

this morning, I want to urge you all to attend the meeting of the State Conference of Social Work. I hope some of you are planning to attend the Institute. Our day will be Friday, as usual, when held in conjunction with the State Conference. The executive committee asked that we give a symposium of our work, a sort of institute, for our forenoon program, something that would bring to the workers in the state a clear idea of how the wards of Minnesota become wards of the state; that is, the actual process involved in getting into the state institutions. Then, how they get out of a state institution if they are ever released. The superintendents representing the different groups of wards will give short talks presenting the work of the respective institutions.

(Governor arrives.)

I promised Governor Christianson that I would not call upon him for a speech today. He is very busy and would like to rest and listen to our program this morning, instead. I hope that some day he will consent to be our speaker.

This morning we have the pleasure and honor of having with us the judge of the juvenile court of Hennepin county, who has had years of experience in that office, following his experience as state senator. Judge Guilford has had occasion to come in contact with hundreds of delinquent boys and girls; yes, more than that, thousands of them. He has had ways through his office staff of making contacts with the parents of these boys and girls, and we felt that he could bring to us this morning some suggestions in the way of prevention of juvenile delinquency that might be helpful to us in our work.

I take great pleasure in presenting Judge Guilford.

29-JVD-FWG

JUVENILE DELINQUENCY

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In considering the broad subject of juvenile delinquency so much has been written and said that the difficulty is to know where to begin and where to leave off. No attempt, therefore, will be made in this discussion to treat the subject in a logical or complete fashion. To do so would fill a volume. My purpose, therefore, will be to briefly discuss certain phases of the subject which may interest you as revealed principally by my experience as juvenile court judge of Hennepin County during the past five and a half years.

I. Is Juvenile Delinquency Increasing or Decreasing?

This question is frequently asked. The Children's Bureau at Washington a year or two ago made some sort of a survey, according to the press reports, and announced that the data showed a decrease in most of the cities of the country during the years immediately preceding the survey. Unfortunately the statistics and reports of the different courts and probation offices have not always been helpful for the purpose of comparing one city with another, or even for the purpose of showing the increase or decrease in the same city. The methods of keeping the data are not only different in different cities, but are not always exact from year to year in the same city. An attempt is now being made to overcome this defect by means of a standard method of keeping the juvenile court records. The system has been worked out by the Children's Bureau at Washington, who send out the necessary standard forms and also assist in tabulating the results. Minneapolis has adopted this standard system, and it has been in use since first proposed, beginning with the year 1926. This uniform system will become more and more valuable in the future for the purpose not only of comparing one city with another, but in studying the progress or retrogression of delinquency in any one city.

You may be interested in knowing the situation in Minneapolis. The number of new cases since 1922 are as follows:

Year	Number of Cases
1922.....	1,255
1923.....	1,138
1924.....	1,021
1925.....	1,120
1926.....	1,001
1927.....	966
1928.....	1,149

You will note that there was a steady decrease from 1922 down to and including 1927, and an increase in 1928. The figure for 1928, however, is not quite correct. Sixty more cases were shown in 1928 than in 1927 by reason of the adoption of a different method of computing new cases. With this subtraction the 1928 figures would be 1,089, an increase

over the two preceding years but still not as much as in 1922, 1923 and 1925. In the meantime there has been, during the period from 1922 to 1928, an appreciable increase of population of probably 30,000 to 40,000 people.

The answer to the question propounded then is, as far as Minneapolis is concerned, judged by the number of new cases coming into juvenile court, that there has been on the whole, during the last period of seven years, a decrease in juvenile delinquency.

In this connection, although it proves nothing with reference to the volume of delinquency, you may be interested in knowing the number of commitments to the state schools for boys and girls from Hennepin county during the years 1922 to 1928 inclusive.

Year	Boys	Girls
1922.....	52	49
1923.....	77	61
1924.....	40	24
1925.....	51	29
1926.....	43	39
1927.....	27	21
1928.....	61	24

II. Feeble-Mindedness or Low Mentality as a Factor in Juvenile Delinquency

Several years ago the practice was adopted by the juvenile court of Hennepin county of giving a mental test to every boy and girl committed to our two county institutions for boys and girls. In addition thereto we give tests to all others whose actions, conduct or appearance indicate that such a test would be of value. The figures of mental tests for the year 1928 at the school for boys at Glen Lake are probably typical of other years. It demonstrates what has been often stated, and occasionally denied, that the proportion of delinquents who are feeble-minded or of low mentality is very high. If 100 is the normal intelligence quotient, then 113 out of 152 cases, or 74 per cent of all those committed in 1928, were below normal intelligence, nine were distinctly feeble-minded, and 31 were just above the class of the feeble-minded.

Tables will be found in the report of the juvenile court of Hennepin county for the years 1926, 1927 and 1928, now being issued, showing in detail the intelligence rating of 152 boys committed to the Hennepin County School for Boys in 1928 and also a group of 154 girls committed to the Hennepin County School for Girls during the years 1926, 1927 and part of 1928. The number of girls whose intelligence ratio is below 100 is somewhat higher than the boys, being 84 per cent. Copies of this report can be obtained by writing to the chief probation officer of Hennepin County at Minneapolis.

This demonstrates that lack of natural intelligence or low mentality goes hand in hand with the problem of delinquency. It is therefore reasonable to conclude that if those of low mentality can be decreased

delinquency and crime will also decrease. Unfortunately very little can be done to improve the mental status of these unfortunates. Their condition is generally one of arrested mental development, beginning at birth. As they are the product, generally, of unions where one or both parties are feeble-minded or of low mentality, the chief problem is to prevent such unions by wiser and stricter marriage laws and by the broadening and strengthening of the present sterilization law, so that those who are likely to propagate unfit children shall be rendered sterile. The waiting-period law prior to marriage, which has been knocking at the door of the legislature for many years, ought to be helpful in reducing the number of such unions and the resultant children of low mentality. The problem of the prevention of propagation by those of low mentality is one of the great problems in the matter of prevention of crime and delinquency.

Another method of attack upon feeble-mindedness is to put more of the feeble-minded under the control of the state instead of allowing them to remain at large, thus controlling their conduct and preventing marriage and reproduction. This method, however, is very costly; it means many more institutions and more supervisors. If all the feeble-minded in the state could be institutionalized, there would still be at large the great number of those of low mentality with what is known as border-line intelligence.

Foreign immigration has been a prolific source of low mentality, judging by some of the neglect and delinquency cases brought before me. It is noteworthy that many of the parents in neglect cases are such immigrants, and a very large proportion of the children of low mentality are the children of immigrants. It is claimed now, however, by the Immigration Department that mental tests are being given under the Johnson Immigration law, which bar the feeble-minded as well as the insane. It is very unfortunate that those tests were not applied sooner.

III. Methods of Training and Supervision

During the past few years we have been attempting to utilize, in appropriate cases, another method of supervision, in addition to the former methods of probation in the child's own home or supervision in correctional state or county institutions. We have been attempting to use private homes other than the homes of the children in lieu of commitments to institutions or allowing them to remain in their own homes. There are many cases of those whose conduct is exemplary while in institutions but who can not withstand the temptations of city life. Put in an isolated farm environment, or in a properly supervised city home, they will cause little or no trouble to society. In such cases often a commitment to an institution is made, with a stay of six months or more, conditioned upon the boy going to and remaining steadily at work on an isolated farm. In the case of girls, the attempt is made more often to place them in city homes to do housework. We believe that farm homes are beneficial in that they establish habits of industry, get the child away from bad environment and help to tide him over a critical period of adolescence.