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## Current Notes

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## CURRENT NOTES

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American Prison Association—One of the most instructive, as well as the best attended, Congresses of the American Prison Association was held in Chicago during September. The record attendance was enrolled from forty-three states, the District of Columbia, England, France, Canada and Mexico, and numbered seven hundred and eighty-three delegates. Meeting with this Association, holding its 66th Annual Congress, were included such allied groups as the American Parole Association, the National Probation Association, the National Prisoners' Aid Association, the Wardens' Association, and the Chaplains' Association. The officers elected for the year of 1937 are as follows: President, William J. Ellis, Commissioner of the New Jersey Department of Institutions and Agencies; Vice-Presidents, Mrs. Franklin D. Roosevelt, Harold E. Donnell of Baltimore, Austin H. MacCormick of New York; W. A. Paddock of Texas; and Joseph E. Ragen of Illinois; General Secretary, E. R. Cass of New York; and Treasurer, George C. Erskine of Connecticut.

Highlights of the discussion centered on such topics as the expansion of the Association's activities, parole, prison labor, the county jail situation, classification of prisoners, civil service as related to

prison personnel, crime prevention and other important subjects.

Committee on Expansion — The Committee on Expansion, under the chairmanship of Sanford Bates, presented a report recommending the raising of funds necessary to establish a full-time staff. Such a plan as this has been foremost in the minds of those close to the Association for many years, and it is hoped that in the not too distant future tangible results will follow this recommendation. In connection with the report of this Committee the following brief statement of the objectives of the American Prison Association were adopted:

"1. The eventual abolition of the county jail wherever possible and the substitution of (a) detention quarters in cities; (b) State managed farms and workhouses for convicted misdemeanants.

"2. The elimination of politics from the prison service by the substitution of the Civil Service merit system and the principle of adequate training for all prison workers.

"3. Productive work as an essential to rehabilitation must be provided for all able-bodied prisoners under conditions which will safeguard the rights of free labor and private industry and prevent

the exploitation of prisoners. While not the only system, the ultimate adoption of the State Use system, without limitation in scope or effect, and including public ways and works, offers the fairest method of employing prisoners.

"4. The abolition of bodily torture in prison and the elimination of shackles or other forms of physical restraint except where necessary to prevent damage or to insure safe transportation.

"5. Insistence upon the separation of sexes and of young offenders from older ones.

"6. The recognition of the principle of individualization of punishment, treatment, and training, and the shaping of our facilities to that end.

"7. Parole intelligently applied and adequately supervised is the safest method of releasing men from prison."

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County Jails—A major topic of discussion at the Congress concerned the county jail system and its evils. This was stimulated by the report of the Committee on Jails, under the vigorous leadership of Dr. Roy K. Flannagan of Virginia. Excerpts from this report are to the effect that, "The jail, the locally controlled iron-bound building generally used in America as a place of detention in idleness of all types of arrested individuals, convicted and unconvicted, is a completely discredited institution. . . . It is also generally true that in its essential character and its conduct it violates the fundamental principles of humanity, justice, economics and social benefit. It is a blot on the whole modern penological scheme. . . . The Com-

mittee feels strongly that the jail and the system under which it is operated generally in the United States must go. Whether this generation speeds its departure or continues its efforts to improve a fundamentally unimprovable institution while leaving the system unchanged is a vital concern of the American Prison Association."

The report of the Committee on Jails advocated state centralized control of all arrested offenders against the law and their internment under indeterminate sentence, when necessary, at a place where proper examination, classification and treatment may be given by competent specialists. It was announced that the sum of one thousand dollars had been donated to the Committee to be applied to its endeavors in correcting the jail situation. The Association entered itself on record through a resolution to the effect that, "This Association marshal its forces solidly behind its Jail Committee to the end that a definite, determined and continuing campaign be set in motion to bring about more intelligent and constructive methods for dealing with the millions of offenders, accused prisoners, witnesses and others now annually passing through the portals of the local jails in the United States."

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Parole—The highly controversial subject of parole played an important part in the discussions of the general sessions and the sessions of the American Parole Association. A study of indeterminate sentence and parole laws, by Roberts J. Wright, Assistant Secretary of the Prison Association of New York, was made available. This report,

compiled as a result of a survey of the parole situation in over two hundred correctional institutions throughout the country, has occasioned considerable comment on the part of the press, both editorially and as feature news. This report states in part that "Probably the first of several of the important and basic steps toward the creation of better parole understanding is the stressing of the value of good parole procedure and administration, yet on the basis of this study we can readily conclude that not more than six or seven states and the Federal Government have what can be termed suitable and scientific parole methods. The important elements contributing to intelligent and well-planned administration, such as modern investigative and social case methods, supervision based on experience in the handling of human beings, and non-political executive leadership, are noticeably lacking in many of the states." For example, it was found that: 42 institutions had no parole officers for a total of 12,182 parolees; 36 institutions had one parole officer each or a total of 36 officers for 8,566 parolees; and 14 institutions had 2 parole officers each, or a total of 28 officers for 2,407 parolees. Analyzing the complete tabulations found in that study it is revealed that on the average each parole officer has a case load of slightly over 244 persons. The preface of the report concludes with the statement that, "It is hoped that a clearer picture of the general situation of parole will result from this survey and that there will result not only a better public understanding but action tending toward uniformity of parole laws; the provision for an

adequate and qualified personnel for the determination of fitness for parole, through scientific, painstaking and intelligent procedure, and finally, to provide for the important work of supervising and adjusting those on parole." The report contains a digest of the laws of the forty-eight states and the Federal Government that concern parole and the indeterminate sentence and concludes with a detailed tabulation of information pertaining to parole procedure of the various institutions.

There was also much discussion concerning the Attorney-General's Survey of Release Procedures that is now being conducted on a nationwide scale under Government auspices.

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**Other Topics**—An unusual feature of the program was the demonstration of an actual classification committee at work. This was conducted by Dr. F. Lovell Bixby, assistant director of the United States Bureau of Prisons, assisted by Superintendent Joseph Sanford and his associates at the United States Industrial Reformatory at Chillicothe, Ohio. This demonstration afforded the opportunity for those who have been curious or skeptical of such a procedure to observe at close range the methods employed by an up-to-date classification clinic. This unique feature of the Congress, conducted under the auspices of the Committee on Case Work, proved extremely beneficial to those in attendance.

One of the most interesting sessions of the Congress was that led by United States Civil Service Commissioner Leonard D. White

on "Prison Service and Civil Service." In his address Commissioner White pointed out that, "The evil influence of spoils is not unknown in the prison service of the states and counties. Patronage has put men on the walls of our prisons because they carried their precinct in the last election. Politics has made men wardens of jails and prisons because for many years they faithfully served their party organization and gradually acquired a right to recognition and reward . . . these are positive disqualifications for the responsible and difficult job of managing prisons and safeguarding prisoners. . . . If there is any type of institution or agency in the public service in which the hail-fellow-well-met who gets ahead by using influence is a liability, it is in the prison service."

Strongly advocating the abolition of the spoils system Commissioner White indicated that politics wrecks good prison administration. He indicted political influence and patronage appointments in prison administration because:

"1. Politics leads to neglect of duty by prison officials and indifference to proper standards of prison administration.

"2. It destroys continuity of administration.

"3. It makes it difficult to attract a satisfactory type of man to enter the prison service.

"4. It makes discipline of guards and employees difficult and sometimes impossible.

"5. It encourages insubordination on the part of prisoners, even to the point of riot and open rebellion.

"6. It runs the risk of jail de-

livery and the escape of the most dangerous type of criminal.

"7. It leads to the neglect and sometimes the abuse of prisoners on the one hand, and of favoritism to prisoners on the other.

"It prevents the progressive development of scientific and professional methods."

The Civil Service Commissioner then went on to discuss the rigid requirements in force for the United States Prison Service, which he believes has taken the lead in working out the details and fundamentals of a career service. He charged the American Prison Association with a responsibility with respect to the spread of the merit system in the prison services of this country, stating that "You have a responsibility because the hazards of incompetent and political management of American prisons are too great to be endured." The Commissioner concluded his discussion by advocating that the Association adopt a firm stand on this question of prison personnel and civil service.

Another interesting discussion of the Congress related to crime prevention and education. One of the leaders at this session was Dr. J. W. Studebaker, U. S. Commissioner of Education. Dr. Studebaker mentioned the work in New York State of Governor Lehman's Commission on Education in Institutions as an example of an outstanding project in the field of penal education. He continues to say that "The problem facing education is a two-fold one; one, the educational program within the correctional institution; two, the special adaptations of the general school and college program to make effective the processes lead-

ing toward crime prevention. . . . In the sixty-nine years of its existence the Office of Education points to achievements in many fields of education but in the field of crime prevention it has barely made a beginning. Schools and colleges need to become more aware of their responsibility to assist in crime prevention."

The Commissioner of Education went on to discuss the recent conference in Washington held at his call with outstanding authorities in the field of crime correction and crime prevention. This conference outlined a program to be carried forward by the Office of Education "costing about \$50,000 a year which compared with the cost of crime is equal to one good sized burglary." This proposed plan is made up of two sections: "One section . . . shall concern itself with education in penal institutions, the other . . . shall deal with community organization for the prevention of juvenile delinquency. Each of these sections shall have functions of both research and service." Dr. Studebaker emphasized the great necessity of adopting and supporting such a program.

Commissioner Sam A. Lewisohn, a member of the N. Y. State Commission of Correction and a member of Governor Lehman's Commission on Education in Institutions, discussed the importance of education in penal institutions as an aid to rehabilitation. Commissioner Lewisohn stressed the fact that "Society simply cannot afford the luxury of retaliation. Prison reform is no sentimental jamboree just good business judgment. The problem of proper handling of prisoners is a very real problem of society and to neglect it is to add

to the menaces with which our society must contend." The Commissioner discussed in some detail the educational project in New York State, especially emphasizing the development of the program at Elmira Reformatory and Wallkill State Prison. In this regard he stated that "Generally speaking, in New York we are going on the theory that the most effective way to reform the personality of the prisoner is to expose him to stimulating personal influences." In closing his remarks the speaker made the appeal that prison officials focus every procedure in prison administration on the objective of graduating a prisoner as a safer and better adjusted member of society.

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**Conclusions**—The American Prison Association in its final resolutions resolved to "Reaffirm its stand expressed in the Declaration of Principles and urged superintendents and governing bodies of penal and correction institutions to avail themselves of every opportunity to expand training of a practical type for the inmates of their respective institutions." They also resolved that the U. S. Office of Education be requested to undertake "An aggressive program of research and services in prison educational techniques and methods, and be urged also to stimulate local and state agencies to inaugurate and improve programs of crime prevention through education." The Association's Committee on Education was authorized to cooperate in securing the funds and support necessary for the adoption of a program of prison education in harmony with the proposals of

the recent Washington conference on Crime Prevention and Correction through Education.

Of outstanding importance were the various sessions of the Chaplains' Association. Father Eligius Weir, Chaplain of the Illinois State Prison at Joliet, in his presidential address stressed the necessity of a program within an institution to promote the values of religion. It is encouraging to note the renewed enthusiasm that the Chaplains' Association has manifested, and under able leadership it will undoubtedly become a major influence.

The Congress adopted resolutions concerning the ever present problem of prison labor, indicating that "the Federal Government be urged to aid those states which in the present emergency find themselves unable to provide the means of employing all able-bodied prisoners, by granting financial aid where necessary and by cooperating with the states in the utilization of the labor of prisoners." The resolution commended the attempts to secure uniformity of standards through the promotion of an interstate compact on prison labor.

The Congress strongly urged continued research and guidance by an adequately financed Federal agency, such as the efforts now being made by the Prison Industries Reorganization Administration.

The Association's Congress was unquestionably invigorating and instructive. With the continued support of its many friends the Association will continue its influence and leadership toward the conception and fulfillment of ideals and practices tending toward a more intelligent and effective han-

dling of those who come into contact with the law.

Plans are already under way for the 67th Congress to be held in Philadelphia, Pa., very likely during the second week of October, 1937.

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The Personnel Problem—The need for police training schools and for the education in correctional administration is obvious. However, many institutions have hesitated to promote this field of education because of the difficulty of placing their graduates in state institutions or organizations, where civil service and other promotional rulings must be met. On the other hand, quite often there is a desirable vacancy which is hard to fill because there is no general list of applicants who are qualified to hold such a position.

In this country there is little advertising of vacancies or positions wanted in the police or correctional "professions" as in England, for example.

It is hard to get good men; and it is hard for a trained man to get the kind of job he is qualified to fill.

Professor Jerome Hall of Louisiana State University writes:

"No problem is stressed more by experts in the Criminal Law field than the need for improvement of personnel. Yet, when they find or develop a few unusually competent persons each year, who possess the interest and ideals necessary for important service in this work, what opportunities are open to them? Initial optimism engendered by the glaring need to improve personnel, gives way to perplexity and, sometimes, distress, when the

lack of facilities and even of information regarding openings in the field become known. Undoubtedly, there are openings each year in many probation systems, prisons, and reformatories, crime commissions, legislative bureaus, law enforcement agencies, police departments, etc. But, at any particular time, and on short notice, how may we obtain the necessary information?

"It is unnecessary to elaborate upon the problem and its difficulties; or to speak of the absurdity of stressing the inadequacy of personnel while relying exclusively upon exhortation to solve the problem. Let us see if we can devise some plan which may eventually be expanded to include all departments of the far-flung field of criminology, criminal law, administration, etc.

"Perhaps we might begin in the manner of the Association of University Professors—by publishing notices of vacancies and short biographies of available persons; and work towards the establishment of a liaison bureau for qualified, available candidates and administrators, research agencies, etc. Perhaps some national organization or a committee chosen from all the important organizations and financed by them, can be formed to take up this all-important problem with the thoroughness it deserves."

The editor recommends that interested persons should communicate their ideas to Professor Hall, Louisiana State University, Baton Rouge, Louisiana.

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Message to Lawyers—The following communication was sent to all

the criminal law committees of the various state and local bar associations by Hon. Justin Miller, Special Assistant to the Attorney General of the United States.

"At the meeting of the American Bar Association in Boston the Section of Criminal Law presented to the House of Delegates the following resolutions, which were by that House adopted:

I. That it is the opinion of this Association that material improvement in enforcement of the criminal law cannot be attained through alteration of the criminal law alone, but must be sought through improvement in the character and attitude of the administrators on whom law's efficiency depends.

II. That, in the opinion of this Association, society can be better protected against crime if police forces are so organized as to provide a high degree of continuity in office for all their personnel, including the chief and policy-directing heads thereof, and if the members of such forces are thoroughly trained in the technique of their work.

III. That every state and local bar association be requested to appoint a prison visiting committee of approximately three members, the membership thereof to be changed annually, which committee shall at least once each year make a thorough investigation of the local penal institution, report to its Association the findings of the committee, and be prepared to interpret to the lawyers of their community the purpose and problems of the said penal institution.

IV. That for the assistance of the wardens of the country some

authoritative work on penal law should be compiled. Much of the law upon this subject is geared to the penology of a century ago. In the same manner that the American Law Institute is grappling with the problem of modernizing our criminal law in its forensic aspect, there should be undertaken a codification of the more peculiarly penal law of the different jurisdictions; and that this Resolution and the need expressed herein be called particularly to the attention of the Executive Committees of the various state and local bar associations."

You will observe that resolution No. I calls for no action, but a proposition, the truth of which cannot be questioned. As lawyers occupy many if not most of the administrative offices referred to, it is a matter of particular interest to bar associations to take the necessary steps in each locality to secure the improvement which is needed.

It will be noted again that in the case of resolution No. II no action is called for. It is possible, however, for lawyers, both as individuals in their respective communities and in their bar associations, to take an active part in reshaping public opinion concerning police administration, and in encouraging the selection of better trained men to serve under more secure conditions of tenure.

It will be noted that resolution No. III calls for action upon the part of each state and local bar association. The American Bar Association therein requests each state and local association "to appoint a prison visiting committee . . . which committee shall . . .

make a thorough investigation . . . and report . . . ." Qualified authorities have stated that the penal institutions of this country and especially the local jails are in many instances schools for crime. The most effective way to improve present conditions is to turn the flood light on these institutions, revealing existing conditions to the public, in order that the intelligent leaders thereof may take appropriate action in each case.

It will be observed that resolution No. IV calls attention to the importance of modernizing criminal law as it applies to the field of penology. There is as great need for the attention of trained lawyers in this field of criminal law as in other fields. Up to the present time it has been sadly neglected.

Oliver Wendell Holmes has well said 'the first requirement of a sound body of law is that it should correspond with the actual feelings and demands of the community, whether right or wrong.' The development of our criminal law is and must continue to be a problem for each state and for each political subdivision thereof. In this work the people of our various communities look to the lawyers for guidance. The American Bar Association, acting upon the recommendation of the Section of Criminal Law, which in turn acted upon the request of the prison administrators of the country, has referred this problem to the lawyers of the various communities.

Very sincerely yours,  
(Signed) JUSTIN MILLER,  
Chairman, Criminal Law Section."

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Hoover on Fingerprints—In a recent address before the Annual

Convention of the International Association for Identification at Dallas, Texas, J. Edgar Hoover, Director of the Federal Bureau of Investigation said:

"Only a few days ago, there reached the Identification Division of the Federal Bureau of Investigation the six million three hundred thousandth fingerprint card as contributed by over 10,000 agencies in America, supplemented by 76 agencies from the rest of the world. And when you realize that it was only 35 years ago that the Henry System was inaugurated at Scotland Yard, and 33 years ago that the first fingerprint bureau in the history of American penology came into being, this is indeed remarkable progress."

In his conclusion he remarked:

"We are facing a dangerous situation when, of the criminal fingerprint records received, more than 50% represent men and women who have committed more than one crime."

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Indiana Activities—The police training course of Indiana University opened in September, 1936, with fifteen students registered. One of the instructors was Mr. Jay C. Newman, special agent in charge of the St. Louis office of the United States Bureau of Investigation, who lectured before this training course on the functions, organization, selection of personnel, and accomplishments of the United States Bureau of Investigation.

Professor E. H. Sutherland, President of the Indiana University Institute of Criminal Law and Criminology writes:

"We are starting plans for a medico-legal conference in Indi-

anapolis for the first week in December. We want to develop a medico-legal institute or laboratory in connection with the medical school of the University, which is located in Indianapolis, and use the conference as an occasion for discussion of plans. The general idea is that this shall be related to the police training course which we are giving in Bloomington, using the medico-legal institute as a laboratory for expert advice on problems which police departments may submit, and also as a place for graduate research work for those who take police training. It will be necessary to have a small laboratory in Bloomington for demonstration purposes in the training of the rank and file of the policemen."

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Probation Report—The Annual Report of the Massachusetts Board of Probation for the year ending September 30, 1935, together with the months of October, November, and December, 1935, has just been issued. The Commissioner, Albert B. Carter, reported the largest number (35,218) of persons ever placed in the care of probation officers (195 in number). As to cost of probation he said:

"The cost of a service rarely indicates its value to the community. The intangibility of probation makes most difficult the computation of its real cost, although the estimated annual cost of a Massachusetts probationer at \$26 and that of an institutional inmate at \$50 would seem to point to the necessity for reducing the prison population by effective preventive and selective probation work."

Judicature Journal—For twenty years the American Judicature Society has published a Journal devoted to "efficient administration of justice." Herbert Harley, Secretary of the Society, edits the Journal at Ann Arbor, Michigan. The issue of October, 1936, contained much of general interest to criminologists.

Arthur T. Vanderbilt, Esq., has an excellent account of the "Work of England's Court of Criminal Appeal" describing the work of the Court and the nature of the cases presented to it. Col. O. R. McGuire contributed an article entitled "Politics and the Administration of Justice," well worth studying.

Of chief interest, however, was the discussion of the Reform of Sensational Reporting of Court Trials. Three speeches, which were presented at the Conference of Bar Association Delegates in Boston, September, 1936, were summarized. They were given by Judge Thomas D. Thatcher, Frank J. Hogan, Esq., and Sir Willmot Lewis. Among other pertinent remarks Sir Willmot said:

"As many crimes are committed in the name of freedom of the press as in the name of liberty itself.

And why? Because, as I see it, the press and those who control it, are not made ceaselessly aware of the truth that the newspaper has no freedom, has no liberty, running beyond the freedom and the liberty *guaranteed to every citizen* of the Republic and every subject of the King.

The press has no liberty, or should have no liberty transcending that liberty defined and assured by law, which is the breath of the life of every one of us.

This was denied, to the disadvantage of the press, in the early days of the history of newspapers.

But this simple truth is too often forgotten now when the incredible growth of newspaper influence, the rapid integration of newspaper power, and the popular thirst for publicity have tended (I am afraid) to create in the minds of many masters of the press the belief that they and their agents should be granted, or can successfully assert, certain dangerous immunities."

". . . I have said it before in a public place, and I say it again, both in England and in the United States, that the danger which confronts what we call freedom of the press is not chiefly from without, but from within.

It is a danger bred of the existence of a powerful minority, which, for its own ends and not in the service of the community, would misuse the freedom upon which it hypocritically calls."

Copies of this interesting issue may be obtained by writing to Mr. Harley.

**Soviet Crime Decreases**—Among the factors adduced by A. Shlyapochnikov, Assistant Director of the Scientific Research Institute of Criminal Policy as instrumental in reduction of crime in the Soviet Union are: Improvement in the living conditions of the masses, the great growth in culture, abolition of unemployment and the rise in the standard of living in the village.

This is substantiated by statistics. Assuming 100 per cent as representing the number of criminal cases in the RSFSR for the first half of 1933, the per cent for

the second half was reduced to 93.1; at the close of 1934, it was 69.9 per cent; in the first half of 1935, 60.7 per cent. This reduction is representative of the other republics of the Soviet Union.

Property crimes, by far the largest category, decreased 61.4 per cent in the first half of 1935 as compared with the corresponding period of 1933.

The chief causes contributing to juvenile crimes were homelessness, neglect, and adults' instigation and recruiting of children for criminal acts. The measures, viz: "Abolition of Child Homelessness and Child Neglect" and the Law of April 7, 1935, on "measures of fighting against crimes among juveniles," have played a most important part in reduction of juvenile criminality.

Corrective labor plays a most important role in the effectiveness of the Soviet juridical policy of reclaiming youth for wholesome and constructive social living. S. W. D. (From Moscow News, May 1, 1936).

N. Y. Report—The ninety-first annual report of the Prison Association of New York is filled with useful general information in addition to materials bearing directly upon New York problems.

Of chief interest is Roberts J. Wright's excellent Digest of Indeterminate Sentence and Parole Laws. Mr. Wright is assistant secretary of the Association. He makes a digest of the laws of each State arranged in alphabetical order, followed by *comments* concerning parole in each State. These comments, quite personal in nature and naturally unsigned, are of great interest. At the conclusion

of the Digest there appears a series of tables of 54 pages in length naming all institutions, name of body granting parole, address, chairman, appointed or elected, number of members, length of term, salary of members, full or part-time board, how often the board visits the institution for interviews, indeterminate sentence operative?, applies to what commitments?, minimum portion of sentence to be served before eligible to parole, and deduction of sentence for good behavior, number of parole officers, number on parole, how the officers contact parolees, per cent of violators, etc., and approximate annual cost to the institution.

Also of general interest is the account of the International Penal and Penitentiary Congress (pp. 64-78).

New Jersey Survey—The New Jersey Legislature, at its last session, authorized an inquiry "for the purpose of investigating and determining, if possible, the causes of juvenile delinquency." The Legislature was moved to this action by its realization "that a large proportion of criminals are still in adolescence, and that most confirmed criminals embark upon their careers of crime during their early youth." The Legislature felt that the most effective way of dealing with the problem of juvenile delinquency is to make "a scientific investigation of the facts, having for its primary object the discovery of the causes of juvenile delinquency, so that proper measures may be adopted to remove, if possible, these causes and strike at the root of this growing evil."

The law authorized the appoint-

ment of three Commissioners to conduct the investigation, to be named by the Governor. In pursuance of this authority, the Governor appointed the following: Mayor Benjamin F. Turner of Passaic, N. J., Chairman; Dr. Thomas W. Hopkins of Jersey City, N. J.; Commissioner William J. Ellis of Trenton, N. J.

The Commission met, organized and selected Mrs. Helen L. Manning of Jersey City, N. J., as Secretary of the Commission. The following were selected to fill the three positions of "Investigators" authorized by law: Winthrop D. Lane, Director of Investigations; Morris Ploscowe, Parker L. Norton.

The investigation was authorized

for a period of two years and the sum of \$50,000 was appropriated to carry on the work of the Commission.

For the purposes of the Commission's inquiry, the term "Juvenile" shall be interpreted to include all minors up to the age of 21.

The Commission, through its staff, has been going through a process of exploration, familiarizing itself with the material bearing on juvenile delinquency, both in and out of the state. Within the very near future the Commission will embark upon a number of studies of its own, which it is expected will throw light upon the problem of "why New Jersey children become delinquent."