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Current Notes

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CURRENT NOTES

V. A. Leonard, Editor

The International Congress of Criminology—The first International Congress of Criminology since the collapse of the International Congress of Criminal Anthropology was held in Rome in 1938. The second congress is to be held in Paris in 1950 immediately after the sessions of the International Psychiatric Congress. The date has not yet been determined but the organizers will presumably take into consideration that the International Prison Congress will meet in Amsterdam the same year and that the dates should be fixed close together. The chairman of the Committee of Organization is Professor H. Donnedieu de Vabers, eminent authority on international criminal law, who served as one of the judges in the great Nuremberg trial.

The provisional program of the congress aims (1) to provide an opportunity for criminologists of various countries to communicate the results of their researches and the improvements in their methods to the Congress, although it will be necessary in order to make the meetings productive, to insist that all papers be prepared with the principle of synthesis in mind; (2) to study the basic problem faced by the evolution of criminology, namely, that of a distinctive method for criminology; (3) to consider and discuss the organization of an International Center of Criminology proposed by the International Society of Criminology to the Committee of Organization with a view of securing the opinion of the Congress. The program continues, "If one considers the evolution of the criminological sciences one is forced to say that, born of the application of the various sciences (anthropology, biology, psychiatry, psychology, psychoanalysis, pedagogy, sociology, moral science, law, penitentiary science, police technique and science, legal medicine) to the study of crime or the criminal, criminology tends today to become *a clearly differentiated autonomous science.*" However, if one can agree on its object, that is, "the personality of the delinquent or the criminal, his act and its circumstances in their mutual relations, the discussion of its distinctive method, which was begun at the International Congress of 1938, remains largely an open question and will determine to a great extent the future of this science. This is why we propose that it be resumed at the Paris Congress, in a practical manner."

The projected program will include the following areas of inquiry: 1. *Analysis of specific criminogenic factors within the framework of each one of the enumerated sciences.* When these sciences extend their investigations to the delinquent or the criminal and his offense, they interpret the one or the other with reference to the methods and concepts of the particular science rather than isolating, determining and defining the specific causes of crime. It would seem then that before proceeding to the elaboration of an autonomic method of criminological investigation and science, it is first necessary to attempt to discover and define within the framework of each one of the above sciences the factors which are specifically criminogenic and their characteristics.

Under the above general heading, the following specific questions have been suggested for discussion:

First question. What are the factors within the framework of each of these sciences which may be considered as specific causes of crime,

and their characteristics? Having isolated the specific criminogenic factors, it would seem that the discovery of the specific causation of crime would depend entirely on their synthesis considered as a function of the development of the personality of the offender.

Second question. It is possible here to differentiate two fundamental aspects of the problem (a) the mechanism and the laws governing the normal or pathological, conscious or unconscious, slow or spontaneous mental processes by means of which a criminal idea is born and proceeds toward its realization; (b) the factors in the individual or in his environment which inhibit or facilitate the start and the evolution of the criminal processes. Considering the evolution of the penal law toward a concept of social protection, it would, it seems to us, be useful to define the specific criteria of a temporary or permanent state of dangerousness.

Third question. How is it possible to diagnose the state of dangerousness when it is associated with the habitual condition of the personality, and when associated with a temporary criminogenic process, whether normal or pathological?

In harmony with our introductory note and in the interest of focusing the attention of each expert on the importance of synthesis, it is suggested that the problems raised above be treated by each speaker in the framework of his specialty during the first day and of his own researches during the second and third day. The attention of the delegates will be directed on the fourth day to (2) *The scientific study of criminology and its future.* Suggested problems for consideration include: (a) Existing scientific institutions of criminology, their organized methods and work; (b) The International Center of Criminology, its aim, method and organization; and (c) The resolutions of the Congress.

In order to begin and to coordinate the preparations for the Congress, six scientific committees have been set up, one for anthropology, biology and typology, one for psychology, psychiatry and psychoanalysis, one including police sciences and legal medicine, one for sociology and moral and political sciences, one for penitentiary science, and one composed of specialists in juvenile delinquency from the experts on the first five committees to deal specifically with the criminological problems of childhood. The Committee of Organization hopes that a study group will be created within each country with the intention of sending representatives to the planning meeting, which was scheduled for January 5 in Paris. The program furthermore announces that the *Revue de Science criminelle et de Droit penal compare* has been selected as the official organ for the preliminary work of the Congress. The secretariat is located in the *Institute of Criminology*, 12 Place due Pantheon, Paris. From Dr. Thorsten Sellin, Wharton School, University of Pennsylvania, Philadelphia.

The Mortality of the Sheriff—The short tenure of the county sheriff in the United States and the resulting effect upon continuity of administration and performance in this office merits careful scrutiny. The following is a brief summary of part of a larger survey made of Iowa Sheriffs for the Iowa Sheriffs Association which was completed in August 1948. The survey covered the service period of 527 sheriffs who held office during the years 1910 to 1948. There are 99 counties in Iowa and service records were obtained in complete form from 81 of them. Of

the sheriffs in office in 1948, the average age at election was 45.5 years; the average age in 1948 was 53.0 years. The age at election ranged from 28 years to 65 years. The average length of time in office was 5.7 years; the service period ranged from two years to 28 years. In counties of less than 2500 population, the average length of service was 5.7 years; 2500 to 5000—5.9 years; 5000 to 10,000—6.2 years; 10,000 to 25,000—5.6 years; over 25,000—6.5 years. In general, the length of service period increased with the size of the county. The change of "turnover" in the sheriff's office came about as follows: election or failure to be re-elected—62.4 per cent; retirement—25.3 per cent; resignation while in office—6.4 per cent; died in office—4.5 per cent; killed in line of duty—1.2 per cent.

On the basis of 81 counties covering the period from 1910 to 1946, there was an average of 25 changes in sheriff's offices in the state each biennium. During this period, the percentage "turn over" varied from a low of 8.6 per cent in 1944-45 to the highest of 45.5 per cent in 1920-21. On a decennial basis the "turn over" has shown a slight tendency to decrease with recent decades. The mortality rate was relatively low during World Wars I and II with a tendency to increase in the post-war years. During the periods of boom or prosperity, the rate was higher than during the years of depression, especially the 1930's. The "turn over" of sheriffs are affected very little by local or state changes in political parties but when major changes occur in political parties the rate increases. During the 36-year period, the rate of change by election has been high when nation-wide changes in political parties have occurred. This was the case in 1913-14 and in 1933-34.—From Professor Walter A. Lunden, Iowa State College, *Tenure and Turn Over of County Sheriffs in Iowa 1910 to 1948*.

Working Upstream at the Source—Follow-up results on 500 children studied in the Ohio State Bureau of Juvenile Research, a child guidance clinic in Columbus, Ohio, have been summarized in a mimeographed report by Dr. C. H. Crowdon, research director. In introducing the study, Dr. Crowdon explains the methods used by the bureau in treating children. Attempts are made to study each child in his mental and physical, social, educational, and general environmental aspects. After return to the person, agency or institution which submitted the child for study, the bureau continues to follow up each case for a year, requesting three progress reports during that period. Efforts at therapy, changes of adjustment noted by the worker in charge, the complaints or delinquencies registered during the period, and a general estimate of progress are included.

Dr. Crowdon evaluates the treatment of 500 cases selected to represent the average intake of the bureau. His evaluation is made in terms of cooperation in carrying out clinic recommendations. He found that referring agencies cooperate well in placement and treatment in approximately half the cases submitted by them, and that at least some degree of cooperation is shown in more than three-fourths of them. In the 248 cases where good cooperation was shown for the full follow-up period of one year some improvement was noted in nine out of ten cases, a marked or very measurable improvement in approximately three-fourths of the cases. When no cooperation was shown little more than half the cases showed even the slightest

improvement and the incidence of definite and measurable improvement decreased to approximately three in ten. The degree of success roughly reflects the degree of cooperation.

In general, age is of no great importance in the child's adjustment, except that cooperation in following clinic recommendations increases with age of the child. Success in adjustment tends to increase as the mental level of the child rises, though cooperation in following recommendations does not materially change with variations in mentality. Race and sex are not factors of material importance in the tendency to carry out the recommendations. Little sex difference was observed in adjustment of white children. Negro boys tended to adjust better than Negro girls. As to the measurable improvement in all cases, whether or not the recommendations were followed, Dr. Crowdon found that the process of study, of psychological and psychiatric treatment interviews, and other forms of handling had brought about a marked decrease in offenses and complaints involving these children, and that the offenses were markedly fewer when the recommendations were followed.

Survey of Indiana Correctional Institutions—The State Penal and Correctional Survey Commission created under Act S. 173, Ch. 360 of the Laws of the State of Indiana (1947) has completed its study and filed a report which calls for comprehensive changes and reorganization of the institutional system in that state. Indiana, whose leadership and foresight in the past century were evidenced by the fact that it was the first state in the country to establish (in 1873) a separate penal institution for women, was found to have fallen far below the standards now prevailing among the most progressive states in the operation of penal institutions. The Indiana institutions still place the major emphasis on maximum security—high walls and bars—whereas modern penology emphasizes diversification of penal institutions, ranging from maximum security where that is necessary, to medium and minimum custody.

From the administrative viewpoint, the report stated, the major weakness of the Indiana institutions is that they are wholly decentralized. There is no unified penal-correctional system in the state. Instead, there are various separate institutions, each practically autonomous, each operating in its own ways, each separately administered. This renders it very difficult to maintain consistently high standards of operation over a period of years. It accounts for the fact that disciplinary policies and methods differ markedly from one institution to another. Modern penology, supported by the example of the best penal institutions in the country, emphasizes the absolute necessity of unified administration. At present, Indiana is one of ten states that do not provide for centralized administration of the penal-correctional institutions for adults. The reports of consultants criticized many shortcomings attributed to this organizational defect.

The report pointed out as a major weakness of Indiana penal institutions the lack of a sound classification and treatment program. It emphasized that sound classification means much more than the mere segregation of the first offenders from repeaters, or escape risks from non-escape risks. It means that each individual prisoner is studied as an individual in relation to his own capacities, interests, fears, emo-

tional stability, mental aptitudes, talents, and his day by day adjustments under confinement. Genuine classification is a continuing process which goes on throughout a man's institutional experience. Good classification includes periodic re-classification so that men do not get "lost" in the institution. Other functions which were being inadequately performed included medical and psychiatric services, the preparation and management of food, educational and vocational training program, and the provision for libraries and recreation programs.

In the inventory of the weaknesses and shortcomings of penal and correctional institutions in Indiana, the report did not censure any person or group of persons. Definitely positive and constructive in its recommendations, the Commission expressed the view that unification of all the penal-correctional functions of the state stands out clearly as the guiding principle in the improvement of present conditions. Implementing the principle that all these services should be brought under central administration, the Commission urged the creation of a State Department of Correction with full administrative control over all penal-correctional institutions for adults and the supervision of adult probation and parole. Parallel recommendations for centralizing the administration of juvenile delinquency services were included in the report also, together with tentative drafts of legislation which would translate the conclusions of the Commission into a going program.—*Report of the State Penal and Correctional Survey Commission, The Indiana Law Journal, Vol. 24, No. 1, Fall 1948.*

Juvenile Delinquency in Hungarian Criminal Law—Special laws for application in juvenile cases came about in Hungary at the beginning of the present century. Now, half a century later, a further development has taken place. In 1948, juveniles were removed from the jurisdiction of adult courts, and there was formed an Independent Court for Juveniles. According to Hungarian laws, a juvenile is a person who has completed his 12th year of age but has not yet attained his 18th year. Prior to presentation of a case in Juvenile Court, a study of the juvenile's milieu is made. Qualified probation officers investigate the life and environment of the juvenile, and facilities are available for psychological and medical examinations. Based upon case history findings, the Court may dispose of a case in one of five different ways: a. *General Educational Measures*. These are applied when there is no need for a particularly strict remedy but where there is a desire on the part of the Court to effect readjustment of a problem situation. A probation officer may be appointed as a counsellor during this period; b. *Reprimanding*. At the conclusion of the hearing, the Court addresses a solemn and serious admonition to the juvenile and warns him that further misbehavior may lead to more severe measures; c. *Probation*. The juvenile is released on probation for a period of one year and a probation officer is appointed for purposes of supervision; d. *Reformatory*. Where the nature of the case indicates institutionalization, the juvenile is placed in a reformatory for an indeterminate period with final release contingent upon a favorable response to the institutional experience. However, upon reaching the age of 21, he must in any event be released for trial periods under the supervision of a probation officer. If, at the end of two years, the probation officer reports favorably on the case, dismissal becomes final.

If the report is unfavorable, the offender is returned to the reformatory; e. *Prison*. This is the most severe measure and is only applied in the most shocking cases. The sentence is for a definite time up to 15 years and is carried out in a specialized prison for juveniles. If the youngster behaves well during this period, he is released under supervision after serving two-thirds of the sentence.

In Hungary there are reformatories for boys in Aszód, in Székesfehérvár and a small one in Budapest. Reformatories for girls are in Budapest, in Rákospalota and in Kecskenét. The prison for boys is in Cegléd and for girls in Márianosztra. The inmates receive school instruction both at the reformatory and in prison and the opportunity is also provided for vocational training. In general, the Hungarian laws dealing with young offenders are regarded in that country as quite satisfactory. They are based on the idea that each juvenile is a problem case which must be dealt with individually. If success follows the effort at rehabilitation, the fact that the juvenile once stood before a Court can never be used against him.

It is reported that reconstruction is going on at a brisk pace but there is still much work to be done in developing the potential results of the new laws. Hungary wants to build special institutions and is desirous of obtaining for them a highly trained staff.—*Quoted from a communication received from Dr. Stephen Schäfer, Lecturer on Criminology at the University of Budapest, President of the Supervisory Board of Juvenile Delinquency of the Hungarian Ministry of Justice.* *Editor's Note:* The effect on the administration of justice of present Russian hegemony over Hungarian internal affairs must be left to the conjecture of the reader.

Standardizing Institutional Programs—Members of the American Prison Association who attended the recent Congress of Correction in Boston saw samples of educational material tentatively selected for the "Ten-Foot Shelf" on display under the joint auspices of the Osborne Association and the Correctional Education Association. These associations are collaborating on a project for the assembling of a standardized set of instructional material for use in the educational programs of adult correctional institutions throughout the country, and the preparation of an annotated bibliography. A grant of funds has been made by Carnegie Corporation to support the project. Those who are working on the project had brought forcibly to their attention at the Congress the growing interest in Social Education. This interest in developing curricula and techniques within the educational department, as distinct from programs of psychotherapy under mental hygiene personnel, for a direct frontal attack on the problems of modifying the social attitudes of the inmates may be leading the way to a new and more fruitful era in penology. Assembling of material in this field has been given a high priority. Although a thorough canvass of institutions is being made, the project group is very anxious to learn of programs of social education which have been or are now going on but with which they are not acquainted. Persons familiar with such a program are invited to prepare an account of it, discussing its progress and effectiveness and emphasizing in particular source material used both by the instructor and by the participants. Communications should be addressed to Austin Mac-

Cormick, Executive Director, The Osborne Association, 114 East 30th Street, New York 16, N. Y.—*The Prison World*, November-December 1948.

New Statistical Procedure Launched—July 1, 1947, saw the inauguration in six California counties of a new statistical reporting system for the juvenile courts and probation departments. This project, initiated after months of study and planning by the California Youth Authority Director's staff, is the first step in the installation of a systematic plan for gathering and analyzing reliable state-wide statistics through all probation departments in California on the incidence and characteristics of delinquency and neglect cases. The need in California for reliable information on the so-called "juvenile problem" has long been recognized. Interest in the incidence of behavior problem and unfortunate children brought to the attention of public agencies grew enormously during the war years and continues to exist. Widely divergent statements were being made regarding the increase in delinquency in the state and reliable information regarding the subject was inadequate or entirely lacking. It was patent that reliable statistical reporting of juvenile court and probation work would do much, not only to give the probation departments and communities involved concrete information on the types of situations that were being brought to the attention of the probation department and something about the children involved and the action taken, but it would also do much to point out to those communities, gaps in service that should be met to provide needed protection and service to youth. Although probation departments were reporting to the California Youth Authority on monthly statistical reports, these reports were not meeting the need. The system was antiquated, permitted many differences of interpretation of the primary data in the reporting counties, and required that all tabulating and analyzing be done by hand. Administrative differences, various interpretations, lack of equipment and a great variety of record keeping systems in use throughout California, indicated that a centralized agency must operate any statistical reporting program if comparable data was to be collected and if adequate statistical controls were to be maintained.

The California Youth Authority, recognizing the inadequacies of the existing statistical reporting system, accepted responsibility for developing and promoting the type of procedure which experience had shown to be necessary. A system of individual case reporting was developed, using as a unit of count the individual child brought to the attention of the probation department. A statistical report form was prepared which was to be completed on each child referred to the department. These forms, among other things, enabled probation officers to check on certain characteristics regarding the child, the reason for his referral, and the disposition made; these reports are forwarded to the Youth Authority Statistical Section in Sacramento where individual punch cards are prepared on each child. At the close of each quarter, these cards are sorted by Hollerith machine and a summary statistical report for the work of the department during that quarter is prepared and forwarded to each county. In addition to the quarterly statistical report, a more lengthy annual statistical analysis is made for each participating county for their use in preparing an annual report. Although the Youth Authority Statistical Section is not adequately staffed at the present time to pro-

vide extensive services on special analysis requested by the counties, some work of this type has been done on special request to provide material of a particular nature for administrative studies and reports. Counties selected for the final testing and development of this procedure were chosen with the intention of obtaining as representative a sample of the various probation departments as possible. The first year of operation under the new statistical reporting project has been experimental and in the nature of a pilot program. The obstacles in inaugurating such a system in 16 probation departments with divergent policies, concepts and procedures has been difficult and will require additional study and work. Nevertheless, through the cooperation of the 16 "guinea pig" counties, California has taken the first long step toward a reliable statistical analysis of its processes of juvenile justice. (James N. York, Field Representative, California Youth Authority, "New Statistical Procedure Launched," *California Youth Authority Quarterly*, Summer, 1948.)

EDITOR'S NOTE: The Summer, 1948 issue of the *Quarterly* carries the inscription "Vol. I, Number 1," and marks the initial appearance of a new journal in the field of criminal justice administration. This publication takes the place of *Probation News* and *Community Coordination for Delinquency Prevention*, both of which were formerly distributed by the Field Services Division of the Youth Authority. The *Quarterly* will report upon projects and programs of the Youth Authority as well as describing outstanding activities in the fields of probation, corrections, courts, delinquency prevention and youth services. A review of the contents of the first issue clearly indicates its value to judges, probation officers, law enforcement officers and individual citizens interested in youth correction and welfare. Requests to be included on the mailing list for this publication should be addressed to Karl Holton, Director, California Youth Authority, 401 State Office Building No. 1, Sacramento 14.