exploitation, and even against being brought into the world unwanted and unprovided for, if we are to have a better society in the future.

Public relief must be kept out of politics, all agreed, lest it become a public menace, and it must be planned and curtailed, or it will become a permanent dole. It should be gradually replaced by such forms of economic security as unemployment and old age pensions.

Among the outstanding speakers were Mr. Jacob Kepecs, the President, Miss Joanna Colcord, of the Russell Sage Foundation, Miss Grace Abbott, lately of the Federal Childrens' Bureau, and Mr. Wilford S. Reynolds, and Howard Hunter of the Illinois Emergency Relief Administration. Mr. A. L. Bowen, Director of the Department of Public Welfare, described his ideals in the care of dependent and delinquent wards of the State, and advocated bigger and better Institutions. Professor Paul Douglas, University of Chicago, presented a well considered plan for unemployment insurance, and Mr. Frank Bane, Director of the American Public Welfare Association, described the efforts of his organization to stimulate and maintain higher standards in City, State and Government Welfare programs. The invasion of trained social workers in all parts and departments of the state, was apparent, and it was predicted that the higher standards established by them would tend to continue for the future in dealing with all human problems.

A strong resolution was adopted urging the general acceptance and application of the merit system for all employees of state institutions and Departments.

Mr. John Weigel, Fiscal Super-

visor of the Department of Public Welfare, was chosen President for the ensuing year, and the time and place for the next meeting was left to the Executive Committee. The Secretary of the Conference is Mrs. Henry P. Chandler, 203 North Wabash Avenue, Chicago.—F. E. L.

Evanston Police Conference—The second annual Traffic Officers' Training School of the Midwest Police Conference was held from October 8 to October 20 in Evanston, Illinois, under the direction of the Evanston Police Department and the Department of Political Science of Northwestern University. The instructors and the courses given were the following: "The Traffic Officer and His Function" and "Legislation," by Sidney J. Williams, director of the public safety division, National Safety Council; "Organization and Training," by Lieutenant F. M. Kreml, director of the bureau of accident prevention of the Evanston Police Department; "Traffic Direction and Control by Police," by Captain Ray Ashworth of the Wichita, Kansas, Police Department; "Education," by F. C. Lynch, manager of the Kansas City, Missouri, Safety Council; "Traffic Planning," by Burton W. Marsh, traffic engineer, American Automobile Association, Washington, D. C.; "First Aid," by A. J. Hagel, captain of the national championship first aid team, Evanston Police Department; "The Driver," by J. Stannard Baker, secretary of the committee on the driver, National Safety Council; "Accident Reports and Statistics," by R. L. Forney, chief statistician, National Safety Council; and "Accident Investigation," by Maxwell N. Halsey, traffic engineer, National Bureau of Casualty and Surety Un-

derwriters, New York City. The field work was under the direction of Earl J. Reeder, traffic engineer, National Safety Council, and Kenneth R. Dickinson, assistant director of the bureau of accident prevention, Evanston Police Department. The work also included visits to the Chicago Police Department, the Northwestern University Scientific Crime Detection Laboratory, the Evanston Municipal Court, and the National Safety Council.

Eighty-seven police officers attended the school for the full two-week period. Sixty-four of these men were the personnel of the newly created bureau of accident prevention of the Chicago Police Department. The others came from a large number of cities such as Wichita, Kansas; Reading, Pennsylvania; Bay City, Michigan; Louisville, Kentucky; and others. The tuition charge for the school was ten dollars per man, and those who attended were provided with room and board for two dollars a day.

Eighty-three officers took the examinations given and seventy-seven diplomas were awarded. The grades were computed on the basis of a police adaptability examination, which was given double weight, and examinations in the courses.

Articles of Interest—"Police Courses in Universities," by O. W. Wilson. *Police* "13-13" (October, 1934); "The Police and the Traffic Problem," by Maxwell Halsey. *ibid.*; "Ultra-violet Rays in Criminal Investigation," by Dr. F. W. Martin. *The Police Journal* (October-December, 1934); "One Thousand Juvenile Delinquents. A Critique," by Henry B. Elkind and Maurice Taylor. *Mental Hygiene* (October, 1934); "A Reply," by Sheldon and

- Eleanor Glueck. *Ibid.*; "Fifty Recidivists in the Norfolk Juvenile Court," by Herbert G. Cochran and Alexander Alan Steinbach. *Ibid.*; "Newspapers and Crime News," by Leon R. Yankwich. *The California State Bar Journal* (October, 1934); "Suggestions for Improvements of our Criminal Code of Procedure in Indiana," by Philip Lutz. *Indiana Bar Journal* (October, 1934); "The Elimination of Contract Labor in the Virginia Prison System," by Rice M. Youell. *News Bulletin—Osborne Association* — (October, 1934); "The Prison of the Future," by Frank C. Richmond. *Ibid.*; "Waiver of Jury in Criminal Trials," by Kenneth J. Martin. *Journal of the American Judicature Society* (August, 1934); "Connecticut Children in Court," *Issued by the Connecticut Department of Public Welfare* (August, 1934); "The Prosecuting Attorney's Attitude," by Earl T. Crawford. *Missouri Bar Journal* (September, 1934); "Report of Committee on Administration of Justice," *Anon. California State Bar Journal* (September, 1934); "The Depression and the Child," by Frank L. Baldwin. *Probation* (October, 1934); "Why the Grand Jury Inspires Public Confidence," by Martin Conboy. *The Panel* (September-October, 1934); "Consolidation for Economy and Efficiency," by Austin H. McCormick. *Ibid.*; "A Federal-State-Municipal Cooperative Police System," by Eugene E. Smith. *Pamphlet Issued by Croyden Publishing Company, Portland, Oregon*; "Attempts to Commit Crimes," by J. W. Cecil Turner. *Cambridge Law Journal* (No. 2, 1934); "Sudden Death at Work," by D. Harcourt Kitchen. *The Medico-Legal and Criminological Review* (July, 1934).