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Current Notes

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CURRENT NOTES

V. A. Leonard, Editor

Arson Investigators' Seminar—The growing interest in specialized public service training is emphasized in the recent attendance at the eighth annual Arson Investigators' Seminar held at Purdue University April 28-May 2. Professor J. L. Lingo, director of the Seminar, reports that 360 police and fire officials from 42 states, 6 Canadian Provinces and Alaska, attended the five-day training course. Over 40 of the nation's outstanding police and fire specialists served as discussion leaders and lecturers for the Seminar. Various papers presented during the sessions will be printed in the Journal of Criminal Law and Criminology and in the Newsletter of the International Association of Arson Investigators. The annual Conference of the International Association of Arson Investigators was held at Purdue University on April 29th with nearly 300 members in attendance. From an announcement received from Professor J. L. Lingo, Director, Public Safety Institute, Purdue University.

Reaction to the Gambling Stamp—Perhaps, the major single development observed by the present Congress in the whole field of American crime has been the paralysis brought about by the bookie registration and 10% gambling tax requirement of the 1951 amendment to the nation's tax laws. This amendment which has all but eliminated open bookmaking throughout the nation, had however, actually been opposed by all five members of the Senate Crime Committee who had assumed as did the Senate which had rejected the Crime Committee's position, that the bookie registration and 10% gambling tax would bring in \$400 million in tax revenue. The Crime Committee members had contended that to tax gambling would in effect be to give social sanction to it and that to collect any or vast amounts of revenue from an illegal activity would be intrinsically and morally wrong. Subsequent events have shown that both the Senate Crime Committee and the Congress as a whole were wide of the mark, at least in their estimates, for the actual tax yield from the gambling levy is not expected to approximate more than \$8,000,000.

Few Washington officials had anticipated the extreme reluctance of American bookmakers over publicly identifying their activities by applying for the \$50 gambling stamp, and thus making themselves subject to state and local prosecution in all states but Nevada, which has legalized gambling. From Julius N. Cahn, Executive Secretary to U. S. Senator Alexander Wiley of Wisconsin.

Professor Reckless In India—The following message from Dr. Walter C. Reckless, now on a special United Nations assignment to India, was read at a recent meeting of the Board of Directors of the American Prison Association in New York, "Jails are extraordinarily clean. Well-developed medical services, but practically no staff except custodial. There is terrific interest in jail reform and rehabilitation programs, but money is the stumbling block. Sentences are very long. There is remission system for good behavior amounting to about one-third of the sentence. They try to separate juveniles and adolescents from the adult prisoners.

A prison warden gets \$10 to \$12 a month, living quarters and a uniform. Prisons are all called jails. They are walled structures with walled yards

within the walls. Very few capital cases. Women's section is appended to the outside wall. Prisoners awaiting trial are very numerous. They wait for long periods. They are not allowed to work or have any program because they have not been convicted. There is a Jail Training School at Lucknow which is really outstanding. There are some very progressive jail administrators and all of them would like to have wall-less prisons and a trained staff for rehabilitation. Parole service does not exist. Probation only exists in three spots in India. It is used for the young, petty first offender." *THE PRISON WORLD*, March-April 1952. (Editor's Note—Dr. Reckless, as most readers know, is associated with the School of Social Administration at Ohio State University where, in addition to his other responsibilities, he is in charge of the correctional curriculum at that institution.)

The End of the International Penal and Penitentiary Commission and Establishment of the International Penal and Penitentiary Foundation—On October 1, 1951, the International Penal and Penitentiary Commission, Bern (Commission Internationale Penale et Penitentiaire) was formally dissolved and its functions have been assumed by the United Nations. The First International Penitentiary Congress at London, 1872, is regarded as the beginning of the IPPC. However, as Professor Thorsten Sellin, the last Secretary-General of the Commission, points out, at least two international penitentiary congresses (Frankfurt, 1846, and Brussels, 1847) were held before the London Congress, and the IPPC in its final form as an inter-governmental organization was created at the Rome Convention of 1885. Among the men instrumental in convening the London Congress of 1872 was E. C. Wines, Secretary of the Prison Association of New York. Since 1872 twelve international penitentiary congresses were held, the last being the Congress at The Hague in 1950. Their proceedings are collected in 59 volumes to which an "Alphabetical and Name Index" will be published in 1952 as one of the last publications under the official sponsorship of the IPPC.

As its name indicates, the IPPC worked primarily on problems connected with the execution of sentences. During its eighty years of existence, it has achieved considerable success. To quote Mr. Thorsten Sellin in the November, 1951, issue (No. 4, pt. I) of its *RECUEIL DE DOCUMENTS*, "its congresses have brought together leading penologists and administrators from many countries in all parts of the world; its own sessions have been the occasion for cementing many international bonds of friendship and discussing professional questions; and its committees, working on specific problems, have produced useful and often important documents ranging from comparative studies in penal law to model statutes and standard regulations. Finally, its *Bulletins* have regularly, since 1925 at least, been a valuable source of information on new legislation, institutions and administrative practices in the treatment of offenders." The *Bulletin* of the Commission was published from 1880 to 1930, with its publication suspended from 1906 to 1909, and from 1911 to 1924. In 1931 it was superseded by the *RECUEIL DE DOCUMENTS EN MATIERE PENALE ET PENITENTIAIRE* which more recently also carried the English title "Select Papers on Penal and Penitentiary Affairs." The last number of the *RECUEIL* (vol. 15, no. 4, pt. II) was issued in November, 1951. It is a substantial volume of 269 pages dealing with "The Effects of the War on Criminality" and has been issued also as a separate book. The *RECUEIL* will be replaced by a new "International Review of Criminal Policy" which will be published semi-annually by the United Nations, Division of Social Affairs.

A history of the first fifty years (Work and Activities of the International Penal and Penitentiary Commission, 1872-1942) was published in Vol. 10, No. 1 (May, 1942) of the *RECUEIL*. At the time of its dissolution, the IPPC had 21 active state members, among them the United States. In addition to the last Secretary-General, the last President of the Commission, Sanford Bates, was an American.

The negotiations between the IPPC and the United Nations concerning the transfer of functions were concluded by an agreement drafted at Lake Success on June 7-9, 1950, and approved by the IPPC on August 12 and by the General Assembly of the UN on December 1, 1950. On the basis of this agreement the IPPC donated its library and archives to the United Nations (Geneva Library). The residual assets were not included in the transfer since the UN, under its statutes, could not accept funds earmarked for a specific purpose. To conserve the assets, the INTERNATIONAL PENAL AND PENITENTIARY FOUNDATION was established at the final session of the IPPC in July, 1951.

The International Penal and Penitentiary Foundation, which has been registered in Switzerland, is a non-governmental, private, non-profit organization, governed by the pertinent sections of the Swiss Civil Code and by its own statutes. The Foundation has its seat in Bern. Its organs are the Council of the Foundation and the Executive Committee. At the time of its establishment the first council consisted of all former delegates to the IPPC who without exception signed the Charter of the Foundation. The first Executive Committee consists of Paul Cornil (Belgium), President, Sanford Bates (USA) and Roberto Pettinato (Argentina), Vice-Presidents, Charles Germain (France), Secretary, and Francois Clerc (Switzerland), Treasurer. Sections 3, A and B of the Statutes outline the program of the new Foundation: "The Foundation shall have as its aim to promote studies in the field of the prevention of crime and the treatment of offenders, especially by scientific research, publications and teaching. To this end, it shall use the income from the remaining assets of the former International Penal and Penitentiary Commission (IPPC), as well as any funds which the Foundation may itself receive.

"The Foundation shall have regard to the activities of the United Nations consultative groups in the field of the prevention of crime and the treatment of offenders in order to ensure so far as possible that its activities shall not overlap the work of those groups and of the Social Commission of the United Nations."

The Council of the Foundation held its first meeting after signing the Statutes on July 5, 1951, and prepared a programme of work for the first years. From Kurt Schwerin, Elbert H. Gary Library, Northwestern University.

Limitation of Opium Production—The United Nations Commission on Narcotic Drugs has been endeavoring to find a method for limiting the production of opium to the world's medical and scientific needs. This is a goal which the United States has sought for the past 40 years, in the belief that such limitation will be of immeasurable benefit in the reduction of drug addiction and the curtailment of the illegal drug traffic.

In 1950 a tentative agreement among four principal producing countries was reached on the general principle of limiting the production of opium. The plan contemplated the establishment of an international agency to which the producing countries would sell their opium and from which

consuming countries would purchase their opium requirements. This plan presented many complicated problems and after considerable discussion at the sixth session held during April and May, 1951, the Commission on Narcotic Drugs of the United Nations Economic and Social Council concluded that it would be advisable to forego further discussion on that plan at the time.

The French delegate to the Commission, however, proposed another plan based on the 1931 Convention for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs. It would eliminate the necessity for an international agency to buy and sell the opium. The Commission decided to make the French proposal the basis for further discussion, and requested the Secretary-General to submit the plan to the members of the United Nations and to non-member states parties to the international treaties on narcotics for the communication of their observations with a view to the preparation for the next session of the Council of an annotated compendium of these observations. From *TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS* for the year ended December 31, 1951. U. S. Treasury Department, Bureau of Narcotics.

Prison Reform In New York—In the one hundred and seventh Annual Report of the Prison Association of New York, a number of important recommendations were incorporated for the improvement of the correctional system in that state. The Association urged for the sixth consecutive year that legislative support be given to developments leading toward a more coordinated correctional program. The report stated, "in other years we have urged the establishment of a legislative commission to conduct a thorough review of the State's correctional process. This year, however, in view of new administrative direction of the correctional department, we point up the need for the adoption and implementation of many of the findings of existing surveys and studies and urge that the Legislature give whatever support is required. We are more convinced than ever of the need for coordination based on the many guideposts now in black and white. The well-knit plan of operation that we have so long urged still remains to be realized."

As a step toward the coordination of the correctional program, legislative support was urged for the establishment of a division of research within the department of correction. It was recommended that, "In the interests of the coordination of the correctional program we have recommended, we feel the establishment of a division of research within the correctional department to be one of the pressing needs. Surely the annual expenditure of twenty-five million dollars should produce something more than custody and maintenance. It should result in a body of findings upon which correctional treatment of the future could be based. The effect of the continuous parade of inmates in one gate and out another is meaningless as such. The impact of its strength wavers after the parade goes by long enough. The rehabilitation of prisoners—an average of some 17,000 at a time—is being lost in the major emphasis on safe custody. Qualified research personnel could well capture some of the impressive details of the passing parade and point them up for positive action if only they were present to do so. Research is far from a luxury; it is considered an essential in the professions and industry. In fact, the State stands to gain financially through the perfection of treatment techniques based on sound research."

Re-establishment of the Central Guard School was recommended in the following words, "While it is recognized that this is primarily a budgetary problem, the Association urges again that the school be re-established. Prior to its cessation of activity in the late 1930's because of economy measures, the school had earned an excellent reputation. Looked upon by correctional administrators everywhere as one of the more hopeful developments within the field, the record of the school was well established. The personnel of a department as large as the State's correctional unit requires constant in-service training. While this can and is being done on a part-time classroom basis, the need is for a concentrated effort that only a well administered centralized school can offer. Formerly maintained at Wallkill Prison, the setting and physical facilities were excellent. Related as closely as they are to personal problems, correction officers should have at their disposal the very best of training techniques and facilities. Institutional life at best tends to become routinized, and to offset the deadly effects of necessarily strict routine periodic refresher training is necessary. While the school could be re-opened by administrative direction, funds would be required for its operation and it is at this point that legislative approval is necessary. The appropriation of funds for training purposes would, in the long run, result in savings to the taxpayer through the improvement of personnel and the development of progressive treatment techniques."

In keeping with the professionalization of correctional service, the legislature was urged to change the title of guards to correction officers. In order to standardize the title of those daily engaged in the custody of prisoners, and in keeping with the professional standards of the service, the Association recommended that the term "correction officer" be legally substituted for the variety of terms now used. The Correction Law refers to "guard" and other terms are used, including keeper, prison guard, prison officer, etc. Official titles in numerous other areas outside the State of New York are noted as "correction officer." Uniformed officers should be considered as more than guards. They are, in large measure, responsible either directly or indirectly for the ultimate rehabilitation of inmates. The One Hundred and Seventh Annual Report of the Prison Association of New York for the year 1951.

Drug Addiction Among Young People—Addiction among teen-agers was high lighted during 1951 by much newspaper publicity and the inauguration of State and Federal programs to stamp out the use of narcotics by young people. The Federal narcotic laws were strengthened by providing more stringent penalties, and increased appropriations were granted to the Bureau of Narcotics to enlarge its number of agents. Many State legislatures devoted much time to a study of teen-age addiction and to the development of local programs to combat this evil. The use of narcotic drugs by teen-agers is primarily located in large metropolitan centers; there is little of it in small cities and rural areas. Addiction among boys is almost 10 times as great as it is among girls. Many of these young addicts have criminal records before they come to the attention of the Bureau of Narcotics.

The stories related by young addicts almost invariably establish the fact that they start by smoking marihuana and then soon graduate to using heroin, perhaps first by sniffing, and then by injection. Heroin is the most potent and addicting of the opium derivatives. Much has been accomplished in 1951 towards checking the use of narcotics by young people. Many large

illicit distributors of narcotic drugs have been convicted and given severe sentences. The source of supply of heroin from Italy has been materially slowed.

It is important to note that the increase in youthful addiction is taking place all over the world and that the United States is one of the few countries which had the courage to face the situation and to take steps to curb it. From *TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS* for the year ended December 31, 1951, U. S. Treasury Department, Bureau of Narcotics.

Capital Punishment Poll—The Pennsylvania Prison Society has been officially opposed to the death penalty for a long while. Nevertheless, perhaps because of its Quaker tradition, it has always respected the views of individual members who disagreed with this stand. There seems to be some evidence that sentiment toward the abolition of the death penalty is slowly increasing. The Friends, for instance, who are by tradition opposed to the death penalty have given it little attention for some years until 1952. The death penalty was one of the subjects on the agenda of the yearly meeting in Philadelphia this year. In order to determine whether there is any evidence of change among the Acting Committee, a questionnaire was sent out to them. The following tabulation shows the results:

79 questionnaires were sent out, and 58 replies were received or 73.4 percent. 44 or 75 percent of these voted "yes," but 6 of the 44 qualified their answer excepting abolition in time of war or for treason. 14 or 25 percent were negative. Of those who voted "no," seven would retain the death penalty for treason, 12 for first-degree murder, four for kidnapping, two for armed robbery, three for train wrecking, and two for rape. In answer to a question whether those who voted "no" would accept a life sentence in lieu of the death penalty, the negative answers were as follows: treason—five, first-degree murder—eight, kidnapping four, armed robbery—two, burglary—one, arson—one, train wrecking—three, rape—two.

The number polled, of course, is too small to be of much significance statistically. It does seem to offer evidence of some change, however, first in the number of those who would accept abolition without question and in the degree of selection expressed by those who voted in the negative. *THE PRISON JOURNAL*, April 1952, official publication of the Pennsylvania Prison Society.

Alcatraz Prison Proves Costly—Alcatraz, the big, federal prison on a rock in San Francisco bay, may be abandoned because of its cost. Attorney General J. Howard McGrath said the cost of keeping bank robbers, murderers, kidnapers, and other hardened criminals at Alcatraz has been "tremendous." He said it is necessary to transport to the island all the food, water and other supplies to keep it running. That is an expensive ferrying operation. He said the cost figures for 1949 showed that it required \$8 a day to house a prisoner at Alcatraz, compared with less than \$3 a day at other prisons. The 125 guards required to watch the 228 prisoners on the island made up a large part of the cost. *MICHIGAN POLICE JOURNAL*, April 1952.

Wisconsin's New Law On Sex Crimes—The Wisconsin legislature has passed a new law dealing with sex crimes and sexual psychopaths, pro-

visions of which call for pre-sentence social, physical and mental examinations by the welfare department of persons convicted of rape and related crimes. As explained by SOCIAL HYGIENE NEWS, the law defines the term "sexual psychopath" as "Any person suffering from such conditions of emotional instability or impulsiveness of behavior, or lack of customary standards of good judgment, or failure to appreciate the consequences of his acts, or a combination of any such conditions, as to render such person irresponsible for his conduct with respect to sexual matters and thereby dangerous to himself and other persons."—POLICE CHIEFS NEWS, April 1952.

An Editorial—3,000 Years Old—The youth of our land are getting out of control; they show no respect for their elders and a strong contempt for authority in any form. They exhibit no interest in the wholesome things of life. The coming generation is becoming corrupted and the nation is in peril—Editor's Note:—*Written by a discouraged Egyptian priest three thousand years ago.*

International Society of Criminology—The International Society of Criminology is sponsoring a very interesting six weeks' course on "The Medico-psychological and Social Study of Offenders," to be given Sept. 15 to Nov. 1, at the International Childhood Center, Chateau de Longchamps, Paris.

Mornings will be devoted to lectures and discussions, and afternoons to visits to various institutions and agencies or to laboratory exercises, clinics, etc. The course is limited to 25 students and is open to judge, functionaries or practitioners in the correctional field, and persons possessing advanced degrees in medicine, letters, law or science. Knowledge of French is necessary. The faculty is European and composed of some 30 French and 6 non-French specialists. The tuition fee is 5,000 francs.

Further information may be secured from M. Jean Pinatel, General-Secretary of the International Society of Criminology, 28 avenue de Friedland, Paris VIIIe, France—From Professor Thorsten Sellin, Univ. of Penna.
