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## Notes and Abstracts

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## NOTES AND ABSTRACTS

ANTHROPOLOGY—PSYCHIATRY—PSYCHOLOGY

**Medical and Psychopathic Approach to the Delinquent Problem.**—We need not at this particular time enter into a discussion of statistics showing the huge problem presented by crime. Nor do we feel called upon to discuss the price paid by society for its neglect of the criminal, either in dollars and cents or in wasted and frequently vicious human lives.

We are all familiar with the depressing facts, as to the enormous financial burden that is being carried by every state in its fight against this condition. We have all either ourselves presented, or listened to the presentation of startling evidence showing the vast expanse which criminality is to society, to say nothing of the continuing direct and indirect cost measured in terms of destruction to homes, morality, character, and unprotected childhood.

We are all much concerned, however, with a critical study of methods that are now being introduced, which promise a different approach to the whole question. Many factors have combined to bring about a dissatisfaction with the older methods of handling criminals. Possibly recidivism has had much to do with this. Certainly there has arisen in the minds of most serious thinkers a suspicion as to the adequacy of the older methods of dealing with offenders. Justice Rhodes of England said, "What can it mean that of 180,000 convictions in a given year, more than 10,000 have been convicted upwards of 20 times before." Studies of penal and correctional institutions in this country have shown that from 50 to 60 per cent of the inmates have served previous sentences.

In a recent survey of several states by the National Committee for Mental Hygiene, the discouraging facts of recidivism stood out in all state, county and city institutions, beginning with those handling the youngest juveniles and continuing up to the state prisons. Time and time again we ran across offenders who had been arrested 20 and 30 times, serving many sentences and spending a large portion of their lives in and out of penal institutions. Individuals whose criminal careers could have been predicted with a fair degree of certainty, and this because of the grossly abnormal mental conditions from which they suffered. And yet these cases are being turned over and over again by public authorities in institutions that may often be regarded as mere "detaining camps" for the training of recruits, for like institutions in neighboring states and other countries. We can ill afford such a costly procedure.

Out of 4,000 odd delinquents and dependents studied in one state, and this is in keeping with our findings in other states, 50 per cent (every other person) were suffering from some abnormal nervous or mental condition.

Undoubtedly much of our failure to solve the problem of crime in the past is to be found in the fact that we have neglected to take into account the most important item in the entire situation, and that is the criminal himself.

The medical and psychological approach to delinquency would emphasize the criminal's needs, as well as his deeds, it would enable the court to know the offender as well as the offense; to understand the causes responsible for the criminal's behavior, and to map out more clearly and profitably an intelligent method of dealing with the problem.

The medical and psychological approach would enable the probation officer to know the material with which he had to work, the handicaps and defects as well as the special abilities of the probationer. It would give him a better insight into the forces underlying human conduct and aid him to more intelligently plan to bring about a change in the mental life of his charge.

The medical and psychological approach to delinquency would secure for penal and correctional institutions, a classification based upon types of offenders, rather than offenses; it would enable these institutions to separate the more normal and improvable prisoners from the grossly handicapped and unimprovable ones. It would thus permit the concentration of all the prison's facilities for reformation upon those capable of profiting by such.

The mentally handicapped, the feeble-minded, the epileptic, the psychopathic, and the mentally diseased criminal forms the very backbone of chronic recidivism.

But aside from furnishing the basis for chronic recidivism, they present two very serious problems to our penal and correctional institutions. They slow down the industries to the level of inferior, incapable and poorly balanced minds and are daily guilty of infractions of the rules and regulations, furnishing practically all of the disciplinary problems and trouble-makers of the institutions.

Purely from a financial point of view it would prove cheaper in the long run to provide diagnostic machinery for the proper classification and arrange for the segregation of these abnormal types from the normal and improvable offenders.

Unfortunately, in a great many instances it is now too late for reconstructive and preventive measures. Character deterioration and fixed delinquent tendencies have become established, and this simply because of the lack of facilities for recognizing strong determining factors at a period when constructive measures of treatment, properly applied, might have done much to prevent delinquent careers.

What is needed to meet the situation is a better organization of the machinery of city, county, and state for handling delinquents.

Delinquent individuals who have had a previous record of arrest should not be simply dismissed in court with a judicial reprimand or fine, or even with a suspended sentence; nor should they necessarily be sentenced to correctional institutions.

What is needed in the case of each and every repeated offender is, first, a searching inquiry that would seek to throw light on the causes responsible for his repeated delinquent behavior and point towards a practical plan of treatment and a solution of the problem which he presents; an inquiry that would seek to know the offender himself and why he has offended.

If we are to prevent crime we need to get away from the old idea of vengeance, of fixing punishment upon the wrong-doer for the evil acts he has committed, and turn our attention towards doing that which is best in the interest of the public welfare. We need to get away from philosophical theories and face the facts. We need to think less of responsibility or lack of responsibility, of abstract concepts of criminal law and procedure, and more of the well-known facts of human nature and causes that have everything to do with delinquent or non-delinquent behavior. We need to organize our penal and correctional

machinery less on the basis of punishment and more on the basis of educating, training, and adapting the delinquent for a normal life in the community.

When we place defective and mentally handicapped individuals in prison and then turn them out after a fixed period of punishment to commit the same criminal acts over and over again; when we place physically diseased and mentally crippled delinquents, time and time again, on probation from our courts, and find that sooner or later they turn up to be handled over again, we are not acting against the dictates of scientific theory so much as we are flying into the face of plain common sense.

The courts of all the larger cities should be equipped with expert assistance in the way of a medical, psychological, and a social service staff. This department would furnish the judge with a complete account of the prisoner's physical and mental condition, his personal history, employment record, delinquent behaviour, etc. It would outline the essential causes responsible for his criminal conduct and map out an intelligent course of procedure and treatment.

The smaller courts would be served by traveling clinics from the state hospitals and institutions for the feeble-minded.

This is not a sentimental consideration, but an item of far-reaching public welfare. It would mean greater protection against the dangerous criminal. It would mean that ultimately the attention of the court would come to be directed away from the offense to the offender; away from the act to the person who had committed it. It would mean that penal treatment (like medical treatment) would be instituted to fit the offender as well as the offense. Many criminals unfit for society would be recognized early and segregated until they could be returned with safety. Normal-minded persons who could be handled with safety out in the community, under careful supervision, would be placed on probation, or parole, secured employment, kept in close touch with, and treated in the light of their needs as shown by the examination in the clinic. Those needing institutional care and treatment would be sent to the proper institutions suited to their particular problems.

Cases of mental disease would be recognized and given proper treatment in their incipency, long before deterioration had rendered the mentally sick individual a hopeless custodial case.

Feeble-minded persons would be segregated in institutions suited to their peculiar difficulties upon their first appearance in court, and the criminal tendencies so commonly attributed to this class would cease to be a real problem.

Our penal and correctional institutions, with the insane, mentally defective, and epileptics removed, would then be in a position to do constructive work in behalf of the normal delinquents placed in their charge. Schools in such institutions would have as ideals a much fuller measure of education than merely reading, writing, and arithmetic. Industries would be planned with not only the consideration of ample revenues to the state in mind, but what, in the long run, will prove to be more important—occupational training of the inmates who are later to return to society to earn a living. The fitting of each man with a trade; restoring him to normal health; building him up mentally and physically; putting him in a position to secure profitable employment, and keeping in close contact with him, in a kindly and friendly manner, when he is out on parole, will do much to prevent future crime in the case of the inmates of these institutions. Some phase of this program is being carried out in many states. In

one state, there is now under way a complete reorganization of penal and correctional machinery. One of the large prisons is being remodelled to serve as the receiving prison for the state. To this reception prison each and every sentenced prisoner is to be committed. Over a period of several months he is to receive a very complete and intensive study, and treatment. First a thorough-going and complete physical and mental examination, a study of his personality make-up, and adaptive difficulties. Then, an investigation of his vocational aptitudes. Following this examination, he is to be given a course of treatment, including the most modern that medical science can afford. Intensive training along industrial lines in the light of his vocational interests and aptitudes is started. After an intelligent understanding of his problem has been gained, he is to be transferred to that institution best suited to handle his particular problem. The insane criminal to hospitals for the criminal insane, the defective criminal to the institution for defective delinquents, the young normal prisoner to industrial prisons, where he will be highly trained at some trade, the aged normal prisoners, to do much of the agricultural and housekeeping in the state prisons.

Parole is to be based not on the individual offenders' serving a fixed period of time, but on his ability to conduct himself normally, and his fitness for community life, his ability to earn a living, and his capacity to adapt himself to careful supervision under well-trained parole officers in the community.

This, the most important phase of penal treatment, should receive careful consideration. The early period of the prisoner's release is fraught with great danger to himself and the community. He should receive a thorough mental and physical examination. His past career should be investigated; work should be secured suited to his interest and ability and until he is tided over the early period of stress he should be visited frequently and assisted in every way possible to readapt himself to the conditions of normal life.

In several of the leading cities throughout the country, notably Chicago, Boston, New York, Philadelphia and Baltimore, there are now court clinics, for the diagnosis of abnormal types coming before the court, and thus feeble-minded and insane persons are not being sent over and over and over again to prison.

In one state there is a law enabling any court in the state to call upon the state commissioner for mental diseases for the attendance of psychiatrists from the state hospitals at the court. This at no cost to the court, or the county, but being part of the service that the state hospitals are expected to give.

Sentimentality has no part to play in this plan. The public welfare is the first consideration behind such efforts. Only by such a program can the state furnish the greatest amount of protection against the chronic criminal (the recidivist), against the insane criminal who commits at times the most heinous crimes, which would have been prevented, had his condition been early recognized; while the defective criminal with his long record of petty offenses culminating in some serious transgression of the law would have been early detected, and segregated in an environment suited to his particular needs and limitations, and thus a long and expensive criminal career prevented.

Of this thing we can be sure: Whatever the state does, or fails to do, for these delinquent individuals, will show itself in their future criminal or non-criminal conduct.

The most important place in the state machinery for dealing with the offenders is in the court. Here is the hopeful period when real prevention of delinquent careers is possible; here the early beginnings of crime show themselves and if properly understood, and intelligently handled, it is here that we can hope to cut short costly and dangerous careers.

It is my conviction that in the future, by far the largest measure of society's efforts in the prevention of crime through the reconstruction of the criminal, will and should rest upon the shoulders of the probation officer.

When the knowledge gained through the unselfish efforts of present-day pioneer workers has been so co-ordinated and organized as to have developed scientific methods from general principles that are already being laid down, this work will come to be rated as a profession.—By Dr. V. V. Anderson, Associate Medical Director, the National Committee for Mental Hygiene, N. Y. City. Read at the National Conference of Social Work, Milwaukee, June, 1921.

**The Kind of Men in State Prison.**—During the year beginning May 1, 1919, and ending April 30, 1920, there were admitted to the Massachusetts State Prison at Charlestown, 107 men. All had been convicted of a felony, and the shortest sentence was two and one-half years. From the above state it will be seen that these men have all been convicted of serious crime.

When we review the life history of certain delinquents, it is hard to account for their conduct on the basis of normality and yet by objective methods we are unable to demonstrate mental disease or abnormality, unless we are willing to assume a criminal career in itself to be evidence of disease. When we come in contact with the environment of these delinquents and realize the adverse circumstances under which they have been nurtured, the presence of opportunities for evil and the deprivation of good opportunities, we are inclined to believe that such a bringing up is incompatible with good citizenship, and yet in this very environment we find delinquent members to be in the minority, and can readily point to many of our finest types of manhood who have developed properly, despite adverse circumstances. Thus, a proper balance of opinion is difficult, and though it can be made in general, in particular cases becomes impossible.

We shall subject this group of 107 men to scrutiny, judging them by such measures as possible. During the past few years of life history has been taken from each man upon admission to state prison, according to an outline devised by Frank L. Randall, Esq., when commissioner. During the past year, beginning with the period of this study, a psychiatric opinion has been added to this history. An endeavor has been made to satisfy ourselves *in general* rather than in technical terms, as to what sort of a man we were dealing with, and to determine what factors in his life history and mental make-up would tend to explain his being in prison, and would be of aid in prophesying or planning his future career.

#### SUMMARY

- I. An analysis is made of 107 admissions to the Charlestown State Prison.
- II. Crimes involving sex or personal violence, devoid of intention to steal, represent uncontrolled emotion, and are explained on the ground of law cultural development rather than mental disease or criminal habit.

III. The relative youth of the population would tend to show criminal conduct to be due to neglected social problems among young men, rather than to permanent mental disease or traits.

IV. Stealing lacks the emotional element found in other crimes and is more apt to be due to mental defect or criminal habit. The group of individuals in this class while receiving the shortest sentences seem to present a greater menace to society than those committing legally worse crimes and receiving longer sentences.

V. Thirty-three out of 107 present mental abnormality enough to warrant this fact being considered in the treatment of the case.

VI. The foreign born as individuals do not form an essential part of our permanent criminal problem.

VII. The present temporary institutional care of delinquents does not effectually cure the individual or protect society.

VIII. A medico-sociological study of individual delinquents forms the most rational basis for treating the individual and for formulating methods of care, and is inadequately applied.—A. W. Stearns and John V. Chapman in the *Journal of Abnormal Psychology*, Dec., 1920-March, 1921.

**How Much Brains Should a Man Have to Be Hanged?**—An answer to this question has been given by the Illinois Supreme Court in a recent case.<sup>1</sup> This decision is of some interest from a forensic standpoint and obviously is important for alienists who may be concerned with the administration of the criminal law.

About a year ago a gentleman entered a saloon and without any special preliminaries shot and killed a man. His motive for doing so did not appear to be altogether clear. It might have been that he did not like the man's looks, or he was not dressed to suit him, and there was some intimation in the public press that possibly he had shot the wrong man, intending to kill somebody else. This, of course, would have brought the matter into the realm of accident. In any event, the jury took the view a few months later that he was guilty of willful and premeditated murder and sentenced him to be hanged.

The case was reviewed in the Supreme Court, which affirmed the judgment of the lower court. The petition for rehearing was denied. While awaiting the execution of the sentence of the court an attorney and a guard in the county jail discovered that this man was insane, which fact was presented in two affidavits to the court, praying that a jury might be impaneled to inquire into the alleged insanity of the defendant. The judge in whose court the affidavits were filed appointed three alienists, who accordingly examined the defendant. They were then put on the stand and the court propounded to them the two following questions:

1. "In your opinion, doctor, did Eugene Geary at the time of your examination of him have sufficient intelligence to understand that he had been indicted charged with the murder of Harry Reckas; that he was tried in the Criminal Court of this county on such charge; that he was convicted and sentenced to be hanged therefor, and that said sentence of death is about to be carried into execution?"

<sup>1</sup>*People of the State of Illinois v. Eugene Geary*, No. 14,106.

2. "In your opinion, doctor, did Eugene Geary at the time of your examination of him have sufficient understanding to know any facts that might exist which, if known, would exonerate him or mitigate his punishment and the intelligence requisite to convey such information, if any, to his attorney or the court?"

These questions were propounded separately to the three alienists. Their answer was unanimous to each question: "He did." To these questions counsel for the defendant interposed an objection, stating that they were too narrow and did not correctly embody the legal test of insanity. They further insisted that the defendant was entitled to a jury trial. The contentions of the defendant's counsel were overruled, the court holding that he had power to conduct the examination, which satisfied the court that the petition should be denied.

This record was taken to the Supreme Court and they found that the judge of the Criminal Court had made a serious blunder in not giving the defendant a jury trial. To the average layman it would seem as if the Supreme Court was right in this contention, as Section 13 of Division 2, paragraph 285, of the Criminal Code says that where a person becomes insane after trial and before judgment is entered the judgment shall be stayed, and if he becomes insane after judgment and before execution the order of the court shall not be carried out. The Criminal Code says:

"In all these cases it shall be the duty of the court to impanel a jury to try the question whether the accused be at the time of impaneling insane or lunatic."

It would seem as if this language was as plain as a flagstaff, but in any event the Criminal Court did not follow the injunction. It was awfully nice of the Supreme Court to characterize this as an error when they might with equal propriety have spoken of it as a blunder. Accordingly, they reversed the decision of the lower court and remanded it for trial.

It would seem as if this disposed of the matter, and they might well have left it to the jury in the Criminal Court to determine if the defendant was insane or lunatic, or perhaps both. The matter might wisely be left to the jury who with the facts before them and an opportunity of observing the defendant could determine whether he was in fact one or the other or both. It is a fairly good guess that the average jurymen is quite as likely to recognize a lunatic when he sees one as are the learned justices of the Supreme Court.

Not so, however; the court will help them. "We conclude that public interest requires that we further discuss the nature of the questions that are to be decided under said Section 285 of the Criminal Code, and the proper procedure for disposing of the same." When a person is put on trial for a crime, the correct test as to insanity is "whether or not the defendant is capable of knowing right from wrong as to the particular act in question and is capable of exercising the power of choosing either to do or not to do the act and of governing his conduct in accordance with such choice." In thus reaffirming the test for insanity as applied to the crime, the court says that that is not to be applied after judgment and while awaiting execution. This test says nothing about sufficient intelligence or sufficient mind, but simply did the defendant know right from wrong and was he capable of governing his conduct in respect to this knowledge.



After he has been convicted and awaiting trial, the question becomes far more complicated. We quote from the opinion as follows:

"The defendant is to be regarded as sane and not insane or lunatic when he has sufficient intelligence to understand the nature of the proceedings against him, what he was tried for originally, the purpose of his punishment, the impending fate which awaits him, and of sufficient mind to know any facts which might exist which would make his punishment unjust or unlawful, and sufficient of intelligence to convey such information to his attorney or to the court. When he has not such intelligence and mental ability he is to be regarded as insane or lunatic by the verdict of the jury if so found, and his execution stayed or prolonged."

The learned metaphysicians who deal with these distinctions have arrived at the following schedule of warranties:

Sufficient Intelligence:

- (a) To understand the nature of the proceedings against him;
- (b) What he was tried for originally;
- (c) The purpose of his punishment;
- (d) The impending fate which awaits him;
- (e) Sufficient mind to know any facts which might exist which would make his punishment unjust or unlawful, and sufficient of intelligence to convey such information to his attorney or the court.

It will be seen from even a cursory examination of the two tests that it takes a great deal more brains to be hanged than it does to commit a crime. We prefer to use the colloquial "brains" lest we fall into the psychological blunder which the Supreme Court did in confounding mind and intelligence. It will be noted in the first four things that a man must know are grouped under intelligence. When we come to the last sufficient mind is required by which he may know any facts which might exist and then he must have sufficient intelligence to convey such information to the court or jury. We are not quite sure that some lawyers could be executed under this last clause. We have seen them struggle to convey to the court information, but it seemed to us that they had not "sufficient of intelligence."

A careful consideration of the two tests convinces us that it takes a whole lot more brains to be hanged for a crime than to commit one.

One possibility in this procedure that evidently attracted the attention of the court but is not referred to except by implication is the establishing of a sort of endless chain in this procedure. After a prisoner has been convicted and it is discovered that he is insane, which, if supported by proper affidavits, requires that a jury should be impaneled to try his present condition. If the jury should then find that he was not insane and the judge should again sentence him to be hanged with the usual intervening period of between one and two months, it might easily fall out that another guard in the jail would discover that he was insane and had become so since the last adjudication. It is obvious that this might be repeated indefinitely. The Supreme Court had this in mind, and they concluded they would do a bit of legislating on their own account.

Of course, this is not stated directly, but it is explained to the lower courts that as the proceeding is not reviewable and that no writ of error will lie in such cases, it is not necessary for them to observe the statutory limits regarding

the time that should intervene between sentence and execution. This is very adroitly expressed as follows:

"After the trial has ended and the jury make their findings that the defendant is not insane or lunatic the court shall at once enter the verdict and judgment thereon and immediately thereafter fix the date for the execution of the defendant, which may be set on any day thereafter except on a Sunday, the time of such sentence to be fixed just sufficiently far ahead to give the sheriff of the county sufficient time to properly prepare for the execution of the defendant."

Of course, this naive advice is for the purpose of shortening up the period from sentence until execution lest, perchance, the defendant again become insane. We see no good reason why there should be special difficulty about the sheriff getting ready while this inquiry is pending. The sheriff might be advised to have his machine in readiness so as soon as the jury's verdict is brought in the defendant may be incontinently executed, providing it does not happen on Sunday.—From the *Chicago Medical Recorder*, July, 1921.

#### COURTS—LAWS

**The Pittsburgh Morals Court.**—With only the legal basis of a magistrate's court, the Morals Court has within two and a half years become the most interesting institution of Pittsburgh. It is really a big, brave adventure in community service, holding about the same relation to the conventional police court as that which the modern institutional church of our larger cities bears to the rectangular wooden meeting-house of our fathers.

This has come to pass through the social vision and moving force of one citizen, Judge Tensard De Wolf. Fresh from college, twenty-odd years ago, De Wolf came to Pittsburgh to study law, but before his legal studies were finished he turned to journalism. During several years' work as reporter and political writer he gained an intimate knowledge of the multiform life of the city. Then for many years De Wolf was active in municipal affairs as secretary of the Voters' League. Looking back over his career in Pittsburgh one sees that he was serving an apprenticeship, each stage of it fitting him for his distinguished work in the Morals Court.

The court was created to deal with youthful offenders of all kinds—every person under twenty-one years of age arrested by the police is brought before Judge De Wolf—also those charged with offenses against women and children, and "social" offenders—street-walkers, prostitutes, etc.—as well as all domestic-relations cases.

#### *Little Legal Power*

At first Judge De Wolfe feared that the court's legal authority, its jurisdiction, was too limited to deal adequately with its problems, and an appeal to the state legislature for extended powers was contemplated. A few weeks of work on the bench convinced the magistrate that the solution of his problems could not be found in legislation. Human life in a large city is a thing of intimate and tangled relationships, of problems at once too intricate and too simple for the application of statute law. As a social worker in the court whimsically asked, "To how many volumes would the Golden Rule run if put into acts of legislature?" Eventually only a few amendments to existing statutes, simplifying procedure and lessening penalties, were demanded. In the

majority of cases direct social treatment proved more effective, and when greater powers of correction were needed the offenders were passed on to other courts. It is the way this social treatment is achieved that marks the court as an adventure in community service.

Declaring that the grown-up citizens of Pittsburgh were responsible for the waywardness of the four thousand boys brought each year to the Morals Court—that the problems of the court were community problems—Judge De Wolf appealed to the social forces of the city. To churches, welfare organizations, clubs, and citizens at large he preached the gospel of service. The response has justified the preachment. The original personnel of the court is now the directing body, the executive force, of a large staff of skilled social workers, who represent, and are paid by, Pittsburgh's religious and social organizations. The social conscience and energy of the city is mobilized to supplement and complete the regenerative work of the court.

In its larger aspects the Morals Court thus becomes a social and moral hospital, in which the departments (as we may call them) of clinical research, of diagnosis, and of outside relief, are larger than the operating ward—for the work of the surgeon (Judge) is lessened as the court becomes institutionalized.

In round numbers, 14,000 cases appear annually in the court—12,000 brought by the police and the rest by social-working organizations and individuals—and in this round-up there are 4,000 boys. The treatment of these boys illustrates the character and methods of the court.

#### *The Court's Procedure*

Soon after their appearance in the chambers, when the evidence of wrongdoing has been presented by police or other prosecutors, the boys are questioned by members of the staff, and whenever the need is indicated the boys' records are "cleared" by telephone appeals to the juvenile court or Associated Charities. Then relatives and friends are sent for. Whenever a case of defective mentality is suspected, the Children's Service Bureau is called upon for a psychological examination. Sometimes a member of the court's staff visits a boy's home and studies his environment before a diagnosis is made. After all the information is at hand and the diagnosis is complete, the "case" is presented to the magistrate for judgment. A few incorrigible boys are held for trial in the criminal court or certified to the juvenile court; a few others are sent directly to reform schools or "homes"; another small contingent are returned to their homes, after parents or guardians have been advised or reproved; the larger number are placed in charge of agencies for "follow-up" work under the supervision of Big Brothers. Among these agencies are the Jewish Big Brothers, the Catholic Big Brothers, the Y. M. C. A., the Urban League (colored), and the staffs of several settlement houses. Not only must the Big Brothers report regularly, but the court's staff continues its supervision to make sure that the right brother is found for each boy; if one fails he is promptly replaced.

Girls brought to the court are treated by similar methods, but their cases are generally more difficult. As a rule they have fewer interests through which the worker can appeal, and, unfortunately, they are usually charged with graver offenses. The saving detail is that a relatively small number of girls appear in court.

To adult offenders like treatment is accorded; that is, thorough investigations and diagnoses are made whenever the need is indicated.

Perhaps the most marked innovation of the Morals Court is its treatment of the social evil. Digging up an obscure statute to justify the procedure, Judge De Wolf arranged with the state health department to "quarantine" prostitutes and casual street-walkers. This treatment is both remedial and prophylactic. Under skilled medical care and regenerative influences many unfortunate girls and women are restored to physical and moral health.

Another innovation, as has been suggested, is in the degree to which the work of the court is specialized. Nearly all of the other social-purpose courts have achieved distinction through the personalities of their magistrates; in them justice becomes a personal equation. While personality is not lacking in the Pittsburgh court, Judge De Wolf's methods are those of an executive; he supervises a trained staff to whom is delegated the larger part of the court's work. In no other way, he believes, could the court's "business" be efficiently managed. Moreover, this plan makes it possible for the magistrate to give much time to work which he thinks of greater importance, even, than the daily administration of justice.

#### *Few Repeaters*

One of the surprises of the court is the small number of repeaters; thanks to efficient follow-up work, few youthful offenders are brought before the magistrate more than once. Yet the disheartening procession keeps up. Why? What are the causes producing every year in Pittsburgh nearly four thousand young criminals, actual or potential? Almost from the beginning Judge De Wolf has regarded the court as a laboratory in which to discover and study the causes for youthful delinquency. Superficial causes were easily found, and the judge and his associates had not been at work long before fundamentals began to appear. It may be said that this laboratory work has been done before—that any experienced sociologist can recite the causes of crime and human degeneracy. But a like investigation has not been made before in Pittsburgh. Concrete proofs of conditions in this city are quite unlike sociological abstractions regarding municipal affairs in the country at large; contact with the slums of Pittsburgh, for instance, produces a reaction not brought by text-book statements of human misery.

Fundamental causes of crime revealed in the court are: widespread and growing slum districts (essentially problems of housing and transportation), lack of playgrounds for children, insufficient vocational guidance, prostitution, venereal disease, and large numbers of unrestrained persons of defective mentality.

The fact that more than half of the children of the city are badly housed and conditioned comes as a shocking surprise to thinking men and women of the community. For fifty thousand children city streets and alleys are the only playgrounds accessible. One characteristic is almost invariable in the cases of children of working age (16 to 21) brought into the court—they have no steady employment—each tells a story of short-time jobs. Through lack of effective vocational guidance and placement, these children are economic failures before they attain citizenship. Of the horrors of prostitution, the ravages of venereal disease, and the folly of allowing feeble-minded persons to reproduce their kind, it is needless to speak.

*Pittsburgh Safe for Childhood*

To a man of De Wolf's active and creative mind it was impossible to face these conditions without devising means for their improvement. To make Pittsburgh safe for childhood—this is now the chief concern of the Morals Court magistrate and his staff. Just as he institutionalized his court and made it powerful through appeals to the conscience of the community, De Wolf now calls on the enlightened elements of the city to formulate and put into operation a social program for Pittsburgh. He has already addressed nearly all of the ministerial and ecclesiastical bodies of the city, laying bare the conditions that threaten to destroy the community and offering remedies. Special committees have been appointed by practically all of these organizations to co-operate in drawing up a program for permanent relief. "The Church has assumed the responsibility not merely as a service to the community, but as one of the fundamental reasons for its existence."

Justifying his appeal to the churches, De Wolf says:

"We are tapping reservoirs of social energy. No other agencies can reach so quickly and with such authority into every home, especially those of the foreign-born (one-fourth of Pittsburgh's population). This has been demonstrated. Only last week one church organization through a single contact in the court reached at least thirty young men in their homes and corrected a serious condition that neither the court nor the police could have touched. When all the clergymen in the city have come to understand its social needs, a regenerative social program is fully outlined, they will carry conviction to their congregations. These congregations comprise a large majority of the citizens of Pittsburgh. With this majority enlightened, public officers, city, county and state, *must* join in carrying out the program."

Utopian? Perhaps. Yet in the light of the reaction on the men and women who have already helped the court, a successful outcome seems not impossible. More than a year ago a trained observer, who came from Washington to study the court, said: "The Morals Court set out to rehabilitate the unfortunate boys of the city and finds that it is regenerating the whole city and inaugurating a method of instilling a social consciousness and a social conscience."—Charles W. Collins in the *National Municipal Review*, August, 1921.

**Bureau of Criminal Investigation.**—(S. F. 788; Iowa, 39th General Assembly, 1921, April 9, p. 193, c. 186). AN ACT authorizing the attorney general to provide a bureau of criminal investigation and to provide for methods of criminal information and investigation.

*Be it enacted by the General Assembly of the State of Iowa:*

Section 1. BUREAU OF CRIMINAL INVESTIGATION. The attorney general may establish in his office a bureau of criminal investigation. The officers of such bureau of criminal investigation shall be the peace officers provided for by section sixty-five-a (65-a), supplemental supplement to the code, 1915 (C. C. 9055), and the peace officers provided by section one (1), chapter three hundred and twenty-seven (327), acts of the Thirty-eighth General Assembly (C. C. 9059). From such officers the attorney general may select a chief, who shall be the chief of the bureau.

Sec. 2. SYSTEM OF CRIMINAL IDENTIFICATION—DUTY OF SHERIFF'S AND CHIEFS OF POLICE. The attorney general may provide in his department a system of criminal identification. He may adopt rules and regulations for the

same. The sheriff of each county and the chief of police of each city and town shall furnish to the department criminal identification records and other information as directed by the attorney general.

#### PAROLE—PROBATION

**The Parole System.**—The following very appropriate statement is from the final report of the retiring Director of the Public Welfare Department of the State of Illinois, Mr. Charles H. Thorne:

Much criticism has been aimed at the parole board, almost always, however, unfairly and without knowledge of the facts. A part of the criticism is due to the lack of distinction between county jails and state institutions and between parole and probation.

The so-called "ex-convict" is not necessarily a paroled or discharged inmate of a penitentiary or reformatory.

The punishment for criminal action lies in the conviction and sentence. Sentence to state institutions being for limited periods, it immediately becomes the duty of the department, as contemplated by law, to undertake the training of the criminals for the purpose of making them fit to re-enter society when their sentence expires, otherwise they would re-enter unfit.

The business of the parole board is to determine when prisoners are fit to re-enter society. In making this determination, each case is studied as to causes, the crime, the mental and physical condition of the prisoner, his attitude of mind and general conduct while in the institution.

Mistakes have been made, of course, but they have not been made through loose methods. The net result of the system as now conducted has been an increase in the time served, averaging nearly double what it was prior to the present administration of the parole system.

Attacks upon the parole system will not reduce crime, increase the brain power of defectives, nor become an effective substitute for the shortcomings or abuses of the police and judicial systems.

The "police power" is a power of local communities and communities should control disorders within their limits.—*The Institution Quarterly*, Vol. XII, Nos. 1 and 2.

**The Crime Wave and Probation.**—Within the past year, there has developed a greatly increased public interest and discussion of the crime problem in America. Whether this has been occasioned by an increase in the amount of seriousness of crime as compared with former years is open to some question, but there is no question about the increased interest. Every agency concerned with the effective treatment and prevention of crime should be vitally interested in the direction of this awakened popular interest.

America has always had a crime problem. The publication of Raymond B. Fosdick's book "American Police Systems" has focused public attention on the fact that there is far more crime in proportion to the population of this country than in any other large nation. Even with systems of crime detection and administration which permit a large proportion of criminals to escape arrest and conviction, 500,000 men, women and children entered correctional institutions in the United States in a single year, according to the last special census report on crime. The total cost of crime in the United States has been estimated at two and one-half million dollars a day.

According to Mr. Fosdick, in the average American city there are, under ordinary circumstances, from 7 to 10 times more crimes of a serious nature committed each year than are committed during the same period in English, French and German municipalities of similar size. New York City frequently has more burglaries in a given year than all England and Wales put together.

Chicago in 1918 had twelve robberies for every one robbery in England, Wales and Scotland. It is time the public was awakened to meet this grave social problem.

The question of whether we have been and still are suffering from an acute increase in crime, justifying the expression "crime wave," is less important than that of devising means for solving the ever-present crime problem. The question is of special interest to us, however, as there have been some attempts, though few and scattered, to relate increased crime to increased use of probation and other scientific and humane systems in which we believe.

So far as statistics are concerned, I have seen none that demonstrate any general increase in crime during the past year. On the other hand, I have obtained figures indicating a decrease. In New York State complete figures of arrangement in 42 of the 59 cities of the state, including all the large cities, show a decrease in arrangements of 8,600 in 1920, as compared with 1919. In 10 of the largest county courts, trying felonies, there was a decrease of over 1,000 cases in 1920.

A questionnaire was sent out during January and February last, to the Police Commissioners or Chiefs of Police in most of the large cities of the country, asking for facts about the crime wave, if any. Replies were received from New York City, Boston, Baltimore, Pittsburgh, Cleveland, Cincinnati, Detroit, St. Louis, Washington, Minneapolis, San Francisco, Buffalo and Rochester. Each and every letter brought a denial that there was any crime wave in that particular city. A number submitted figures to prove it. For instance, in Buffalo, the Chief of Police reported that there was a decrease in 1920 in each of the following groups: Homicides, burglaries, hold-ups, pockets picked and automobiles stolen, the total decrease in these five major groups as compared with the total in 1919 was 675, or 27%. In Detroit, where there has been much crime wave talk, there were fewer arrests for five major crimes during the last three months of 1920 than during the same period in either 1919, 1917 or 1916.

It is, however, generally admitted that there has been an increase in many cities in crimes of violence and that these have been generally more flagrant and sensational. The majority of these crimes, as will be recalled from the newspaper stories, have been daring hold-ups and burglaries. These spectacular crimes have been made more so by being "played up" by the newspapers. "The Crime Wave" is a reportorial phrase. It seems evident that certain newspapers, lacking the sensational war news which filled the press and sold our papers by the millions, have exaggerated sensational crimes for ulterior motives. At any rate, no true perspective can be gained from the newspapers on this question, although, unfortunately, the great majority of people have practically no other source of information.

We know that there have been a series of startling crimes in New York City, Chicago and other cities. There has been a general lawlessness prevalent. What are the causes of this? Undoubtedly the principal and fundamental cause is the after effects and unsettled condition following the war, including the serious industrial depression and consequent unemployment. Something like a crime wave or outbreak of lawlessness has followed every great war in history. It is easy to understand. There is a moral break-down or relaxation. There is the vast problem of the returning soldier, unadjusted to industrial life, used to adventure and the reckless use of fire-arms. The practically unanimous testi-

mony of all directly dealing with crime has been that these are the causes and practically the only causes of the so-called crime wave.

Have probation, parole, the indeterminate sentence and other humane and modern methods of dealing with crime anything to do with increasing serious crime? There is not a shred of evidence to show this and few have made such a claim, even the Chiefs of Police heard from with two exceptions made no such claim and these two thought probation all right in its place, but that it was used too much. The very fact of no general decrease in crime in spite of economic and other post-war conditions, the general and well known decrease in the population of penal institutions, and the successful results reported everywhere by probation officers; these undoubted facts serve to exonerate probation.

But we must go further. We must in our respective communities show that probation has decreased crime and proven itself not only a safe but a valuable and effective measure in helping to solve America's crime problem. To us, this is a truism. We have seen probation successfully at work so long that we forget the need of convincing the public of its value. Periods like this bring out this constant need. We must take the public into our confidence, otherwise the reactionaries may succeed, as they haven't yet, in repealing or limiting probation laws, and increasing penalties for crime, as well as abolishing the indeterminate sentence and parole; all backward steps.

Criticism of probation generally resolves itself into criticism of the misuse of the system by certain judges and the inefficiency of its administration.

The Chicago Crime Commission in its last report on criminal courts took occasion to criticize the probation law and called for its modification so as to give less discretion to judges, or else suggested its entire repeal. Subsequent correspondence after the Commission had heard from judges and other friends of probation, brought forth the statement from the operating director that he had no doubt of the value of probation, but that what the Commission criticized was its faulty administration. Doubtless they are justified in much of their criticism. Such criticism, if constructive, may be very useful both in bringing about a better selection of probation cases and in strengthening the probation staff. Other criticisms, when not merely reactionary hostility to any form of leniency or scientific, individual treatment of crime, may usually be traced back to actual defects in probation systems needing attention.

We cannot at this time place too much emphasis on discrimination in the selection of probation cases based on thorough investigation in each case, and on the need for trained adequate probation staffs. Most of the defects and consequent criticisms of probation have been due to lack in these two directions. This has been repeated again and again at probation conferences, but the idea must be gotten over to the public. Probation is not for the habitual offender nor for the real criminal who is dangerous to the community; it is for the far larger class of early offenders led into crime through ignorance or misfortune, or else environment, and showing evidence of a sincere desire and effort to reform. Probation, if wrongly used, either through lack of knowledge of the offender or because of political or other pressure brought to bear upon the judge, is no more to be condemned as a system than the power to suspend sentence, to prescribe minimum penalties or the power generally exercised in the lower courts to acquit. In fact, probation is much safer for the community than any of the above, as it puts the delinquent under a real system of discipline and repression, and unless the offender responds he is promptly brought back by



the vigilant officer. The efficiency of the probation officer is what the probation system must ultimately stand or fall by.

At the present moment there is an effort being made, sponsored by the Governor, to repeal the suspension of sentence law in the State of Texas. This would be unfortunate, as it would tie the hands of the judges completely and make the development of an adult probation system impossible. The time has passed, however, for any state to fail to realize the absolute necessity of probation work in order to make suspended sentence safe.

Instead of being discouraged at popular criticism, it seems to me that the probation officer should welcome and use it. Let him but convince the public that probation is a valuable method, more efficient than imprisonment in at least half the cases that come before the courts, producing results in actual reformations and the prevention of crime that no reformatory institution can ever hope to equal, and he will be given the staff and equipment which his work deserves.—Charles L. Chute, Secy. National Probation Association, at the Annual Conference of the Association, Milwaukee, June 20, 1921.

**Newspaper Misrepresentation of the Facts of Parole.**—Not so much interested in the public welfare as in the publication of sensational news, the metropolitan press of Chicago, by misrepresentations of fact relating to the administration of the parole law, is doing incalculable harm to the public good. That ninety out of one hundred men upon parole may be making good is of no interest to these metropolitan daily papers. The one who fails furnishes the sensational story.

Four glaring examples of misrepresentation of facts in the month of January, 1921, are herewith presented. Attention is directed to these misrepresentations in order that the thoughtful reader may have some understanding of the problems faced by the members of the Division of Pardons and Paroles. While the sensationally destructive attitude of the metropolitan press has continued through several years, this is the first time so many glaring misrepresentations have been made in any one month.

To the credit of the down-state newspapers it should be said that they have not aided in creating distrust of the efficacy of the parole law and the possibility of its proper administration.

Many of the facts and figures contained in the biennial report of the superintendent of the Division of Pardons and Paroles have been furnished the metropolitan newspapers from time to time and they have either refused publication or have garbled the facts.

#### *First Example*

The following editorial appeared in one of the Chicago newspapers about the middle of January, 1921. It was based upon a newspaper story which had appeared a few days before. It reads:

"Charges against the state parole board are usually preferred in very general terms, and, naturally, denials of the charges are couched in like terms. When the Chicago Police Department alleges that too many professional criminals are paroled to this city, the answer is a flat denial. When figures are given, their accuracy is promptly challenged and other figures are produced.

"This is confusing and unfortunate. The public would like to know the facts regarding the parole system.

"The other day Stephen O'Meara, president of the Policemen's Benevolent Association, made this statement: 'Twelve of our members were killed in the last two years by paroled convicts.'

"That is a grave charge. If the facts sustain it, then the inference is unavoidable that the parole system is being abused or negligently administered.

"We are often assured that very few paroled convicts go wrong. But if in two years twelve policemen were killed by paroled convicts an offhand white-wash of the parole system is hardly sufficient to reassure the public, impressed and oppressed as it is by the prevalence of serious crime."

Immediately after the publication of the statement that twelve members of the Chicago Policemen's Benevolent Association had been killed by paroled convicts during the past two years, the Division caused an investigation to be made. The report covers many pages of closely typewritten manuscript. Seventeen policemen of the City of Chicago were killed during that period. In only one case of the seventeen was any man implicated who had ever served in a penal institution of this or any other state. This ex-convict was killed in the same battle in which the police officer lost his life. Many shots were exchanged. It is not known whether the former convict fired the fatal shot or whether it was fired by his associate.

The material fact is that instead of twelve policemen having been killed by paroled convicts, but one was killed. The foundation, therefore, for the newspaper story and the editorial above quoted falls. The convict who was implicated in the death of this policeman had violated his parole. The Division had caused a warrant to be issued for his arrest and the warrant had for several months been in the hands of the Chicago police.

The report upon the seventeen cases of policemen who were killed in the line of duty includes the names and such facts surrounding the commission of the crimes as are in the hands of the coroner of Cook County and the records of the police department. This report, after it was completed, was submitted to Detective Sergeant Stephen O'Meara who approved it in the following words which are endorsed upon the original draft of the report: "O. K., Stephen O'Meara, President, Chicago Policemen's Benevolent Association." In order that the reader may understand how thorough this report was, we are publishing the summary which follows:

"Careful investigation from every angle into the charge of Detective Sergeant Stephen O'Meara, President of the Chicago Policemen's Benevolent Association, as reported in Chicago newspapers, that 'this association has lost twelve members during the last two years, killed by paroled convicts,' indicates this charge is false and without foundation. Detective Sergeant O'Meara furnished the names of seventeen members of the Chicago Policemen's Benevolent Association, killed during the past two years in the performance of their duties.

"This list was carefully checked with the records of Coroner Peter M. Hoffman, of Cook County, to ascertain who was accused of the slaying of the officer in each case. The names of the accused were then checked with the records in the office of the secretary of police in an effort to ascertain if any of the men charged in the coroner's reports with the death of a policeman had previous criminal records.

"In only the single case in which Edward W. Marpool, a police officer of the City of Chicago, was killed on October 26, 1920, is there any reason to believe a man who has served time in any of the penal institutions of the state was implicated.

"The coroner's records show that Officer Edward Marpool was shot and killed by John Karistoveck, alias John Carey, or an unknown man in company with the above, in an alley east of Western avenue on the south side of Custer street, on October 26, 1920, and that John Karistoveck is now deceased. As John Carey, No. 3975, this man served in the Illinois State Penitentiary, being received from Cook County December 2, 1914, under a conviction of receiving stolen property and an indeterminate sentence of one to ten years. His previous

criminal record shows one term in the Pontiac Reformatory and four terms in the Chicago Bridewell. On June 7, 1920, while on parole at Rock Island, Carey violated by leaving his sponsor and place of employment without permission and going to Chicago. A warrant as a parole violator was immediately filed against him and placed in the hands of Chief of Detectives James Mooney and he was a fugitive from justice at the time of the gun-battle in which Officer Edward W. Marpool was killed and John Carey, alias John Karistoveck, also lost his life. It has never been clearly established, as shown by the coroner's records, that John Carey, alias John Karistoveck, fired the shot which resulted in the death of Officer Edward Marpool, and there are well defined rumors in Chicago underworld circles that the man who is really guilty of killing the officer has never been brought to justice."

#### *Second Example*

On January 13, 1921, there appeared a cartoon on the front page of one of the leading Chicago newspapers consisting of six illustrations. In the first a criminal is depicted as ruthlessly shooting down an unoffending citizen. In the second he is being placed under arrest after having killed a policeman and is made to say to those officers who are arresting him, "I will get you for this!" In the third the criminal is seen clinging to the bars of his cell in front of which stands Justice with her sword and balances, with a gang labeled "lax judges," "pull," "crooked bondsmen," "legal dodgers," hovering about saying, "We will get him out." The fourth represents the court room. Under this are the words "After endless delays and dodges, he is finally brought to trial, where the jury, unless it is of the mushy sentimentalist type, finds him guilty and sentences him in spite of all the weeping relatives who are dragged in to influence the jury." The fifth represents the facade of the penitentiary with the criminal entering in charge of an officer. Waving him farewell is another gang which says, "Cheer up, Bill, we will get you paroled!" The sixth represents the criminal walking down the street with his chest thrown out, a cigar in his mouth, his thumbs in the armholes of his vest, while policemen and citizens stand aghast in surprise and clasp their hands to their heads with the exclamation, "What's the use?" Beneath this last is found "Where he remains for a short time and then is released upon parole! No wonder crime flourishes and police despair!"

The only explanation for this cartoon is to be found in the case of Abe Schaffner, No. 6006, Joliet. Schaffner was received at the Illinois State Penitentiary, Joliet, September 21, 1918, on a charge of plain robbery. The crime for which he was convicted was participation in the robbery of the Stockmen's Trust and Savings Bank when \$14,000 were stolen. On December 15, 1920, he was released from the penitentiary on bonds under a writ of supersedeas from the United States Supreme Court.

The day before the cartoon appeared there was an article in one of the Chicago newspapers under the heading "Out Again, Then in Again" in which the story of the conviction of Schaffner for the robbery of the Stockmen's Trust and Savings Bank is related and in which it is said the police officers were surprised at finding Schaffner at large.

The inference of the cartoon and the article upon which it was evidently based must be apparent. The amount of harm the cartoon and the article has done to the parole law cannot be computed. Had the newspapers called upon the parole office located in the county building in the city of Chicago they could have had all of the facts concerning Schaffner's case. Better yet, had they

gone to the clerk of the court in which Schaffner was convicted they would have found the writ of supersedeas under which he was released.

#### *Third Example*

Under date of January 17, 1921, the Division of Pardons and Paroles sent to Charles C. Fitzmorris, superintendent of police in the City of Chicago, for his information, a report by the superintendent of the division, giving him the number of men on parole in the City of Chicago on January 1, 1921.

The number was 148.

This information was furnished voluntarily. In reply thereto, under date of January 19, 1921, Superintendent of Police Fitzmorris says: "I am very much obliged to you for your letter in regard to paroled convicts and the information you are giving me is of much help. I shall be glad to see you whenever you are in this neighborhood."

On the same date that Superintendent Fitzmorris acknowledged the receipt of the letter from the superintendent of the division there appeared an article on the front page of one of Chicago's leading dailies, telling of the conviction before George Kersten of Thomas Slaznik and Stephen Kreway, on the charge of having robbed a Brinck's Express Company's messenger of \$17,500. In this article will be found the following paragraphs relating to the information furnished Chief Fitzmorris by the division:

"The capture came coincident with a new move by Chief Fitzmorris to keep check on criminals at liberty on bond or parole. The move took the form of a request to Will Colvin, Superintendent of the Board of Pardons and Paroles in Springfield, for a list of prisoners paroled to Chicagoans in the last year. The answer was a letter stating that 1,148 had been so paroled.

"A majority of these, Chief Fitzmorris believes, are still in Chicago. A certain percentage, he regards as certain, are still engaged in criminals operations. It will be part of the future business of the force, he says, to keep close check on these men, and, without hampering their efforts to reform, to act the moment they show signs of returning to criminal paths."

The attention of the reader is specifically directed to the figures contained in the above article. Instead of quoting the fact that there were 148 men on parole in Chicago on January 1, 1921, this article definitely states that Mr. Colvin's answer was that 1,148 men had been paroled in Chicago in the past year.

There was absolutely no warrant in substance or in fact for such a statement.

When it is considered that Chicago furnishes two-fifths of the convicts in the penal institutions in the State of Illinois, it must appear even to the casual reader, that 148 on parole is a very small number, yet this newspaper did not give the parole law and its administration the benefit of the bare and simple statement.

#### *Fourth Example*

Based upon the same report made by the superintendent of the Division to Superintendent of Police Fitzmorris, another Chicago daily newspaper, under date of January 24, 1921, published an editorial under the heading, "A Busy Little Helper: Chief Fitzmorris is Driving Criminals Out of Chicago; the Parole Board is Dumping Them In." The editorial follows:

"If the roof of your house leaked you would, being sane, stop the leak instead of mopping up the water that ran in every time it rained.

"And if you were trying to wipe out crime in Chicago you would, being sane, try to prevent any unusual influx of criminals into the city, as well as

trying to catch those operating here already. So would Chief of Police Fitzmorris and his men, but there's a leak they can't stop.

"The present operation of the Illinois Parole law supplies the leak. Since the first of this year—in three weeks—148 criminals from Joliet penitentiary and some 200 from penal institutions outside of Illinois have been paroled to residents of Chicago.

"Bitter experience has demonstrated that few, if any, paroled gunmen reform.

"Among the men who have been sent to Chicago from the penal institutions of Illinois and elsewhere this month there certainly are some gunmen.

"They, of course, will continue to be gunmen. Chicagoans living today will die suddenly because these men have been dumped into the city. Everybody knows this.

"Everybody knows, too, that the life of one decent citizen is worth more than the lives or liberty of all the gun-carrying, work-hating scoundrels in the United States. But the parole board goes sweetly on turning killers loose to kill again.

"Chief of Police Fitzmorris has asked Mr. Colvin, chief of the State Department of Pardons and Paroles, to kindly give him some information about the men who have been sent from prison to Chicago, so that he will have a chance, at least, to watch them.

"That is all he can do—until they have committed their robberies and murders."

Please call to mind the statement as quoted above from the letter of the superintendent of the Division of Pardons and Paroles to Superintendent Fitzmorris in which he says that on January 1, 1921, there were 148 men under parole from Joliet in the City of Chicago. Also bear in mind that this letter was voluntarily written, furnishing this information to the superintendent of police. For some reason unknown and beyond the comprehension of those entrusted with the administration of the parole law this newspaper deliberately misquoted the letter as follows:

"Since the first of this year—in three weeks—148 criminals from Joliet penitentiary and some 200 from penal institutions outside of Illinois had been paroled to residents of Chicago."

The falsity of the statement lies in the fact that instead of quoting 148 under parole on January 1, 1921, they said that 148 were paroled in three weeks.

The pernicious character of such articles, wholly without foundation in fact, must, on their face, condemn the newspapers that publish them of gross carelessness in gathering their facts.—From the *Institution Quarterly*, Springfield, Ill. Prepared by the Division of Pardons and Paroles from the official records.

#### PRISONS

The U. S. Naval Prison at Portsmouth, N. H.—The U. S. Naval prison reservation is situated on the shores of the Piscataqua River, adjoining the Portsmouth navy yard, and consists of about eight acres. The prison and its grounds, which extend approximately one-half mile from the water front into the navy yard, come directly under the prison police. Beyond the dividing line is the navy yard proper where the marines have control, thus permitting neither entrance nor exit without proper authority.

The prison building proper consists of a four-story stone administration building, in which are the main offices, sick-bay, chapel and auditorium, which are directly and easily accessible to a cell block. The cell block consists of four double tiers, each single tier consisting of forty cells each, and each cell of the following dimensions:  $8 \times 4\frac{1}{2} \times 6$  feet. Each cell is provided with a wall cot, mattress and pillow, covered with clean linen twice a week, and from 1 to 3

blankets varying with the time of the year; a wash bowl with cold running water, and a 3-shelf stand containing the toilet articles and the clothing of the occupant; and a flushing toilet. Each cell is provided with an electric light. Each corridor or tier of cells is provided with an automatic electric locking system. The cell block is chiefly used for League offenders and for the newly arrived prisoners.

The charges on which prisoners are sent to naval prisons include "criminal" as well as military offenses, and the sentences awarded by naval courts-martial range from six months to life, for which reasons this institution may be said to have all the features of a jail and state's prison. Prisoners are received in varying number, the drafts ranging from one to twenty prisoners per day; and the rate of discharges also varies from twenty-five to fifty per month.

In 1917 there were constructed a number of wooden barracks near the water front of the river, and named after various states of the Union, and it is in these barracks that about 90 per cent of the League members are now housed. Each barracks accommodates one hundred men and each building is provided with a modern system of washroom, shower bath and toilet-rooms. There are installed in these barracks the usual double cots. Windows, without bars, at approximately eight feet apart permit fresh air and daylight in abundance. The barracks are each about one hundred and fifty feet in length and about twenty-five feet in width. At the present time there are in operation eight barracks.

In the barracks enclosure are the general mess hall, the galley, the bakeshop, and the school building. These buildings are also of frame and one story in height. The mess hall has a capacity of about thirteen hundred persons and the cafeteria system is now in use, by which it takes about fifteen minutes to feed the present prison population of about 700 to 800.

The overturn of the population is a factor which must be given a moment's thought when considering the discipline and self-government at the Portsmouth prison.

The large fluctuations in admissions and discharges is illustrated by the following:

		Count at the end of fiscal year.
Joined during the fiscal year 1917.....	484	325
Joined during the fiscal year 1918.....	3,229	2,295
Joined during the fiscal year 1919.....	2,710	1,367
Joined during the fiscal year 1920.....	731	311

The naval fiscal year ends the 30th of June.

Since the close of the war there has been a marked decrease in the population, as will be noted from the figures stated. The population now is about eight hundred. The ages of the men confined here range from 16 to 50, but the majority are under thirty years.

In July, 1919, the percentage of men confined for military offenses was much greater than the percentage of men confined for offenses of a "criminal" nature. In June, 1920, the situation was reversed and of the 311 men confined only 108 were strictly military offenders, and there were nearly twice as many men with sentences of five years as with sentences of eighteen months; 109 men, or over one-third, had sentences of five years or more; 21 had ten-year sentences, and 12 had over ten years.

Thomas Mott Osborne was the founder of the Mutual Welfare League in the Portsmouth prison. He says the original idea was given him by a convict in the Auburn prison. He was the commanding officer of the Portsmouth prison during the World War and the League under his administration progressed as the understanding of its principles by the prisoners developed.

The Mutual Welfare League is composed of the entire prison body with a Constitution and By-Laws, existing at the will of the commanding officer and regulated by him as found advisable. The motto of the League is "Trust and be trusted." The colors are green and white, signifying Hope and Truth.

The objects of the League, as stated in its Constitution and By-Laws, are: "To promote in every way possible the true interests of the men confined in the Naval Prison and to assist the Commanding Officer to maintain the proper discipline."

Experience has created the rules that go to make up its Constitution, and, in a general way, it provides that after the prisoners have been duly examined by the Parole Board of the League and found qualified they become members, taking the pledge:

"I do solemnly promise that I will do all in my power to promote in every way the welfare of the U. S. Navy and the men confined in the Naval Prison; that I will faithfully endeavor to live up to the rules and regulations governing the Naval Prison and the Mutual Welfare League, so help me, God."

The League is organized as follows:

Once every three months the League elects, by plurality vote, an Election Committee of twenty-five prisoners. Each member of the League, according to the present system, is permitted to vote for not less than ten and not more than fifteen members of the Election Committee. There are no party tickets and the names of the candidates for the Election Committee appear on the ballot in alphabetical order. A campaign of from ten to twenty days is permitted before the election, during which mass-meetings of the League are held, which are open to a free discussion of the declarations of the candidates. Attendance at these meetings is compulsory. At the political meetings recently held there were approximately six hundred prisoners present and the meetings lasted from one to two hours. These meetings are entirely under the supervision of the League.

The Election Committee, by plurality vote, choose seven of their own number as an Executive Committee, who select the Chief Sergeant-at-Arms, the Secretary of the League, and the various committees, subject to the approval of the commanding officer. The duties of the Chief Sergeant-at-Arms are to assist the prison authorities in maintaining proper discipline. He appoints his assistants and is responsible for good order throughout the prison at all times. Each Executive Committeeman in turn acts as the League Officer-of-the-Day and in this capacity has general supervision over all the prisoners.

The members of the Executive Committee, the League Chief Sergeant-at-Arms, the League Secretary and the members of the Judiciary Committee are provided with appropriate metal badges of their office. Men who have "made good" after being restored to duty in the naval service, or otherwise, may wear a button, smaller in design and of silver; also those who are elected as honorary members. A small celluloid button with the monogram "M. W. L." is furnished every member of the League to be constantly worn on the left side of the gray shirt.

The naval officer in charge of the barracks is designated as the League

officer and he has general supervision over the League, as an aide to the commanding officer.

All the administrative powers of the League are entrusted in the Executive Committee, and it is also the advisory and suggestive body, aiding the commanding officer in the formulation and creation of the rules. It appoints the various committees, such as the Request and Complaint Committee, the Athletic Committee, the Entertainment Committee, the Labor Committee, and such others as are deemed necessary from time to time.

The Executive Committee also selects four members from the League at large, who, together with the relief League Officers-of-the-Day, constitute the Judiciary Committee, commonly known as the League Court or Investigating Committee. The court meets as often as may be necessary to investigate the various complaints and reports for infractions of prison discipline. It determines matters of fact and recommends punishments. The commanding officer designates a day for Open Court at which he reviews the proceedings of the League court and he there passes upon the punishment, increasing or decreasing or approving of them as he in his judgment sees fit. Sometimes, and this is rare, the commanding officer sets aside the usual machinery of the League court and in the case of very serious infractions of regulations, investigates the matters himself and metes out the punishment he considers best for the welfare of all.

The minimum punishment is a warning or reprimand, and the maximum is the temporary deprivation of the privileges of the League or membership therein. The extreme punishment inflicted carries with it removal from the barracks to confinement in a cell in Third Class for an indefinite period or until such time as recommended by the Parole Board or as decided by the commanding officer. The real object of taking the offender out of the League and transferring him to the cell block is to give him an opportunity to reflect and consider. One of the forms of punishment is the taking away in part, or all, of a man's "good time allowance." I will amplify this by stating that a "good time allowance" consisting of one-third of a man's sentence is given to every prisoner when he is first received, and the prisoner is informed that part or all of the "good time allowance" may be taken away by the commanding officer on account of misbehavior. By the same method, the lost "good time" may be restored to a prisoner by the commanding officer when the individual has redeemed himself by good conduct. Furthermore, all prisoners are informed that they may earn clemency in addition to the "good time allowance," provided they maintain a good record and show a proper prison attitude. In exceptional cases, special clemency may be granted to those of excellent and meritorious conduct above the average which makes them stand out above their fellows. Every departure from this high standard of excellence causes a proportionate reduction in the amount of clemency shown.

The Parole Board of the League consists of the League officer, and the Executive Committee. The duties of this Board consist in instructing the prisoners in regard to the principles and ethics of the League and afterwards examining them as to their fitness for membership in it. League offenders also appear before them as to their fitness for reinstatement to good standing in the League. The instruction of newly arrived prisoners is considered of the highest importance, so that from his initial entry into prison he becomes imbued with a proper prison spirit. In carrying out their duties, one of the Executive Com-



mittee, or persons designated by them, delivers twice a week a lecture on the rules and regulations of the prison, especially clearly impressing the prisoners with the necessity for discipline and obedience to the rules as expressed by the Constitution and By-Laws and as laid down in the orders of the commanding officer and rules of the League, issued from time to time and which are always posted.

There is a permanent prison organization, a ship's company so-called consisting of twelve commissioned officers of the navy and a complement of about forty enlisted men who help to maintain discipline and carry out the daily routine.

The officers act as aides in the following capacities:

Executive Officer; Maintenance Officer; League Officer; three watch officers, who act as the Officers-of-the-Day; Supply Officer and Assistant; two Medical Officers; Dental Officer; two Chaplains.

The ship's company of enlisted men, several of whom are chief petty officers, perform duties as officers-of-the-day and as departmental division heads. For example, chief clerk to the commanding officer; clerk to the executive officer; supply department; commissary; medical; clothing, and other departments. These leading men in various departments form the nucleus of the permanent prison organization and are necessary to its efficiency and the preservation of its continuity.

All the other work of assisting in the administration and up-keep is performed by the prisoners, and among their important assignments may be enumerated: Assistants in the various departments; prison police; squad leaders of working gangs; cooks, bakers and mess attendants; clerks; librarian; editors of the Welfare News; carpentry shop, machine shop, steam fitters, shoe repairing shop, tailors, garage, etc.

The entire League is responsible to the commanding officer for its every act, but in order to afford the fullest measure of self-government and to permit the League to be its own test of strength or weakness, the policy of the officials of the institution is to place as much responsibility on the League as it is able to carry, and the use or abuse of privileges extended to it determines the extension or restriction thereof. In other words, on the ability of the League to enforce and maintain discipline and keep conditions clean rests directly the kind and quantity of freedom allowed. Should the League show maladministration or signs or slackness in discipline or weakening in morale, the commanding officer may remove the committee or League officials directly responsible, or may suspend the entire League. Or, he may appoint a temporary organization pending another election; or, suspend or take away such privileges and freedom as will once again bring the organization under control. The saying that "a chain is no stronger than its weakest link" is strikingly illustrated in the League, and it is indicative of the prisoners' viewpoint to repeat a commonplace saying among the inmates that "every prisoner carries the other on his back."

Count occurs twice a day—immediately after reveille and sundown, varying from 5:00 a. m. to 7:00 p. m. The count is made with the aid of a representative from the permanent prison complement of enlisted men, acting under the commissioned Officer-of-the-Day; the League Officer-of-the-Day and representatives of the prison police.

After taps, 9:00 p. m., which is "lights out," the captains of the barracks make an inspection of their respective stations, to see that every man is in his cot. No man is permitted away from his station between taps and reveille

excepting on written order of the commanding officer. The barracks captains are allowed to have lights in their offices for one hour after taps in order to make the routine details, and at 10:00 p. m. the barracks are considered turned over to the League Officer-of-the-Day and the prison police until reveille. Hourly inspections are made by the prison night police, and the prisoner police sentries around the barracks reservation are posted for the safeguarding of the inmates as well as precaution against fire. The night patrol system is well organized and has its own countersign. It is with pleasure that I make the statement that the chief night barracks-roundsman at present is a "lifer" and he has supervision over the night count of approximately five hundred prisoners, and I dare say that no better or more reliable man could be found in the institution to fill this position of trust and responsibility.

The barracks feature of the prison is an important factor in connection with our plan to develop the individual by placing on him trust and obligation by permitting association and the freedom of the barracks reservation between reveille and taps whenever the prisoner is not assigned to work. The League members are thus enabled to visit the library, the writing and reading room of the Farragut Club, the gymnasium and to use their leisure time otherwise for self-improvement. This socializing influence is one of the greatest factors brought out through the League.

During the year, depending on the season, League members have the privilege of baseball, football, basket-ball or other sports during recreational hours. Twice a week moving pictures are provided for their entertainment and instruction.

There are three classes of prisoners and these are indicated by the following described insignia of white duck or canvas in strips three inches long and one-half inch wide, worn vertically on the upper left arm of the outer-clothing:

Class one, three strips;

Class two, two strips;

Class three, one strip.

Under the present system, class one prisoners are men who have been advanced on account of meritorious conduct and who are considered worthy of being restored to duty in the naval service on probation. They are men holding positions of trust and are given opportunity for instruction and study with a view to fitting themselves for restoration to duty in the naval service. They are placed on one-half pay of their navy rating.

Prisoners of class two are assigned to various working details and they are also given an opportunity for instruction.

Prisoners of class three perform hard labor, and are those assigned to Third Class.

The advancement to the higher classes is a reward for good conduct and a careful, prompt, cheerful performance of duty; in other words, an excellent general attitude.

Education receives special attention, the commanding officer holding that this, effectively planned in conjunction with the basic principles of the League, is the best instrument for the redirecting of untrained youth. A comprehensive system of elementary and vocational training has been mapped out, and the instructors are chosen from among the prisoners themselves. A careful, daily, weekly and monthly record of each man's educational progress is kept. Consideration in part for clemency is based on the man's progress in the subject he takes up.

Aside from this there is the moral and religious training which is vested in the Chaplain. At the present time there are assigned to this prison as a part of the officer complement, a Protestant Chaplain and a Catholic Chaplain, both officers of the navy.

A Field Director of the Red Cross, with headquarters in the navy yard, co-operates with the Chaplains. There are also four Christian Scientist volunteers—a man and three women who are there Saturday afternoons and Sundays.

Among the recreational activities of the prisoners may be counted the Farragut Club, which is just like any Y. M. C. A. hut, having a gymnasium replete with all kinds of athletic gear, and containing a large recreational room where the men may, during their leisure hours, come and enjoy themselves. We have also a library, which contains some 4,000 volumes, fiction and non-fiction, which is one of the most important factors in the educational activities of this institution. There are also two other activities or branches of the Mutual Welfare League, which deserve mention. One is the Tom Brown Club, a literary club, named after its founder, Thomas Mott Osborne (Tom Brown being the name adopted by him when he first went into prison work), which holds its meetings every Sunday night. Before it are presented talks by prominent men of affairs as well as debates and literary discussion by the prisoners themselves. There is also a Bible Study Club, which is presided over by the Chaplain, who every Saturday night delivers a heart to heart talk on Christian life and endeavor, sometimes illustrating it by lantern slides. A branch of the Christian Endeavor Society has been formed by the prisoners, which is well attended, exercising a very helpful influence. The Jewish Welfare Board render valuable service whenever the Jewish Festivals occur and at other times to the men of their belief.

A campaign of education is carried on continually through the machinery of the League. The commanding officer is constantly in touch with the League's activities, for he reviews for approval or disapproval the minutes of all the meetings of the Election Committee and of the Executive Committee. The League Chief Sergeant-at-Arms makes report to the commanding officer of all offenders for violations of orders and rules, and also of the general state of discipline every morning; and the commanding officer transmits these reports to the Judiciary Committee for investigation.

The systematic supervision and administration above stated and the wise guardianship of the League by the commanding officer and his aides, without undue interference in the essentials of self-government, is in essence the modus operandi of the commanding officer in his relation to the prisoners.

The question may arise in your mind as to the difference between the so-called "Honor System" and the Mutual Welfare League system. There is quite a difference between the "Honor System" and the "League System" of self-government in prison. Briefly, I should say that the Honor System is solely the will of the Warden expressed in the system of prison regulation and order, without any suggestion or co-operation from the inmates as a prison body. The League System shows no partiality to any individual confined, while the Honor System is based on the knowledge of the Warden of the individual and the men who have shown themselves amenable or obedient to the will of the Warden are given more than ordinary privileges and are called trusties. In the prison where the Mutual Welfare League exists the entire prison body is given a share in the duties of administration and helps in carrying out discipline.

The spirit of the prisoners should be measured by the quality of their work and general attitude; they should be given every opportunity to work out their own rehabilitation; and this, together with a liberal amount of wholesome recreation, will produce activity of mind and body that should effectively train and discipline them. There are, of course, a large number of details connected with the handling of prisoners under the Mutual Welfare League system that are matters of internal administration; and the officials of the prison are constantly observing the functioning of the League with a view to correction, improvement and adjustment. It would require considerable amplification to go into the various details, for the matter of the internal administration of any prison requires experienced and trained officers and assistants. The constant and careful supervision of the prison is of the greatest importance and we have many influences and factors which have for their purpose the control and regulation thereof. The men are impressed with the idea that they are given these privileges under certain provisions, but that these privileges should not be regarded as rights.

Under these circumstances the commanding officer or warden has the last word in all matters, and it is only natural that in some instances the commanding officer, who has had more experience, sees a situation in a different light from that in which the prison body for the moment sees it, and, when such occasion arises, the will of the prison body is properly superseded by that of the warden, acting and having in mind the welfare of the League. Experience has proven that law and order exist more genuinely and completely under democratic institutions than under autocratic institutions, and this is the reason why law and order are more in evidence under the Mutual Welfare League than under the honor system.

The responsibilities placed upon the League as a body and upon the individual members of the League in the various positions assigned to them in the various units of its organization give the system an opportunity to function. In the social forces of self-government and self-support lies the constant test. This fact being recognized, it is obvious that if any one of the forces of the organization does not function properly there is something awry. When the organization is active, healthy and giving the service expected and required of it, the commanding officer or warden knows that it is working properly. When necessary individual members of the community are brought to task for violating the rules and those who stand out prominently in performing their duty become recognized for their ability and co-operation.

The Mutual Welfare League is a practical system designed to rehabilitate men mentally, morally, physically and spiritually, and in generalizing one might say that the most important results are: First, high morale; second, improved discipline; third, rehabilitation.

The League, in brief, is a living body undergoing change for the better from day to day, and I can assert with certainty that it is the most beneficial instrument for the government of any prison and I heartily recommend its gradual adoption in every prison. The Warden is always THE WARDEN and in him rests the absolute power of control. As he wisely and carefully feels out the pulse of the prisoners, observing an increasing willingness on their part to co-operate with him, he enlarges their scope of self-government and gives them more and more of his confidence.

In order that the Mutual Welfare League may be successful in any institution it is absolutely necessary that the head of the institution should always

give what is generally known as a "square deal" and have no favorites. It is essential that he should impress upon those under his control that he is their friend; that they must help him to help themselves and that this can only be done by the observing all the regulations of the institution.

As soon as the inmates know that the commanding officer always states the truth to them, sooner or later many of them will always state the truth to him. One may be disappointed, but he should never be discouraged in the attempt to help those who have stumbled. The work in all correctional institutions fortunately is not easy; those of us who have had the experience of years know that to do well when the work is hard gives the greatest satisfaction.

All have been impressed by the harmonies that are produced by a great band, the members thereof playing upon different instruments; we will all agree that it is much more difficult to make men's lives harmonize when playing upon their hearts. My experience with intimate association of men during the fifty-six years that I have been in the navy assures me that the way to help our fellows is to trust them again and again, to be always fair and never deceive them.—Commodore A. V. Wadhams, U. S. N., at the Annual Meeting of the National Committee on Prisons and Prison Labor.

**Convict Labor at the South Dakota Penitentiary.**—In 1881 the Legislative Assembly of Dakota Territory and the U. S. Congress jointly appropriated money for the erection and equipment of a territorial prison at Sioux Falls. In the following year the institution was opened for the reception of convicts. In 1889 it became the State Penitentiary of South Dakota when the territory was divided into the two states of North and South Dakota.

The prison was located at Sioux Falls largely because an abundance of durable building stone, the so-called Sioux Falls quartzite, was found there. Out of this material all of the present buildings and walls have been constructed and, except for the original building, all of the stone used has been taken out of state-owned quarries and dressed by convict labor. Convicts have also furnished practically all of the unskilled labor used on construction work. From 1883, when the first prison quarry was purchased, down to 1916, between fifteen and thirty men were employed each year at getting out stone during the open months while usually somewhat smaller numbers were used during the winter to dress the product. In a few instances rough or dressed stone was sold to other state institutions, such as the university, but no sales were ever made to private parties.

Eighty acres of land were purchased for the original prison site. Today the institution owns about 530 acres. In 1883 money was appropriated to provide the farm with equipment. Since that time farming and gardening have been carried on by convicts with fair success. Except for a few disastrous years, the prison has been able to furnish practically all its table vegetables, fresh meat, and feed for live stock. At times surplus crops have been sold on the open market. The number of men employed at farming has seldom exceeded twenty. The prison has also used regularly the services of from twenty to thirty men at various tasks in and about the property.

From 1883 down to 1905 prisoners were limited in their work to farm and quarry operations, and routine institution duties. During the summer practically all of the men could be given something to do, but when winter came on quarry and farm work had to be abandoned to so large a degree that many of the convicts were left in absolute idleness. Repeatedly the prison authorities urged that indoor industries be established, "not only on humanitarian grounds,

but as a matter of economy." The Legislature, however, let the matter drift for over twenty years. Finally, in 1905, the purse strings were opened and fairly liberal appropriations were made to provide buildings and equipment for two industries, a shirt factory and a hard-fibre binder-twine plant.

The shirt factory went into operation September 1, 1905, on a contract basis. It at once proved to be a money-maker for the state even though the highest price ever paid by the contractors for convict labor was only thirty-six cents per dozen. The net profit on the factory as a separate accounting unit down to 1915 amounted to \$102,812.26. The number of prisoners employed as operatives varied from eighty-five to one hundred and two. Practically all of the output was marketed on the Pacific Coast.

On June 1, 1915, the accounts of the shirt factory were closed and the enterprise was discontinued owing to the repeal of the law allowing the penitentiary to make labor contracts. Opposition to contract convict labor had gained many converts throughout the state. The system was denounced as a method of using public wards to produce "blood money" for private persons. All profit from the employment of prisoners, it was urged, should go to the state alone. Further, it was believed that the general welfare of the people would be served better if a larger force of convicts were used in the twine factory, which was placed upon a substantial basis soon after its establishment. Millions of pounds of twine were used by the farmers who were extremely anxious to break the grip of the "twine trust." No claim was made that twine manufacture had more advantages for the prisoners than shirt making, although severe strictures were passed upon the lack of industrial training offered by the latter. Certainly it was true that a prisoner who did nothing all day long except to sew buttons on shirts did little that improved his character or that benefited him upon his discharge.

The twine plant began manufacture on March 17, 1909, after a factory, a store house, and a power plant had been erected. As far as possible the methods of operation obtaining in the twine mill at the Stillwater Penitentiary in Minnesota were copied. Each year down to date from fifty to eighty-five men have been employed in the plant and the average annual output has been 3,200,000 pounds of twine, about one-fifth of the amount now used in the state each year. In 1910 and 1911 the plant had to shut down for several weeks on account of the accumulation of unsold product. In 1912, when the same situation seemed about to arise, machinery was installed for converting part of the unsold stock into different sizes and grades of rope. The total earnings down to June 30, 1920, were \$260,383.46. Except for the year ending on the above date, when there was a loss of \$86,924.10, a net profit has been produced annually. The loss in 1920 was due to price declines which affected a large amount of unsold twine and rope. In part, the accumulation of stock was caused by the return of many unsatisfactory balls of twine upon which disgruntled prisoners had committed sabotage.

In the summer of 1918 a small squad of men was sent to the State Game Park in the Black Hills to work at the construction of roads under the direction of the State Highway Commission. Excellent road metal was available in the Hills and it was possible to maintain a camp there apart from public view. The experiment has been repeated each subsequent summer down to date. At present (September, 1921) sixteen men are in the road-construction group.

Comparatively few women have been sentenced to the penitentiary. Those

who have been sent there have been employed at making clothing for themselves and for the men prisoners and at doing the plain sewing for the institution.

In 1906 a task system was introduced into the shirt factory. Prisoners were allowed a certain compensation for all work produced in excess of their tasks and the sums earned were placed to their credit, payable on discharge. In 1909 the Legislature directed the prison authorities to set a wage for every convict, depending upon the character and deportment of the individual, the needs of his family, and the nature of his crime. The money earned was to be paid to the prisoner or to his dependent family, as deemed advisable. Wage schedules were promptly adopted in compliance with the law. At present standard rates for certain classes of work are paid all prisoners regardless of the items specified in the law. From June 30, 1909, to June 30, 1920, prisoners' earnings in the shirt factory and twine plant amounted to \$29,915.17. Official figures showing what prisoners have earned in other lines have never been published.

Until 1894 there were generally less than one hundred prisoners in the penitentiary. By 1906 the number had reached two hundred. In 1921 the prison population suddenly jumped to three hundred. At present, therefore, the old problem of keeping all the inmates profitably employed is back once more. New industries will undoubtedly be established. Inasmuch as it hardly seems advisable to add to the farm and twine-plant operations, the writer would like to see the manufacture of furniture and supplies for state schools, institutions and offices introduced as a prison industry. The product obtained from an enterprise of this kind would benefit all the people of the state and the work involved would possess certain educational advantages for the prisoners.—Frank T. Stockton, University of South Dakota, Vermillion, S. D.

**A Question of Discipline in the Navy.**—Captain Clark D. Stearns, U. S. N., while in command recently of the U. S. S. *Michigan*, undertook to substitute democracy for autocracy as a means for obtaining discipline on ship-board. The plan was evidently designed in an earnest endeavor to benefit the men of the ship. But the officials of the Navy Department were convinced that if it should be applied to the naval service generally the discipline of the fleet would be ruined. Captain Stearns was relieved of command and assigned to other duties.

At some points Captain Stearns' experiment reminds us of the attitude of the less conventional penologists of our day toward the problem of discipline. For this reason we publish below, from the *New York Times*, in full the Memorandum of the Navy Department relating to the matter and the Order by Captain Stearns that occasioned his removal:

The Navy Department memorandum, with the text of Captain Stearns' order, are as follows:

Navy Department, Bureau of Navigation, Washington, D. C., 22 June, 1921.

#### MEMORANDUM

The department received by reference from the Commander in Chief of the Atlantic Fleet on the 13th of May, 1921, a recommendation that the commanding officer of the *Michigan* be detached from the command of that vessel, largely because the manner of the administration of the command of the *Michigan* was not considered for the best interests of the Naval Service; and this matter, after having been taken up by the commander of Battleship Squadron 2 of the Atlantic Fleet with the commanding officer of the *Michigan*, was forwarded through the Vice Admiral commanding the battleship force and the Commander in Chief of the Atlantic Fleet, both of whom approved the recommendation of the commander of Battleship Squadron 2.

The department, concurring in the recommendations of these three senior officers, detached the commanding officer of the Michigan and assigned him to other duty commensurate with his rank.

The primary cause of the detachment of the commanding officer of the Michigan was the putting in force aboard that vessel a ship's routine order by which it was considered that the discipline of the vessel was not retained and exercised entirely by the commanding officer, as required by the statute law, by navy regulations and the long-established customs of the naval service. A copy of the order referred to is attached hereto.

Subsequent to the detachment of the commanding officer of the Michigan, he informed the secretary that a similar order to that referred to on board the Michigan had been carried into effect on board a vessel which he had previously commanded, and that this action had been explained to and was approved by the previous Secretary of the Navy, which statement has been accepted by the department. The present secretary was not aware of favorable action by his predecessor on this or a similar order upon a previous ship until so informed. In view of the approval by his predecessor of the prior order, the secretary, while in no way changing his view of the impropriety and inadvisability of the commanding officer sharing his responsibility with his subordinates, contrary to law, does not consider that the commanding officer was at fault, as he first appeared to be.

For the reasons above stated, it is probable that the commanding officer concerned will be given an appropriate sea command in the near future.

The text of the "soviet" order issued by Captain Stearns reads as follows:

U. S. S. Michigan, Captain's Office,  
Tangier Sound, Maryland, May 3, 1921.

#### ORDER No. 17

1. The object of this order is to locate and eliminate, where possible, causes leading to infractions of regulations.

2. The order is tentative, pending a practical solution of the problem. Constructive criticism and recommendations are invited from both officers and men.

#### DISCIPLINE

3. A clear understanding of the word discipline is a necessary premise. Discipline does not mean punishment.

4. Discipline is systematic training with a view to right conduct and prompt and efficient action under all circumstances, especially during the friction of war. This implies intelligent co-operation or willing submission to law and order through unity of purpose. This true discipline is based on right and justice, and its main ingredient is loyalty.

5. Discipline is a process used by the navy to shape and form its personnel. The chronic delinquents developed by this process are its waste product. The greater the waste product the less efficient the discipline.

6. Discipline is thus a medium through which organization is maintained. The efficiency of a ship's crew, its very force and power, is dependent on discipline for the reason that it demands unity of action more than any other body of men.

7. Morale is made or unmade by discipline. Therefore, it should be scientifically studied and applied as being the very foundation of military accomplishment. True Americanism demands, as the Constitution implies, intelligent obedience and willing submission.

8. Discipline should spring from necessity, from the logic of events and the immediate demands of a fixed principle to maintain the morale and efficiency of the navy.

#### MAST

9. The mast is not primarily a place for the assignment of punishment. It is a technical name for the locality where the captain may interview members of the crew for any purpose whatever, including requests, commendation, investigation of offenses, or other matters needing consideration.

#### RECORDS

10. Modern organization requires a minute and positive record of a man's



capabilities. Records should be positive rather than negative, based on merits rather than demerits, although necessity requires a record of both.

11. A personal record card shall be kept by the executive officer for each man of the ship's crew. On this card will be entered evidence of good as well as poor work. Men doing exceptionally good work will be commended on the spot by the commissioned officer present or over them. This commendation will be entered in the man's personal record card. If the good work done merits such action, the fact will be brought to the attention of the commanding officer, who will commend the man at the mast. Commanding officer's commendation will be entered on the day of inspection and posted on the ship's bulletin boards. A similar procedure will be followed for exceptionally poor work, except that no petty officer will be reprimanded before non-rated men.

12. Care must be exercised not to cheapen commendation by too profuse use. Commanding officer's commendation to a division or other group will be entered on the records of each unit of the group.

Flag or higher commendation of the ship will be entered on the record of each man concerned.

Commendations are not to be confused with bulletin board comment on routine work well done.

#### DELINQUENCY

13. Any action taken by the commanding officer toward a delinquent is intended to be reformative rather than punitive, and will include the motive of the accused as well as the effect of his act upon the discipline of the ship.

#### MORALE OFFICER

14. The morale officer and committee provided below can do valuable work in assisting men who are worried over pay and allotment troubles, fits of depression because of sickness or financial troubles at home, inability to adjust themselves to navy conditions, petty offenses due to ignorance, etc. Ignorance of duties due to lack of instruction is frequently the sole cause of an initial offense. The morale officer will act as adviser and counsel for accused at all mast investigations. He shall issue to each man a specially printed leaflet on discipline for the navy regulations, naval service customs, procedure, etc., with a view to eliminating delinquency. Heads of departments and division officers shall co-operate with the morale officer in every possible way. Division officers are to perform duties of assistant morale officers.

#### SHIP'S MORALE COMMITTEE

15. To assist the ship's morale officer or commanding officer in his work when desired, a Ship's Morale Committee will be elected by the crew. The Ship's Morale Committee will consist of:

*Deck Force.* 2 chief petty officers, 2 petty officers, 5 non-rated men or PO's.

*Engineer's Force.* 2 chief petty officers, 2 petty officers, 5 non-rated men or PO's.

The artificers, special branch and commissiary branch, will vote with and be considered as deck force.

The electrical force will vote with and be considered as engineer's force.

#### OBJECT OF COMMITTEE

##### (A Ship's Honor System)

(a) Investigate and report upon any case at mast which captain believes requires, in justice to the men, or to the ship's company, a more intimate knowledge of the circumstances that can be obtained at mast.

(b) Receive suggestions from men regarding any matter which will improve the health, happiness and comfort of the ship's company, or will tend to an increase in ship's efficiency.

(c) Suggestions on professional subjects that would increase efficiency of the ship or naval service.

(d) Suggestions regarding amusements, athletics, etc.

(e) Handle any question given them by the commanding officer which will be of benefit to the ship or naval service.

## PROCEDURE

(a) Men of the crew are requested to consult freely with their member of the committee and freely make suggestions.

(b) Members will bring matters to attention of his committee as a whole.

(c) Decisions of committee will be reported to commanding officer at regular request mast.

(d) Any matter the commanding officer desires to investigate, to get at inside facts, may be handed over to proper committee for investigation and report.

(e) The object of this committee is to obtain by above board, open methods the co-operation necessary to improve the efficiency of the ship and naval service.

16. The ship's Morale Committee will elect from their number an Executive Committee of seven (7), consisting of two chief petty officers, two petty officers, and three non-rated men or petty officers.

The Executive Committee, when any question is laid before them, will select a temporary committee of three to handle the matter unless a larger committee is considered necessary.

If the matter to be handled involves possible disciplinary action by the commanding officer, the temporary committee selected by the Executive Committee shall be composed of men senior to the person concerned.

The Chairman of the Executive Committee shall also act as Chairman of the whole ship's Morale Committee and shall be selected in such manner as the ship's Morale Committee men decide.

## REPORTS

17. Reports for commendation of delinquency shall be on special forms, in triplicate, made out in head of department's office, one copy to morale officer.

Before a case comes to the mast it shall be investigated by head of department and morale officer.

Head of department may eliminate minor delinquency case.

Executive officer may eliminate any delinquency case.

All commendation cases shall be brought to attention of commanding officer.

All men reported for delinquency shall be given sufficient time to prepare their case, except in emergency requiring immediate action.

C. D. STEARNS,

Cap. U. S. Navy, Commanding.

"It is but an echo of the old regime," said one high ranking officer of the department. "Every one remembers the Welfare League which was established at the Portsmouth Naval Prison and the results it accomplished. It ran the prison under the parental eye of Thomas Mott Osborne, who brought the league into being, and whose act was heartily approved by Mr. Daniels. Captain Stearns, I believe, was an admirer of Mr. Osborne and of his ideas."

Judge Wets of Belgium on Stage Life vs. Childhood.—(*La Protection de L' Enfrance*, Tome V, No. 26, Juin 1921.) In the June number of the interesting monthly publication from the Belgian Minister of Justice there are articles on the reorganization of instruction for the deaf-mutes, by Prof. A. Herlin (P. 756) and of professional and technical instruction in charitable institutions (unsigned, P. 766), the usual publication of laws, administrative orders, and judicial decisions of interest in the field of child welfare, and the usual review of important events and notable publications in this field in other countries (*Chronique de l' enfrance*, P. 816). The important and significant feature of the number is, however, the leading article by Paul Wets, Juge des Enfants, Membre du Conseil superieur de l' enfrance on *The Child in the Theatre*. In this article Judge Wets, in thrilling terms, portrays the demoralizing effect of life on the stage for the child, especially for the little girl, the damage to health, the specious and hypocritical character of the claims made concerning the educational value of early employment in this field, the vicious conditions by which the children are surrounded, the unfitness of many parents to understand the dangers to which their children are subjected, the need for rigorous public con-

trol and for the prohibition of children's employment on the stage. Those interested in extending the protection to children now contemplated by such statutes as that of Illinois will find useful ammunition for their contest with the theatrical interests in the facts cited and the arguments presented by Judge Wets, while in those states in which there are statutes on the statute books, but the laws are poorly enforced, this presentation may serve as a model for an inquiry as to how the laws can be made more effective, in behalf of those for whose protection they have been obtained.—Sophonisba S. Breckenridge, University of Chicago.

**A Plan for Training Social Hygiene Leaders.**—*Purpose*—To organize and train leadership in each community for more effective work in the field of social hygiene, particularly with respect to its educational aspect.

*Plan*—To enroll from each city and town a few selected men and women for the above purpose. The Association will undertake to serve those enrolled in the following ways:

1. To suggest progressive courses of reading and study on the various phases of social hygiene and to keep the members in touch with the growing literature on the subject.

2. To keep them informed about the best developments in research, educational principles, methods, materials and experience.

3. To furnish the members carefully prepared outlines of such a range of lectures as they would be most commonly called upon to use. These are not offered as in any sense "the final word," but merely as suggestions. They will help to bring social hygiene teaching into harmony with the best accepted educational principles, spirit and methods. We in turn invite the criticism and suggestions of the members about them.

4. To serve the members as a clearing house for their services as lecturers and leaders. Requests for such service from their immediately vicinity would be referred to them, and the services recommended.

*Advantages*—This training plan will bring to the aid of the members systematically the best thought and experience of specialists who are devoting themselves to the study of sex social problems and who are seeking, with the aid of leading educators, to organize the best contributions which the various fields of knowledge have to make to the solution of these problems.

It will actively identify the members with a comprehensive and progressive social hygiene program of national scope.

It will enrich their knowledge by directed study of some of the most vital social problems of our civilization.

It will open to the members larger opportunities for service in this field. Members will be informed in advance of any social hygiene activities planned for their own or neighboring communities, such as lectures, film showings, exhibits and the like or more comprehensive and permanent programs.

Members of the staff of this Association will endeavor while in the field to visit leaders in their various communities personally to discuss with them their problems and develop more personal relations with this Association.

#### *Requirements*

1. Willingness to serve as a lecturer on social hygiene in the member's immediate vicinity and to give leadership in any local social hygiene enterprise in so far as they may be called upon or their time and affairs permit. This does

not necessarily imply any immediate activity in any given community. The matter of remuneration for service rendered is left to personal arrangement. Much will need to be voluntary; some may well be remunerative.

2. Careful preparation of talks, at least in detailed outline, in harmony with approved literature and points of view furnished by the Association, or the use of the syllabi which we shall provide as rapidly as they can be prepared. When members differ essentially from our points of view we invite their frank discussion of the matter before coming to a conclusion.

3. To enter upon a progressive course of reading and study of the best literature and educational material pertaining to social hygiene, covering the biological, psychological, sociological, medical and ethical aspects of the subject. We desire especially that the members shall become well grounded in the aims, spirit, principles, and methods of "sex education" which we are seeking to formulate with the co-operation of leading educators. The study and training course will be planned on a two-year basis. The members will, however, not be obliged to finish the course in that time. Those who are already well qualified by training and experience can complete their work in a shorter time. It is our earnest desire to continue a relationship of mutual study and service after completion of this course.

4. Reporting to us periodically on reading covered and local service rendered; also on conditions and on social hygiene activities in the community.

While this project is wholly voluntary and carries with it no obligations beyond the agreements outlined, it is desired that our relationship with such a group of selected leaders for mutual growth in knowledge and efficiency shall not cease with the completion of the minimum course, but that it shall continue from year to year so that in the steady development of a comprehensive program in social hygiene education and environmental control, the need for intelligent, trained leadership may be increasingly met.

We do not require that those enrolled become members of the American Social Hygiene Association, but we wish to point out that this is highly desirable, and we trust that all will avail themselves of this advantage. Membership in the Association automatically brings to members the quarterly journal *Social Hygiene*, the monthly *Social Hygiene Bulletin*, and copies of all new pamphlet publications. Those who satisfactorily complete the minimum course will be granted recognition of that fact by a collaborating membership in the American Social Hygiene Association.

#### *The Purpose and Program of the American Social Hygiene Association*

The American Social Hygiene Association will place its chief emphasis for the present on securing and conserving those influences in society which make for such an understanding and control of the sex function, as will assure the highest degree of individual and social well-being and development. In view of our present knowledge, we believe that the family is the best form of social organization yet evolved for this purpose. Hence the Association seeks primarily a rational solution of the sex-social problems related to conserving and improving the family.

#### *Program:*

There are essentially two approaches to this task:

1. Directly, by means of *social conservation measures*:

Social conservation in this sense includes, first, the development of com-

munity consciousness and responsibilities with respect to the problems growing specifically out of sex, and out of other factors underlying family life, and, second, of effective methods of meeting these problems; the enactment and enforcement of legal measures to protect and foster the family, and to combat prostitution and other forms of the exploitation of sex; the application of medical knowledge to the problem of controlling and ultimately eradicating venereal diseases, and to the problems of intelligent and successful procreation; the discovery and application of all suitable social protective measures to the problems of delinquency and the prevention particularly of sex delinquencies; and the provision of adequate recreational facilities for the profitable and wholesome use of leisure. Stated concisely, this part of the program means adequate provision, through the community itself, of an environment which will be creatively and socially stimulating and serve to counteract such influences as tend to undermine social morals.

2. Indirectly, by means of *educating individuals*:

*Individual education* in this field seeks to develop such personal character and attitudes as will make for the most constructive use of sex for the welfare of individuals and of society. Such sex education involves two orderly steps: *first*, the education of adults in the understanding of sex and its problems, in accepting their responsibility for interpreting these to the young people, and in mastering the methods by which this may be done wisely; and, *second*, the *education and guidance of the young* from earliest childhood to full maturity, gradually, progressively, and sympathetically.

In practice there are three tasks:

*First*, an emergency task of equipping all available, effective adult individuals—such as parents, teachers, physicians, religious and other social workers—to render the most helpful services to youth in sex-social education.

*Second*, the permanent and normal task of imbedding gradually the necessary knowledge and interpretation of sex into the general education of the child in the home, church, school, and special social agencies that guide his leisure.

*Third*, the emergency task of doing the best that can now be done for those young people whose early training has been neglected. This involves lectures, literature, and other suitable special educational means.

In its attack upon these sex-social problems along both of these lines, the Association seeks first to stimulate study and observation in order to determine facts and effective measures, and in the matter of educating the individual, to determine what constitutes wholesome attitudes toward and uses of sex; to discover the most efficient means for developing such attitudes; and, as these principles are agreed upon, to modify its program and methods accordingly:

*Who may enroll?*

Those invited to enroll are carefully selected with the counsel of discriminating people representing important local interests. Others may enroll whose references are found upon investigation to be satisfactory and who are prepared to meet the requirements stated. References will deal with the following qualifications: Personality, character, education, leadership, speaking ability, interest and experience in social hygiene, saneness and balance of view on the subject of sex.

Some who are invited to enroll are undoubtedly already fully qualified for effective social hygiene leadership. These will find enrollment worth while in that it will enable them more readily to keep in touch with new developments in social hygiene, especially in its experimental educational phase, and it will give

them an opportunity to be actively related to an inclusive and growing program.

No charge is made for the course. Some of the members will find it necessary to purchase some of the required books when they cannot obtain them in their local libraries.—The American Social Hygiene Association, 370 Seventh Ave., N. Y. City.

**The Washington Conference on the Care and Training of Delinquent Women and Girls.**—The success of the Conference on the Care and Training of Delinquent Women and Girls at Washington, D. C., December 1 and 2, 1920, exceeded the expectations of even the most optimistic members of the Executive Committee. The fact that representatives from at least twenty-seven states, as well as fifteen superintendents of as many state institutions, flocked to this first purely feminine "getting-together" of the National Committee on Prisons and Prison Labor, revealed the growing interest in the working out of new standards for women's institutions everywhere and the existence of an expansive and co-operative attitude toward the problems, on the part of all those directly or indirectly interested.

The conference meetings were held at the National Training School for Girls, where Mrs. Jennie A. Griffith, the Superintendent, acted as hostess, and where, on both days of the conference, delicious luncheons were served by the girls under her care.

#### PROGRAM OF THE CONFERENCE

WEDNESDAY, DECEMBER 1, 1920

Discussion of "Emotional Outlets," the paper presented by Miss Elizabeth Munger of the New Jersey State Home for Girls at the Conference of the Committee, May 14, 1920.

Discussion led by Dr. Jessie Taft, Director, Department Child Study, Seybert Institution, Philadelphia; Mrs. Janey Barrett, Superintendent, Virginia Industrial Home School; Miss Agnes McNaughton, Superintendent, State Home and Industrial School for Girls, North Carolina.

Academic Training for Delinquent Girls—

Dr. Hortense V. Bruce, Superintendent, New York State Training School for Girls.

The Delinquent Girl and the Community—

Mrs. Fannie F. Morse, Superintendent, Home School for Girls, Minnesota.

Recreation for the Delinquent Girl—

Mrs. Bertha P. Hunzicker.

Self-Government for Delinquent Women—

Miss Grace M. Robson, Superintendent, New Jersey State Reformatory for Women.

THURSDAY, DECEMBER 2, 1920

General discussion to formulate a national program for the care and training of delinquent women and girls.

*Public Meeting—Mrs. Francis C. Barlow, Chairman*

Psychiatric Classification for Delinquent Women and Girls—

Dr. Katherine Bement Davis, General Secretary, Bureau of Social Hygiene.

Self-Government for Delinquent Women and Girls—

Dr. Mary B. Harris, Superintendent, New Jersey State Home for Girls.

Federal Women Prisoners—

Miss Helen Varick Boswell, President, Woman's Forum, New York.

How Women Can Promote Better Training for Delinquent Women and Girls—

Mrs. Martha P. Falconer, Director, Department of Protective Social Measures, American Social Hygiene Association.

At these meetings, the more intimate problems of institutional management were taken up both by the formal papers scheduled in the program and by informal discussion which gave opportunity for a free interchange of ideas and suggestions which was most stimulating and helpful to all. The formal program included a symposium on the subject of "Emotional Outlets," which was led by Dr. Jessie Taft, Director of the Department of Child Study, Seybert Institution, Philadelphia, and was also discussed by Mrs. Janey Barrett of the Virginia Industrial Home School and Miss Agnes McNaughton of the State School of North Carolina.

The subject of Academic Training, discussed by Dr. Hortense V. Bruce, Superintendent of the New York State Training School for Girls, Hudson, New York; Recreation, discussed by Mrs. Beatrice Plumb Hunzicker of Michigan; Self-Government, by Miss Grace Robson of Clinton Farms, New Jersey; and a study of the Delinquent Girl and the Community by Mrs. Fannie F. Morse of Minnesota, were all part of an intensely interesting and stimulating session at the training school.

The work of formulating a national program for the care and training of delinquent women and girls was put well under way by the selection of various committees for the drawing up of the resolutions.

On the afternoon of December 2nd, the second day of the conference, a public meeting was held at the Woman's City Club. Here subjects of a little broader application were discussed by the following speakers: Dr. Katharine B. Davis, General Secretary, Bureau of Social Hygiene; Dr. Mary B. Harris, Superintendent, New Jersey State Home for Girls, Trenton, N. J.; Miss Helen Varick Boswell, President of the Woman's Forum, New York; and Mrs. Martha P. Falconer, Director, Section on Work for Women and Girls of the American Social Hygiene Association. The program for the development of the protective work for women and girls under the Metropolitan Police Department of the District of Columbia was also outlined by Mrs. Mina C. Van Winkle, Director, Woman's Bureau, Metropolitan Police Department.

The resolution adopted at the morning session endorsing the work at the National Training School for Girls was approved at this meeting and also by Miss Mabel Boardman, Commissioner of the District of Columbia, at the banquet given as a final festivity with which to wind up the conference.

Other speakers at the banquet were: Miss Julia Lathrop, Director, Children's Bureau, U. S. Department of Labor, and Mr. Chapin Brown, President of the Board of Managers of the National Training School for Girls, and Miss Virginia Young of New York City.

As an outcome of the conference resolutions were framed setting forth briefly policy and minimum standards for the type of institutions represented. These resolutions have been revised, submitted for final approval to all in attendance at the conference and presented to the Committee on Institutional Relations, Division of Social and Industrial Conditions, Department of Public Welfare, General Federation of Women's Clubs.

The following resolution was presented by Dr. Katherine Bement Davis, seconded by Dr. Mary B. Harris and unanimously adopted:

Resolution—This Committee endorses the very remarkable accomplishment

of the Board of Managers and the Superintendent of the National Training School for Girls and urges the women throughout the country to urge upon the representatives of their districts in Congress their obligation to make available for this institution the appropriations necessary to enable the Board of Managers and the Superintendent to adequately care for all girls committed from the U. S. Courts and District of Columbia Courts capable of benefiting by the training and to so equip the school that it can become a model for the country.

Miss Helen Varick Boswell brought before the conference the situation in regard to Federal Women Prisoners, proposing that Congress be urged to establish a separate institution for these prisoners. At present they number approximately 150 and are incarcerated in state prisons nearest the place where their crime is committed.

Mrs. Annett Abbott Adams, Assistant Attorney General, endorsed this proposal and stated that the attorney-general in his annual report urged upon Congress the necessity for the establishment of the institution. Mrs. Adams also stated that a woman inspector for federal women prisoners had been appointed. The Committee takes this opportunity of expressing to Mrs. Adams its appreciation of her cordial co-operation, the request for the appointment of this inspector having been made to her by representatives of this Committee.

#### *Announcements*

The next number of the News Letter will be devoted to the subject "Incentives versus Restraints." The July number will consider the topic of Education, dwelling especially upon the extent to which instruction should be academic.

Contributions to these issues and suggestions for subsequent numbers are invited, and it is hoped that all connected with this work will give their co-workers the benefit of their experience, whether success or failure, through the medium of this News Letter.

A Question Box will be conducted by Miss Elizabeth Munger, State Home for Girls, Trenton, New Jersey, to whom the questions or suggestions may be addressed.

A question on which opinion is requested was asked recently by a State Board of Charities. "What is your opinion of the use of fences or walls around girls' or women's institutions as a preventive measure against escape, communication with outsiders, or trespassing?"

#### *Conference Papers*

Dr. Bruce's paper on Education will be reviewed in the Education number.

The paper on the "Delinquent Girl in the Institution, and the Community," by Mrs. Morse, will be summarized in the issue dealing with Incentives.

The discussion of "Recreation for the Delinquent Girl" presented by Mrs. Hunzicker will be published as a leaflet by the National Committee on Prisons and Prison Labor.

Miss Robson's paper on Self-Government for Delinquent Women will be incorporated in the findings of the Standing Committee on Student Government which will be completed and ready for discussion in May.

The morning session, which discussed Miss Munger's paper on Emotional Outlets, was rich in suggestion. Dr. Jessie Taft, who led the discussion, said among other things that "Good food is a most important factor in creating a good atmosphere within an institution, just as it is in normal life"; and added that many of the emotional explosions at an institution with which she had



been familiar were the result of "something wrong with the dinner." Dr. Taft also emphasized congenial work as an emotional outlet. A resume of her discussion follows:

Dr. Taft, in discussing Miss Munger's paper, said that she had no criticism to make of it; but she wished to distinguish between emotions that were extraneous and harmful and those that were normal. There are outlets that are incidental and others that constitute the whole system of reformation. All of us have desires which need outlets. Can we offer to these young people a genuine expression of their own desires which will not be harmful to society? Of course, it is legitimate for the officer to supply the motive power for a group needing custodial care, but this is not reformation. A new form of interest must be developed.

When one outlet is strong enough, others are ignored. The girls do not wait for us to find suitable outlets; they will find some themselves. They are impelled by unrest and discomfort to seek satisfaction. Owing to their limited resources of enjoyment they often form homosexual attachments. Our reaction to this outlet is violent, and we try at once to stop this expression, but by this repression, the girl who is admired becomes at once an object of high romantic value. You may keep down the unpleasant outward expression, but the emphasis is on the wrong place—on the negative and not the positive side.

Most delinquent girls are not sustained in their activity nor capable of deep attachments. The greatest controlling impulse is the desire of social approval. The morale of the institution must be built up so that its appeal is stronger than the desire to do wrong. It should be borne in mind, when a girl is to be paroled, that the home in which she is to live must not only have high standards, but must have power to satisfy the girl's desires.

The substance of reformation is in learning to use one's energy in the right way. The girl must enjoy her work and feel a sense of power through control of the process or the material; in other words, she should be given work which she can do fairly well, and in which she is really interested. We must not confuse her interest with our own, nor give her work merely as a punishment. So far as possible the work should be the result of the girl's own initiative. We must withdraw the attention from what is wrong, and emphasize what is allowed. The project or method of education is the ideal. Normal pleasures should be allowed. Talking should be permitted. Put friendships on a level of respectability, giving the girl freedom, with thorough chaperonage. Appeal to her to use her influence with her friend for good.

Use games, contests, drama, music and art as outlets. Give the girls more of the responsibilities of normal life, that they may not be bewildered by the freedom from restraint when they go out on parole.

The discussion was continued by Mrs. Janey Barrett, who, in a paper full of unique and amusing anecdotes, presented her solution of the emotional outlet problem in her school for colored girls. She emphasized the importance of recognizing the individual needs of the different groups and of maintaining an open-minded tolerance of healthy natural outbursts of animal spirits.

Miss McNaughton of North Carolina contributed to the discussion valuable suggestions for use in schools where the outdoor life of farm and country are the natural background. Camping, hiking, swimming, she said, offered most satisfying outlets for surplus energy. Large groups of girls in her school at Stmarcand go out with a teacher to spend the night in the pine woods, sleeping on beds of boughs and pine needles. This, of course, could not be done except

in a school which has some well-established form of student co-operation in the government.—From the News Letter, issued by the Committee on the Care and Training of Delinquent Women and Girls of the National Committee on Prisons and Prison Labor, Mrs. Francis C. Barlow, Chairman.

**Proposed Bond Issue for a Jail and Criminal Court Building in Cook County, Illinois.**—The commissioners of Cook County, Illinois, placed before the people at the judicial elections on June 6 last the question of authorizing a bond issue of \$9,000,000 for the purpose of building a new jail and criminal court building. Conditions both in the jail and in the courthouse are indescribably bad. Often three and four and sometimes even five prisoners are confined in a single cell. There are six court rooms in the old criminal court building and there are always more than that number of judges (during several weeks last winter there were seventeen) hearing criminal cases. The prosecuting attorney's offices in the same building with the jail and court are hopelessly congested.

The Chicago Association of Commerce endorsed the proposed bond issue. Joseph R. Noel, president of the Association, notified President Daniel Ryan of the County Board that the executive committee of Chicago's biggest commercial organization had unanimously adopted the following resolution:

"Resolved, that the Chicago Association of Commerce approved the proposed \$9,000,000 bond issue for a new County Jail and Criminal Court Building, and that the appropriate committee of the Chicago Association of Commerce, or a special committee if deemed advisable, be instructed to co-operate with the officials of the County Board and with the Citizens' Advisory Committee to the end that the proper type of construction may be provided, if public approval is given to the proposal on June 6."

The Woman's City Club, too, enthusiastically endorsed the bond issue. The Hamilton Club's Municipal Government Committee, through J. Kent Greene, its chairman, submitted a report to that organization which runs in part:

"Conditions in the present County Jail are worse than deplorable. It appears that by far the greater number of prisoners in the County Jail, from time to time, are those awaiting trial and under the law are presumed to be innocent until convicted. The jail is so crowded that all classes of prisoners are thrown together, and the jail becomes a breeding place for crime. Your committee recommends that the membership of the Hamilton Club exert its influence to the fullest extent to obtain the approval of the voters on that proposition."

Representatives of the Chicago Real Estate Board urged upon that organization that "everything possible be done to secure this improvement that decency, humanity and civic pride require."

The County Commissioners were unmistakably taking the people into their confidence and seeking for co-operation.

The following affirmation, introduced by Commissioner Emmett Whealan, was unanimously approved by the Board of Commissioners of Cook County at a meeting Wednesday afternoon, June 1st, and ordered printed in the proceedings of that body:

"That there may be no misunderstanding on the part of any citizen of this county, we, the Board of Commissioners of Cook County, hereby affirm that, with the proposed bond issue of \$9,000,000 for a new County Jail and Criminal Court Building approved by the voters at next Monday's election, no plans for

such building or its interior arrangement will be finally adopted without the sanction of the Citizens' Advisory Committee, of which Mr. Charles H. Wacker, head of the Chicago Plan Commission, is chairman. This committee, representative of our citizenship generally, already is co-operating with the Board at every step. Advice will be sought, too, from recognized architectural authorities and penologists throughout this country.

"Thus our citizens are assured that the very best and most modern scientific type of building will be erected to replace the present overcrowded, antiquated and insanitary structure which is a disgrace and menace to this community."

The proposal was overwhelmingly defeated at the polls, owing, no doubt, in very large measure to a lack of public understanding of the extreme necessity.

Following is a statement of the situation as sent out by the Commissioner:

#### WHY COOK COUNTY NEEDS A NEW JAIL

*"The present jail is grossly inadequate, so frightfully insanitary, and so terribly overcrowded that, with prisoners actually herded together, it forms a 'school for crime' of the worst kind, and the health and already contaminated morals of its inmates suffer correspondingly.*

"One section of the 'old jail' was constructed forty-nine years ago. At that time Chicago's population was less than 300,000.

"The other section, or so-called 'new jail,' was erected in 1894, since when our population has increased by more than 1,250,000.

"Roofs are leaky, ventilation is the poorest, and the plumbing throughout is broken down and antiquated, requiring the expenditure annually of tens of thousands of dollars in a vain endeavor to merely patch up this inadequate structure.

"As far back as July, 1915, the Grand Jury then in session declared that 'if it were a private institution the building would be condemned' as insanitary and impossible.

#### THE PRESENT JAIL IS MOST OVERCROWDED

"It has been estimated by social welfare experts that approximately 10,000 persons spend 'on an average three months in this jail each year.'

"Originally proposed to afford accommodations for less than 550 inmates, there were 961 men and women herded into its cramped, ill-lighted, poorly ventilated cells in January, 1921; while the average for months before and since has been near 800.

"One-half the cells face blank walls and never know daylight. Any light which penetrates their dinginess is artificial, both day and night. The only air reaching them has filtered through other tiers of cells.

"In one cell 5½ feet wide, 7½ feet long and 7½ feet high as many as four and five men must be crowded, though there are bunks for but two, these being narrow ledges placed one above the other. Very, very often two men must sleep on the floor in each cell. Federal Judge Landis, in commenting in open court on this situation on April 8, 1921, when 71 Federal prisoners were included among those in the jail, said: 'Something must be done. A prisoner of the government is a human being, even if he is accused of some crime.'

"In these small cells all prisoners are confined for twenty of each twenty-four hours.

"The small and most inadequate 'exercise rooms,' so-called, in which they are allowed two hours in the morning and two hours in the afternoon, are so limited that, even in these ill-lighted and poorly ventilated spaces, the men are

as closely herded as a noon-day crowd on a downtown street, and can move about but little.

"The remaining twenty-four hours of each day each prisoner, the first accused who has not yet been proved guilty and the habitual criminal alike, passes in his cramped cell in utter idleness, as there is no space available where any wholesome manual occupation could be provided or attempted. That the 'idle mind is the devil's workshop' is here proven constantly.

THERE IS NO SEGREGATION OF MEN AND BOYS, NOR OF HABITUAL CRIMINALS OF  
THE WORST TYPE AND FIRST OFFENDERS WHO HAVE NOT  
YET BEEN PROVED GUILTY

"During 1919 and 1920 approximately more than 2,200 boys under 21 years of age were among the prisoners each year. A great many of these were facing their first accusations of law violation. But, owing to the overcrowded conditions, they were forced to associate constantly with criminals of the most hardened type. It is thus that cells and 'exercise room' is a continuous 'school for crime.' Those not hopelessly contaminated when they enter, or who later may be found not guilty of first accusations laid against them, often are taught during their incarceration every trick of the criminal's trade and inspired to vicious lives when they are released.

"The same conditions prevail among the women prisoners, although they are not so numerous, as a rule.

"Prevailing conditions, too, permit no separation of the various types of criminals, murderers, burglars, stick-up men and other hardened offenders of the most vicious types rub elbows and spread their threats against society among those who may be victims of mistakes or who are not hopelessly bad at heart.

"The late lamented jailer, Will Davies, who had studied this problem for years, estimated that the enforced association of youths with old offenders 'costs Cook County thousands and thousands of dollars per day in future crime.' Youth and first offenders of all ages, because of the existing conditions, are educated while in this jail to crime of the worst kind.

CLEANLINESS SUCH AS IS DESIRED IS ABSOLUTELY IMPOSSIBLE

"The jail officials do the best they can, as inspecting Grand Juries have attested for many years, but the antiquated, ill-ventilated, odorous, badly lighted structure makes desirable cleanliness impossible.

"The fight against vermin is constant, and by dint of effort only is reasonable success obtained.

"The kitchen is insanitary, and of such construction, made worse by each passing year of use, that it is beyond human possibility to make it clean and keep it fresh-smelling.

"Lack of ventilation and sunlight produce a jail smell throughout the whole structure that cannot be conquered.

"The bakery is in the basement, contrary to city ordinances. There is no other place for it. Yet everything possible is done to keep it clean and sanitary.

"There are practically no facilities whatsoever for proper assemblies for any attempted moral or religious services.

"The plumbing is in criminal condition, and all makeshift repairs possible cannot remove its constant menace to health.

"The so-called hospital lacks space, fresh air, equipment, and its value is practically nil.

"There are some citizens who hold that too much attention is paid by 'sentimentalists' to care and comfort of criminals, and not enough to the people who have suffered through their crimes. This attitude is appreciated, and in its plans for abating the horrors of the present County Jail the County Board has no desire to coddle violators of our laws.

"But, quite regardless of what these prisoners do, every citizen of Cook County has an individual responsibility as to the treatment we give men and women who under our laws are deprived of their liberty. Above all, we should endeavor to guard the innocent, and our code holds that a man is innocent until he is proved guilty. We demand strict law enforcement and firm suppression of crime, but we can reduce crime, uphold justice, contribute to better citizenship and aid public safety by preventing the spread of crime, especially by keeping our jail from being a menacing 'school for crime.' Where there is opportunity, in line with that policy of making our treatment of first offenders or minor criminals remedial rather than wholly punitive much may be accomplished. Prisoners are at least entitled to as good conditions, relatively, as are given animals at the Dog Pond—and this is impossible in our present jail branded the worst in the United States.

#### WHY COOK COUNTY NEEDS A NEW CRIMINAL COURT BUILDING

"The present structure is as inadequate, antiquated and insanitary, relatively, as is the County Jail, with which it is connected.

"It has but six courtrooms. So congested was the criminal calendar that recently seventeen judges sat as Criminal Court judges in an effort to abate this condition, the big majority having to sit in courtrooms in the County Building, inconvenient though it is in the handling of prisoners back and forth from the jail.

"These courtrooms are inadequate and insanitary. Quarters for juries are such as to make a decent, loyal citizen who wishes to perform his full duty as a citizen regret he ever performed such service.

"The State's Attorney's office is a chaos of congestion. As many as three members of his staff have their desks in one of the row of partitioned cubby-holes, and there endeavor to work, interview witnesses and police officials and generally prepare cases that involve the public safety of this city and county.

"The room in which forty policemen from outside assemble was constructed with a capacity for ten.

"The room in which prisoners are kept when brought from the jail is lacking in light, air, sanitary plumbing, and everything that should make for necessary convenience.

"The three elevators afforded are constantly overcrowded, and one is in very dangerous condition, having fallen several times in recent months.

"In short, the whole building, with its lack of accommodations and its time-worn inadequacy, prevents the proper administration of justice, and makes justice and Americanism a thing for contempt to those who are arraigned in these courts. Its whole atmosphere inspires only contempt for law and government.

#### WHY A NEW JAIL AND CRIMINAL COURT BUILDING SHOULD BE ERECTED ON THE PRESENT SITE

"The county already controls more than two-thirds of the whole block bounded by Austin avenue, North Clark, Illinois and North Dearborn streets.

The frontage on Dearborn street, 219 ft., has a depth westward of 211 feet and 9½ inches, part of which would revert to the City of Chicago if the county ever discontinued its use for jail purposes.

"The remainder of the block to the West, with frontage of 218 feet 9 inches on North Clark street, has a depth eastward of but 99 feet. This area is occupied now by antiquated buildings of but three or four stories. All this could be acquired at a reasonable price under agreement or condemnation.

"This site is the most convenient possible to the downtown district, where lawyers' offices are located, to the City Hall and County Building, and to all sections of the city and county.

"It is convenient as could be found to transportation lines, desirable not only for witnesses, but also for members of grand juries assembled monthly.

"It is not far distant from Lake Michigan, abundance of fresh air thus being assured modern buildings.

"Modern construction, whereby cells may be located on the outside walls, probably of the topmost floors, here will be insured always the maximum of sunshine and fresh air.

"In perfecting final plans, the County Board proposes to consult with recognized national experts, not only architects and material constructors alone, but prison and welfare authorities as well as to jail arrangement.

#### WHAT A NEW CRIMINAL COURT BUILDING AND JAIL SHOULD INCLUDE

"It should anticipate the needs of city and county for years to come, and thus should cover the entire block on more than two-thirds of which the present inadequate buildings are located.

"It should cover the whole block, bounded by Austin avenue, north Clark, Illinois and North Dearborn streets, as the City Hall and County Building cover a block at their downtown location.

"The building thus would be sufficiently large for the grouping in it of all the agencies which deal with and handle crime. This would contribute to economy, and to the prevention of crime, as well as solution of crime leading to its permanent abatement.

"There should be sufficient courtrooms for handling of all criminal cases of the county. At present, there are but six courtrooms, and yet a few months ago seventeen judges were sitting as Criminal Court judges in an effort to reduce the congested Criminal Court calendar. Proper judges' chambers, jury rooms, and all such additions of each courtroom should be provided.

"This building should house the Central Police Station of the city, which now is quartered in a ramshackle, rented structure downtown.

"It should contain the Detective Bureau of the Chicago Police Department, also now housed in rented and dilapidated quarters, along with that bureau's auto-thief squad, bomb squad, murder squad, pawnshop division, and other branches of service.

"The National and Local Bureaus of Identification should be quartered here.

"There should be a Chicago office of the State Board of Pardons and Paroles, or any similar agency dealing with crime, in this building.

"There might be need of a bureau to correlate the work of crime agencies the country over, thus aiding local public safety and crime prevention.

"All of the branches of the Municipal Court dealing with criminal and quasi-criminal cases should be here located.

"The Coroner's office, if here located, would be enabled to render service all the more promptly.

Offices of the State's Attorney, as well as municipal prosecutors of crime, should be housed here, as well, of course, as the Clerk of the Criminal Court, who, like the State's Attorney, now has nowhere to store records.

"Quarters for the Chicago Crime Commission probably would not be amiss, for the splendid work of that organization and its co-operation with the police and other crime-opposing agencies is now recognized by all.

"There is well-founded belief that, with quarters offered, the Rockefeller Foundation would provide an agency and operate it in studying crime scientifically, with a view to finding solutions tending to its permanent abatement.

"The Psychopathic Laboratory, now conducted in connection with the Municipal Court and certain of the county's experts in this field, could probably be housed here with benefit to citizenship and society.

"Space, too, would be afforded for other city, county and state agencies which now are located in rented quarters in various parts of the city, thus economy would be effected which would further make such a new Criminal Court-Jail Building as is proposed the best possible investment as viewed from the point of public economy alone. For instance, the County Building has no space today in which the local Appellate Court can be located. That branch of our judiciary, therefore, is quartered at a high rental in a building on Michigan avenue. The Sanitary District of Chicago, too, pays a very high rental for quarters at 910 South Michigan avenue. This merely shows that there would be full use, to the benefit of the taxpayer and public economy, for all space that would be provided.

"The jail section, convenient to the courts as it must be if administration of justice is not to be hampered, would be of most up-to-date construction.

"Cells in ample number, clean and sanitary, would be placed on the upper floors of the building, all along outside walls, so that sunshine and fresh air would reach all of them direct.

"Ample facilities would allow separation of various classes of criminals, as well as absolute segregation of old offenders and first offenders.

"Ample spaces for exercise, with proper segregation of all classes of prisoners, will be provided both on the roof of the new building adjacent to the cell tiers, as well as within the interior court of the structure. All such exercise areas, including interior cages for use in winter, will be open to fresh air and sunshine.

"Rooms will be provided for installation of wholesome manual occupations, thus bettering prisoners mentally and physically by obviating the long hours of absolute idleness which they now pass each day in their overcrowded and insanitary cells. Many articles needed for jail use and operation can be made here to the furtherance of public economy."

[Following the above the commissioners quote from eight Grand Jury reports *re* the need for a new jail and criminal court building.]

**Interdepartmental Board to Request Congress for Funds to Finance Coming Year's Program.**—The election of Surgeon General Merritt W. Ireland as chairman of the United States Interdepartmental Social Hygiene Board has been announced by the Board and a proposed program for activities to be financed during the fiscal year beginning July 1, 1921, will be presented to the proper Congressional committees. The reorganization of the Board under

the new administration has resulted in the three surgeons general of the army, navy and Public Health Service respectively serving on the Board as representatives of Secretaries Weeks, Denby, and Mellon.

No appropriation was made for the United States Interdepartmental Social Hygiene Board by Congress during its session closing March 4, 1921. This failure of Congress to appropriate funds was not due to lack of interest on the part of Congress or of the public generally, but to a cleavage in both official and unofficial opinions as to what department or bureau should disburse these funds and carry on these activities.

Since March 4 the surgeons General of the army, navy, and Public Health Service have met and carefully considered the future of the federal government's effort and responsibility in social hygiene. As a result of these conferences a unanimous agreement was reached which has received the endorsement of all official and unofficial agencies interested in social hygiene. This agreement provides in substance that the Interdepartmental Board (of which the three surgeons general, together with the Secretaries of War, Navy and Treasury, are members under the law) should ask the present Congress for an appropriation of \$925,000 for the Board, and that the Board, on the receipt of this appropriation, should allocate the various activities—medical, educational, protective social and administrative measures—among the departments best qualified to handle the work involved.

Public interest in the Board and its activities is strong, as was evidenced by the national, state and local organizations represented at the hearing when the proposal was submitted. That the men and women of the country are determined in their demand for a continuance of the social-hygiene campaign was shown in convincing fashion. Among the organizations represented at the hearing were the National League of Women Voters, National W. C. T. U., General Federation of Women's Clubs, American Social Hygiene Association, Parent-Teacher Association, Mothers' Congress, and local social hygiene societies. The state and provincial health authorities were represented at the original hearing before the three surgeons general. The proposal as recommended by the surgeons general, approved by the conference, and adopted by the Board is outlined in full by the Board as follows:

The following outline of plan for venereal-disease-control work during the fiscal year beginning July 1, 1921, was agreed upon by Surgeon General M. W. Ireland of the United States Army, Rear Admiral E. R. Stitt, Surgeon General of the United States Navy, and Surgeon General H. S. Cumming of the United States Public Health Service at a conference held by us on March 28, 1921. In our opinion it is advisable to make request upon Congress for the continuation of the five funds needed to continue the work of the Public Health Service and of the Interdepartmental Social Hygiene Board for the coming fiscal year. The funds are to be requested as follows, to be administered as indicated:

1. Request to be made for a fund of \$500,000 for allotment to state boards of health in accordance with the present provisions of the Chamberlain-Kahn Act. The regulations governing this allotment to be made by the Secretary of the Treasury and the disbursements and accounting of this fund to be supervised and controlled by the Public Health Service.

2. A fund of \$250,000 for assisting the states in protecting the military and naval forces of the United States against venereal diseases by the employment of special agents, both men and women, whose duty it shall be to work in cooperation with state and local health and law-enforcing agencies in areas adjacent



to military and naval posts, for the purpose of protecting the military and naval forces from venereal infection. These activities to be carried on by the Interdepartmental Social Hygiene Board.

3. A fund of \$50,000 to be requested for purposes of medical research to develop better methods for the treatment and control of venereal diseases. The expenditure of this fund to be controlled by the advisory board of the Hygienic Laboratory of the Public Health Service working in co-operation with the surgeon general of the Public Health Service and the director of the Hygienic Laboratory.

4. That \$25,000 be requested for the necessary administrative expenses of the Interdepartmental Social Hygiene Board. It is agreed that the existing organization of the board be reduced to a minimum.

5. A fund of \$100,000 to be requested for developing better educational methods for the prevention of venereal diseases. This fund to be supervised and controlled by the Interdepartmental Social Hygiene Board. The activities to be carried on by the Bureau of Education.

It is agreed that all disbursements and accounting methods in connection with the expenditures of the funds mentioned in paragraphs one and three are to be under the supervision of the Public Health Service in accordance with a method to be approved by the Comptroller of the Treasury. The funds mentioned in paragraphs two, four and five to be disbursed by the Interdepartmental Social Hygiene Board.

Attached hereto is the proposed outline for making request upon Congress for provision of the funds mentioned.

(Signed) M. W. IRELAND,

*Surgeon General of the Army.*

(Signed) E. R. Stitt,

*Surgeon General of the Navy.*

(Signed) HUGH S. CUMMING,

*Surgeon General of the Public Health Service.*

#### PROPOSED OUTLINE FOR 67TH CONGRESS.

##### FOR LEGISLATION ON VENEREAL DISEASE CONTROL, PREPARED BY THE SURGEONS GENERAL OF THE ARMY, THE NAVY AND THE PUBLIC HEALTH SERVICE

The duties and powers conferred upon the Interdepartmental Social Hygiene Board by Chapter XV of the Army Appropriations Act approved July 9, 1918, with respect to the expenditure of the appropriations made therein are extended and made applicable to the appropriations for similar purposes made in this Act.

a. For expenses of the Board, including personal services in the District of Columbia and elsewhere, traveling, and other necessary expenses (Acts July 9, 1918, vol. 40, p. 886, Chap. XV. July 19, 1919, vol. 41, p. 178, sec. 1; June 5, 1920, vol. 41, p. 888, sec. 1) \$250,000.00.

b. For assisting the states in protecting the military and naval forces of the United States against venereal diseases, \$250,000.00; *Provided*, that no part of this sum be expended for assisting reformatories, detention homes, hospitals, or other similar institutions in the maintenance of venereally infected persons (Act July 9, 1918, vol. 40, p. 886, Chap. XV; July 19, 1919, vol. 41, p. 178, sec. 1; June 5, 1920, vol. 41, p. 888, sec. 1) \$250,000.00.

c. For allotment to the various states for the prevention, treatment and

control of venereal diseases, \$500,000.00; *Provided*, that the sum of \$5,000.00 shall be first allotted from this appropriation to each state that satisfies the conditions and regulations governing this appropriation, and the remainder of this appropriation shall then be allotted to each state in the proportion which its population bears to the population of the continental United States, exclusive of Alaska and Canal Zone; in conformity with the conditions and regulations governing such allotments; (Act July 9, 1918, vol. 40, p. 887, Chap. XV, sec. 6. June 5, 1920, vol. 41, p. 888, sec. 1), \$500,000.00.

d. For payment to universities, colleges, and other suitable institutions for scientific research for the purpose of discovering more effective medical measures in the prevention and treatment of venereal disease, \$50,000.00; (Act July 9, 1918, vol. 40, p. 887, Chap. XV, Sec. 6; June 5, 1920, vol. 41, p. 888, sec. 1), \$50,000.00.

e. For payment to universities, colleges, and other suitable institutions and organizations for the purpose of discovering and developing more effective educational measures in the prevention of venereal diseases, \$100,000.00; *Provided*, that no part of this sum shall be paid to any university, college, institution or organization which does not set aside an additional sum for the same purpose at least equal to the amount to be received from the United States (Act July 9, 1918, vol. 40, p. 887, Chap. XV, sec. 6; June 5, 1920, vol. 41, p. 888, sec. 1), \$100,000.00.

f. Total for Interdepartmental Social Hygiene Board, \$925,000.00.—From the *Social Hygiene Bulletin*, Vol. VIII, No. 6, June, 1921.