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ON THE TEACHING OF CRIMINOLOGY IN COLLEGES AND UNIVERSITIES

(Report of the Committee of the Institute)¹

ROBERT H. GAULT

This committee was appointed to inquire what provision is now being made in our colleges and universities and other institutions for instruction in the various subjects that contribute directly or indirectly to the understanding and solution of the problems that are presented by the criminals and delinquents in our communities. It is expected also to present a plan by which education and research in the field of criminology may be advanced.

As a means of approval we undertook a survey of the curricula of colleges and universities. A questionnaire² was sent to a consider-

¹The personnel of the committee is as follows:

Robert H. Gault, Northwestern University, Chairman.

J. B. Miner, Carnegie Institute of Technology, Pittsburgh.

Charles A. Ellwood, University of Missouri.

H. C. Stevens, University of Chicago.

Edwin R. Keedy, University of Pennsylvania.

A. J. Todd, University of Minnesota.

Only the first three named have signed this report. It has been impossible to get response from other members owing to their being involved in war work.

²(1) What courses are now offered in your institution bearing upon each of the following subjects? (Indicate the school or department of the university in which each course is offered): (a) Criminal Law and Procedure; (b) Case Studies of Delinquents, Juvenile and Adult, for Law Students; (c) Parole and Probation; (d) Criminal Psychology; (e) Psychology of the Abnormal Mind; (f) Psychological Tests Applied to Delinquents; (g) Criminal Sociology; (h) Organization of Penal and Allied Institutions; (i) Criminal Statistics; (j) Police Systems; (k) Scientific Detection; (l) Other courses designed particularly for the police or for those who are in preparation for police service; (m) Other courses that bear directly or indirectly upon Criminalistics from any angle; (n) What courses such as the above are planned for your university for next year or the year following?

(2) Do you think it is desirable to have organized in our larger universities departments of Criminology or Criminalistics as we now have our departments of Sociology, etc., or is it satisfactory to distribute the above courses among other departments as at present? Why?

(3) Do you think that the number of such courses as those mentioned above, and others allied, should be increased? Why?

(4) Do you think that the time is here, or soon to come, when a few or several of our universities should establish a police school on the same footing as other professional schools?

(a) Is there sufficient favorable public sentiment to support such a school? (b) Do you think it would be preferable for the university to lend its aid to such a school organized in the police department of the city? Why? (c) Would it be preferable to each of the above alternatives to have police schools, and

able number of professors including others besides the group that compose this committee. It was not thought necessary to make a complete survey of all colleges and universities in America. Those we have approached³ are no doubt indicative of conditions in all others and therefore may serve as a true guide to present practice and to desirable future development. We have it in mind, too, that there are educational institutions, neither colleges nor universities, in which notable work is being done. Among these are such as the Chicago School of Civics and Philanthropy, the New York School of Philanthropy, the Police School in New York City, the Police School in Berkeley, California, and various criminological or psychopathic laboratories and hospitals.

As a general rule the College of Liberal Arts offers instruction, usually in an academic fashion, in subjects comprised in what may, from our viewpoint, be termed the criminology group. One of these is the general course in sociology which is offered in the department of economics or in that of political science where there is no distinct department of sociology.

This general course ordinarily covers but a semester though often it is extended throughout the year. It dips into the causes of crime, prevention, and the treatment of criminals and juvenile delinquents. It is done very hastily and superficially by necessity in the smaller colleges in which the teaching force is limited. In other institutions this general, introductory course is followed by more highly specialized work in charities, criminology, corrections, statistical methods

for that matter schools covering the whole field of Criminalistics on a foundation wholly distinct from either universities or police departments? Why?

(5) What suggestions have you to offer, not covered above, for the enlargement of facilities in America for the teaching of Criminalistics?

(6) What suggestions have you to offer as to the procedure of this Committee?

³Harvard University.
Columbia University.
Yale University.
Johns Hopkins University.
Cornell University.
University of Pennsylvania.
University of Chicago.
Northwestern University.
Leland Stanford University.
University of Illinois.
University of Wisconsin.
University of Minnesota.
University of Missouri.
University of California.
University of Washington.
University of Pittsburgh.
University of Michigan.

(Columbia University maintains what is described as a statistical laboratory), recreation, juvenile courts, probation, housing, etc. These subjects are often covered under other nomenclature. They all may be made very important from the viewpoint of the student of criminology. Such expansion is limited to the larger universities, and the range is particularly large and varied in those universities that have more or less close affiliation with schools of philanthropy or schools of civics. There is no good reason, however, why any college, however situated, should not bring its students to their advantage into vital, practical touch with the problems in criminology.

In institutions with which schools of philanthropy are affiliated the very best of facilities are afforded not only for academic classroom instruction but for sociological laboratory work as well. When we speak of affiliation in this connection we do not limit the term to a strictly official sense. As far as our knowledge extends the New York School of Philanthropy and Columbia University; the St. Louis School of Philanthropy and the State University of Missouri, and the School for Social Workers in Boston, and Simmons College are the only instances in the United States in which affiliation is official. In other cases there is such close mutual understanding and co-operation that little difficulty is met when a student seeks for credit in one institution for work accomplished in the other. At any rate that is the case as far as it relates to the relations of the Chicago School of Civics and Philanthropy and the universities in the state of Illinois. It is appropriate to say here that certain members of the staff of instruction in the School of Civics and Philanthropy are members also of the faculty of the University of Chicago and that on the Board of Trustees of the School are representatives of the faculties of the State University of Illinois, the University of Chicago, and Northwestern University.

Departments and schools of education, too, contribute at least indirectly to education in the field of criminology. This is accomplished in part through a general course of instruction in so-called social education, which has become very popular in the course of the last few years, but particularly in connection with school surveys. At Northwestern University, for example, a survey is being made of all the schools of Evanston, Illinois, with a view to discovering the course of mental development through the grades, and the adaptability of schools to the needs of individual pupils. This survey is expected also to show where the feeble-minded and other defective children are in the grades and so to stimulate appropriate provision for them.

These last are secondary objects of this particular survey. Evidently, however, the work affords special opportunity for emphasis upon this well-known fact, among others, that delinquents and criminals are largely recruited from among those to whom the schools are mal-adjusted.

Practically every university department of education or school of education, especially in the large centers, conducts investigations and gives instruction in organization for vocational education and the effects of such education upon school habits, character and post-school adjustment in profitable occupation. Here is a favorable opportunity, at any rate, for bringing important relations from the criminologist's viewpoint to bear in the minds of students. The reports of the Lane Technical High School in Chicago, of others of that type, and of pre-vocational schools as well are indications that such schools may be important correctives of serious backwardness among pupils in the regular schools. These considerations make it apparent that college and university instruction in vocational education may contribute in a secondary but very important way to education in criminology.

A much more direct contribution, however, is made through the operation of the psychopathic laboratory or clinic, or whatsoever it may be called. It is a matter of indifference whether it is organized in the department of education or in that of psychology. The University of Chicago, the Leland Stanford University and Columbia are outstanding illustrations of the organization of such laboratories in the department of education. In the University of Pennsylvania, on the other hand, a similar laboratory and clinic are in the department of psychology. It is not possible to overestimate the possibilities for education in criminology afforded by these means. Every such laboratory, as far as this committee is aware, studies the juvenile offender as well as the backward pupil in the school, and from Leland Stanford University the work reaches out to the prisons of the state, especially to San Quentin. Those laboratories and clinics make a strong appeal to students and to the general public as well through their publications in periodical literature and in bulletin form.

In addition to his co-operation with others in the immediately practical application of tests to determine levels of intelligence, the psychologist in practically every laboratory is contributing toward satisfaction of the criminologist's needs whether his service is so recognized by himself and others or not. His investigation of the learning and the memory processes; of the effects of practice, fatigue, sleep, and intoxication upon motor skill and mental clearness; his in-

vestigation of report or testimony—all of these have bearings upon the problems of the criminologist that have but to be mentioned to be recognized. The psychologist in many universities enters also into the study of the psychoses as to their origins in the individual's reaction to untoward social conditions and to disease, and their effects upon behavior. There are many who think that there is no professional man or woman who is situated so advantageously as is the psychologist to see and appreciate the significance for behavior of the complex and the conflict and to teach that significance to others. A course of study of the abnormal mind is found in many of the institutions to which we sent our inquiries. It is usually a course of lectures and readings, interspersed with visits to the clinics. It is of considerable value, as we shall see, to students who are looking forward to certain professions.

Beyond the facilities for general education afforded by the college of liberal arts lie the specialized professional schools.

Each university that maintains a law school gives instruction in criminal procedure. This is as a matter of course. Looking at it from our point of view it would seem very desirable that students of law should have as thorough an introduction as possible to the methods and ideals that are expressed in case studies of juvenile and adult delinquents. This would facilitate escape from the abstract conception of crime and criminals that has characterized the legal profession and from the tendency toward mechanical procedure in dealing with the individual. Practically no opportunity of this sort is offered, however, in the law schools. A few years ago Professor E. R. Keedy, at Northwestern University, read and discussed with his successive classes descriptions of pathological juvenile delinquents such as are found in Dr. Healy's "Individual Delinquent," and more recently his successor, Professor Robert W. Millar, has continued the method. In these exercises emphasis has been laid not only upon the description of the cases as cases, but also upon their disposition, which is usually quite unconventional from the legal point of view. As far as we are aware the only cases of approximation to this innovation in law school curricula are to be found in a course recently offered in the Harvard Law School relating to penal methods, and in other schools such as those at the University of Minnesota and Northwestern University, in which law students obtain practical experience in handling the sort of cases that come to the attention of legal aid societies. These, of course, are not analogous to the psychopathological cases of juvenile and adult delinquents strictly, but, as these societies are ordinarily

conducted, they emphasize investigations into the sociological relations of both the plaintiff and the defendant. The student therefore who obtains laboratory training in this connection is brought into touch with an ideal that prepares the way for the lawyer of the future who will insist upon comprehensive investigations, especially in criminal cases. We consider it highly desirable that law students in the course of their training should fulfill a minimum requirement of attendance at a psychiatric clinic, preferably in a prison in order that they may become familiar with the types of criminals found in practice. At the University of California during three successive summer terms, 1916, 1917, and 1918, several systematic courses have been offered in the psychological, pathological, and sociological aspects of criminology and arrangements have been completed for conducting a division of criminology in that university at least during the first half of the year 1918-1919. The plan does not involve great additions to the teaching force nor to the curriculum of the university. Practically no addition to the curriculum will be made excepting two or three courses in mental and nervous diseases such as are found among juvenile and adult delinquents, and a course in the education of delinquents and possibly one in mental testing. What it amounts to is mainly a grouping and co-ordination of courses so that students who have a professional interest in criminology may find what they need.

The medical colleges come very close to the problem of the criminologist. They offer a minimum of work in psychiatry or mental diseases. Ordinarily this amounts to little more than the observation of symptoms.

In addition to the colleges and universities the police school is contributing its share toward education in criminology.

The Police School is only making its appearance in America, although in European centers it has for a long time enjoyed favorable recognition. The earliest instance of police school organization was afforded by the City of Paris in 1883. One of the best known men among Europeans in this connection is Salvatore Ottolenghi who, in 1896, established such a school in the University at Sienna. At last reports he was director of the school for scientific police in Rome, in which each recruit receives four months of intensive training.⁴

We have information of but one instance in America in which university authorities have formally authorized giving instruction to active policemen. This action has been taken at Northwestern Uni-

⁴See Fosdick, *European Police Systems*, 213-216. In this volume is a summary of the situation in Europe as it relates to Police Schools.

versity. A committee of the faculty thereupon drew up a tentative course of study for police officers and submitted it to the Mayor of Chicago in order to obtain, if possible, the co-operation of the city government.⁵

It was expected that ultimately this course would attract not only members of the force who seek promotional credit through the successful completion of such studies, but also a steadily increasing group of other young men who should see in it the opening of a professional career. Owing to a variety of conditions—among others the depletion of man power on account of the war—it has not yet been possible to carry out the scheme.

Under the wise leadership of Chief August Vollmer with the co-operation of the University of California the Berkeley police have developed a police school that stands out prominently. This has now been in operation three years with distinguished success.⁶

The New York City School for Police deservedly attracted a deal of attention during the administration of former Police Commissioner Arthur Woods. This institution was developed within the police department to provide training for the officers and others on the force and for the recruits.

The foregoing statement would not be complete without reference to the psychopathic laboratories, or whatsoever else they may be called, in connection with many of our juvenile courts and in the municipal courts of Chicago and Boston.

In the judgment of this committee the higher educational institutions of our land should do all in their power to advance the interest of research and teaching in criminology. We believe that by the pursuit of a vigorous and reasonable policy in this regard they may assume a leading role in the attainment, or in the approximate attainment of several valuable ends:

1. A more intelligent attitude on the part of the bar and the judiciary toward the criminal as an individual with certain defined physical and mental traits; an individual who, under certain definable conditions, commits a concrete act which is described as delinquent or as criminal, but who should be cared for as his condition demands rather than punished, in the narrow sense, for the one act.

2. An open mind on the part of the public at large, such as will in time stimulate earnest and intelligent search for the most suitable legislative, educational, and other means for preventing the

⁵See the proposed course of study in this Journal, VI, 5, pp. 794-795.

⁶An outline of the curriculum may be found in this Journal, VII, 6, 880-881.

development of criminals and for controlling them when they do appear.

To meet these ends it is the judgment of this committee that wherever it is feasible colleges and universities should establish in their departments of psychology or of education or in their schools of law or medicine psychopathic laboratories and clinics. Such laboratories, etc., will find their data in the public schools, in philanthropic institutions in their vicinity, in the courts, jails and other places of detention. The laboratory therefore will be a contribution to the equipment of several interests of the university: psychology, medicine, public school education, sociology and law.

In addition the college and the university should establish professorships of criminology—not departments—within the department of sociology, economics, or political science (whatsoever the department may be called in a given institution) or in the department of psychology. Criminology is so composite a field that it is impossible to fit it into any one departmental organization of the university. The professor of criminology will bring together into a course of instruction, from the point of view of his special interest, pertinent matter from many fields of research and through the influence of his personality other instructors in other departments than his own will co-operate with him in their instruction. The professor of criminology may devote his full time to his professorship or he may employ a large or a small portion of his time and energy in giving instruction in sociology, or in psychology, strictly so-called. He should so organize his course or courses in criminology that it may attract pre-legal and pre-medical students. Indeed, in our judgment students of law at least should be required to pursue in the pre-legal course, or in the law school itself, *as a minimum*, a half year's instruction in general criminology; and this term, as we use it includes penology. This course, to be of most practical use in the education of the type of lawyer and jurist that we of this Institute hope some day to see in the majority must make large use of case histories which detail the mental, physical and social characteristics of individual offenders, their treatment by what we call progressive courts, and the results of such treatment as determined by an impartial follow-up of the after history of these offenders such as has been made, e.g., of 116 cases reported in the report of the Chicago City Council Committee on Crime.

Your committee believes that what we have suggested in the foregoing is a minimum that is easily within the reach of at any rate most of our larger colleges and universities.

With a view to preparation for instruction and research in criminology on a much larger scale, whether within a university or on a distinct foundation, your committee recommends the following tentative prospectus:

DEPARTMENT OF CRIMINOLOGY

TENTATIVE PROSPECTUS

A

Outline of Subject Matter

(The research problems suggested here are only a few that seem now most timely.)

I. Anthropological factors in juvenile and adult delinquency, including courses covering:

A. The mental factors:

- a. General psychology.
- b. Educational psychology.
- c. Psychology of defectives.
- d. Mental diseases.
- e. Criminal psychology.
- f. Social psychology.

Research—

- (a) Development of mental tests applicable to delinquents, juvenile and adult.
- (b) Psychological survey of penal institutions of a large city.
- (c) Follow-up of cases through a period of years to test the validity of diagnosis and the efficiency of our methods of treating delinquents.

B. The physical factors:

- a. Heredity.
- b. General development.
- c. Development of the nervous system.
- d. Cerebral pathology and general neuro-pathology.
- e. Degenerative infections.

*Research—*The role of syphilitic and other infections in the causation of feeble-mindedness, and hence in failure of self-control.

II. Social factors in the causation of juvenile and adult delinquency, including courses covering:

A. Criminal sociology, including statistical studies of:

- a. Poverty.
- b. Immigration.
- c. Occupation.
- d. Congestion.
- e. Race.

f. Truancy.

g. Vagrancy.

Research—Re-examination of statistics of immigrants and immigrants' children grouped by race and age and type of offense in relation to delinquency of juvenile and adults.

III. Prevention of development of delinquency, including courses covering:

- A. (a) Special classes and schools for mal-adjusted pupils.
- (b) Vocational education as prevention of truancy and incorrigibility and as supplying steady motives.
- (c) Playground movement.
- (d) Social center movement.
- (e) Immigrants' Welfare League.
- (f) Mothers' pensions.
- (g) Social insurance.
- (h) Direction of reform in police function for organization of social betterment forces.
- (i) Methods of handling vagrants and inebriates in Europe and America.

Research—

- (a) Plan of vocational education system for first-class cities.
- (b) Police reorganization for prevention of development of criminals.

IV. Control and correction, including courses covering:

A. *Control by law.*

- (a) Social legislation.
- (b) Legal, administrative, and disciplinary and educational aspects of penal and reformatory institutions.
- (c) Organization of courts and court procedure.

B. *Police.*

- (a) Present organization of police in Europe and America.

C. *Extra-institutional control.*

- (a) Organization and administration of probation and parole.

D. *Statistics of:*

Arrests, false arrests, periods of detention, grand jury actions, nolle pros, convictions, commitments, term of imprisonment, recidivism, fines, probation, parole.

Research—

- (a) Accumulation and analysis of criminal statistics of a large city. (This in time should make the department virtually a bureau of criminal statistics in which statistics are kept up to date and published year by year.)
- (b) Experimentation in reformatory education and development of system of education for penal and reformatory institutions.

- (c) Investigations of the administrative aspect of correctional institutions for the purpose of attaining a standardization of penal law and of regulations governing such institutions.

With several exceptions the topics suggested in the above outline are now covered by courses offered in the various departments of our large universities. In practically no case, however, is research in these departments turned in the direction of criminological investigations. Research in criminology should be the special function of the proposed department. The department should furthermore offer extension courses for the benefit of public servants such as probation officers, parole officers, prison and police officials, and others dealing in a practical way with problems of criminology. The necessary additions to the lists of courses are now offered in the universities.

The following budget would cover the cost of this major program:

B

Equipment and Cost

	Salary
One Professor of Criminology (executive officer)—Criminal psychology, social psychology, extension courses, director of research, editor of journals and monographs.....	\$ 6,000.00
One Instructor in Criminology—Criminal statistics, organization and administration of statistical bureau, methods of control of vagrants and inebriates, organization and administration of probation, parole, etc., research.....	2,000.00
One Instructor in Criminology—Organization and administration of, types of prisons and reformatories, penal law, prison labor, prison and reformatory schools.....	2,000.00
One Lecturer on Expert Testimony.....	300.00
One Lecturer on Organization and Administration of Police Departments	300.00
One Lecturer on the Medico-legal Aspects of Criminology..... (Lecturers may be selected year by year from among eminent men and women, who should be induced to specialize in a very limited field, to give a course of lectures of a half year duration.)	300.00
One Research Assistant (giving one-half time to assistance in research and one-half time to studies toward an advanced degree)	1,000.00
One fellowship	650.00
Two scholarships (\$150.00 each).....	300.00
One Secretary (editorial assistant; immediate charge of business details in connection with publications).....	1,500.00
One Stenographer, three-quarters time	750.00

Incidental expenses in connection with research (printing, laboratory supplies, etc.)	250.00
Library	200.00
Subsidy for publications; first year.....	5,000.00
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Estimated total cost of department for year.....	\$20,450.00