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THE UNIVERSITY OF NORTH CAROLINA NEWS LETTER

Published Weekly by the University of North Carolina for the University Extension Division.

AUGUST 17, 1927

CHAPEL HILL, N. C.
THE UNIVERSITY OF NORTH CAROLINA PRESS

VOL. XIII, No. 40

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Entered as second-class matter November 14, 1914, at the Postoffice at Chapel Hill, N. C., under the act of August 24, 1912.

ADMINISTRATIVE COST OF CRIME

A question of perennial importance to laymen and specialists alike the country over is that of the so-called crime wave. On account of its importance, any study of crime should be of value not only for the interest such a study may engender, but also for the possible light it may shed on the actual situation as it exists at any particular time or in any particular locality.

Lee M. Brooks of the Institute for Research in Social Science has made a penetrating study of the Administrative Cost of Crime. The first part deals with the cost of crime for the United States as a whole, while the second part is in the form of a case study of a particular county and city in North Carolina. The following is a brief review of his findings.

Cost in the United States

Although definite figures relating to the total cost of crime in the United States are unobtainable, recent estimates place the figure at ten billion dollars a year. Studies which have attempted to investigate the ultimate cost of crime indicate that the country is losing through criminality each year a sum sufficient to replace all the public school and college property now standing, together with eight hundred million dollars in college endowments. How accurate these estimates are there is no way of determining since only fifteen states make any effort toward centralized record keeping and statistics in connection with crime. Whether or not ten billion dollars a year includes every imaginable cost of crime, it is certain that the administrative cost forms only a relatively small percentage of such a vast total. It is possible that by spending more on police and in building adequate institutions a great ultimate saving would be achieved.

The Police

Although a part of the expenditures for police goes to maintaining traffic regulations, still the traffic policemen as a rule are also engaged in detecting crime so that the entire cost of police supervision may be directly chargeable to crime. On this basis the cost of police for the urban population in the United States is in the neighborhood of \$160,000,000 annually. The number of policemen and policewomen in the United States according to the 1920 census was 81,884 and 236 respectively. During the last census period there was an increase of 32 percent in the police force of the country as compared to an increase of only 15 percent in the total population. There are now approximately 100,000 policemen in the United States.

The Courts

Costs for police can be determined with relative accuracy but for the courts estimates must suffice. The belief is prevalent that criminal procedure is not only expensive, but wasteful, slow, and inefficient. Chief Justice Taft made the statement more than fifteen years ago that "the administration of criminal law in the United States is a disgrace to civilization. The trial of a criminal seems like a game of chance with all the chances in favor of the criminal, and if he escapes he seems to have the sympathy of a sporting public." Waste of time and money occurs through antiquated court organization and procedure, and in the selection of juries, all of which means slow trials. Certain steps looking to the improvement of criminal courts and procedure have recently been undertaken in several cities. In 1920 Detroit, by unifying its criminal courts, saved the taxpayers of that city more than one and one-half million dollars. Another innovation which has reduced expense in many cities by speeding up trials, is the office of Public Defender.

Penal Institutions

According to Sutherland, the number of detentive, punitive, and correctional institutions in the United States is about five thousand. Of these from three thousand to four thousand are county jails, while there are about one hundred and sixty Federal and State prisons, reformatories, and penitentiaries. According to the Department of Commerce the estimated number of

prisoners in the United States on July 1, 1922, was 163,889. From one and a half to two and a half percent of the total population of the country are to be reckoned as regularly or occasionally delinquent. In other words the anti-social element among our population is somewhere between 1,600,000 and 2,750,000. For the reasons already mentioned it is obvious that any estimated cost figure for penal institutions would be as far from satisfying as it would be from accurate.

In Durham County

The second part of Mr. Brooks' study is concerned with an analysis of the administrative cost of crime in Durham County, North Carolina, for the years 1923, 1924, and 1925. The items covered in the study include the police, court, and penal departments. No attempt was made to reckon the social costs. The review will serve to show how similar studies can be made in other counties.

Durham County, located in the north central portion of the state, had a population in 1925 of 49,719 according to Health Department figures. In the city of Durham are to be found eighty-five percent of the population of the county. The different offices, courts, police headquarters, and jails for both the city and the county are located in the county court house. Just outside the city of Durham are the new buildings of the convict department, the county home and workhouse.

The Police Department

For the years 1923-1925 and including the budget for 1926, the annual net average outlay for crime was \$49,078 or \$1.14 per capita for the population of the city of Durham. Similar expenditures for the Sheriff's department, which includes supervision of the rest of the county, were \$9,965, this latter figure being largely an estimate. In other words, the total cost for police supervision in Durham County amounted to \$59,043 annually or a per capita cost of \$1.23 a year for the three-year period studied.

While the cost of maintaining the police is greater than the other administrative functions, police officers in Durham, as elsewhere, were not receiving salaries sufficient to attract the more capable men into the service. Salary increases came only with promotion and were not contingent upon length of service as is the case in a considerable number of other cities.

The Recorder's Court

The cases tried in this court are those common to the municipal courts where the Judge does not have power to sentence offenders above the scale of misdemeanors. In 1925 the court tried 4,751 cases as compared with 2,701 in 1921. Although the increase in the population for the county in the five-year period was only twenty percent, the number of cases appearing before the court increased seventy-five percent in the same period. The running expense of the Recorder's Court is approximately nine thousand dollars a year. However, this is more than offset by receipts from fines and costs.

The Superior Court

The Superior Criminal Court holds six sessions of one week each during the calendar year, while the Superior Civil Court meets for a total of nine weeks composing five or six sessions. No separation is made of civil and criminal costs and fees, and therefore the figures given are only estimates. The criminal cases were estimated to comprise about forty percent of the court's expenditures. The estimated average annual cost of superior court crime for the three-year period was \$11,180. Of this expense the jury made up the largest single item with approximately sixty-three percent going for this purpose. The average number of criminal cases in the three-year period was 456 making the average cost about \$24.50 for each criminal case.

The Penal Department

The penal department of the city and county of Durham is composed of the city and county jails, the workhouse connected with the county home, and the county convict camp. The upkeep

KNOW NORTH CAROLINA Facts About Illiteracy

According to the last Census there where 241,603 people in North Carolina ten years of age and over who could neither read nor write in any language. The illiterates were 13.1 percent of all people ten years of age and over. The illiterates were distributed as follows: Native white of native parentage 104,637; native white of foreign parentage 171; foreign-born white 474; negro 133,674. There were only 150 white people in the state unable to speak English.

Of all native white people ten years of age and over 8.2 percent were illiterates. Only two states, New Mexico and Louisiana, had a higher percent of native white illiterates ten years of age and over. Only one state, Kentucky, had a larger total number of native white illiterates.

Only six states had a larger total number of illiterates, both races considered, than North Carolina. Their excessive illiterate negro population explains why four of these states rank ahead of North Carolina.

Negro Illiteracy

Five states have more illiterate negroes than North Carolina with a total of 133,674. According to the 1920 Census 24.5 percent of all negroes in North Carolina ten years of age and over are illiterate. The rate is higher in only five states. The negro ratio of population is much larger than ours in each of the states whose illiterate rate is above ours. Nine southern states have lower negro illiteracy rates than North Carolina. These are usually states with small negro population ratios. The negro illiteracy rates are largely in proportion to population ratios, —high in states with large negro ratios and low in states with few negroes.

The above facts concern the sheer illiterates. The near illiterates far outnumber the sheer illiterates, and near illiteracy is a far greater problem in North Carolina than sheer illiteracy.

of the city and county jails averaged about \$200 and \$8,042 respectively per year for the three-year period. The county convict camp was erected in 1925 at a cost of \$95,000. This is a brick building, well-arranged, and one of the finest in the state. The convicts are used primarily for road work and rock quarrying. With the number of convicts in the county camp ranging from 75 to 150 in the period studied, there is reason to believe that the camp produces a favorable yearly balance. For Durham county the administrative functions in connection with crime cost the county approximately \$75,000 annually.

The main points in connection with the findings in the study are: The police department forms the bulk of the administrative cost of crime, constituting as it does from seventy-five to eighty percent of the total administrative cost (as was found to be true in the recent Missouri Crime Survey). The immediate suppression and control of crime depend upon a reformed court procedure as well as upon a liberal outlay of money for the police and penal departments, an expenditure sufficient to produce in those departments the maximum of efficiency which in due time shall result in a lower figure than now stands for the cost of crime.—A review of the Administrative Cost of Crime with special Reference to Durham County by Lee M. Brooks.

NOTES ON PUBLIC EDUCATION

3. STATE BOARDS OF EDUCATION

Modern educational development is toward provision for a State Board of Education as the administrative head of the State's educational system. Forty-two states have such boards with functions relating to the common schools. Two states have no such boards.

In 33 states some or all of the members of the state board are appointed or elected. In twenty-eight of these the power of appointment is vested in the governor, subject in some cases to approval by the state senate. In three the state legislature makes the selection, in one state the board is elected by popular vote, and in one appointment is left to the state chief school officer. In the other states appointment is made in part by the governor, in part by certain educational boards, and in one state in part by the senate.

The tendency in the selection of members of state boards of education seems to be toward appointment by the governor. Two methods of selection, (1) appointment by the governor and (2) election by the people, receive the approval of authorities on school administration. The first method, appointment by the governor, has these merits: (1) It centralizes full responsibility for all the departments of public service, including the management of schools, in the executive head of the state. This tends to unity and economy in administration. (2) It is believed that this method protects the board from undue political influence. Selection is often restricted to an eligible list or limited in some other manner. The advisability of the governor's being a member of the board is doubtful.

Election by the people is favored by

many authorities on school administration because: (1) It centers responsibility definitely on a group of persons elected specifically for one purpose, namely, that of having general charge of schools. (2) It represents more nearly a direct expression by the people of their wishes in the management of school affairs than does appointment. (3) It follows our custom of making those entrusted with legislative functions directly responsible to the people. Administrative authorities are generally agreed that the chief functions of a state board of education are legislative rather than executive.

Size of Boards

The present tendency is toward a state board of education composed of from five to nine members, each of whom holds office for a term of from five to seven years. The time of retirement is so arranged that a majority of the board remains constant; that is, one member retires each year, or two or three each alternate year. The smallest boards, as now constituted, are those which are composed of ex-officio members. The term of office of members of ex-officio boards is fixed by law and ranges from two to four years. The members usually retire simultaneously. This may be regarded as representing a passing type. In twenty-five of the forty-two states having state boards of education the number constituting a board ranges from seven to thirteen members. Boards of this size, with continuity of service provided, are generally considered as satisfactory in size for working efficiency. Neither too large nor too small a board is desirable—U.S. Bureau of Education.

NORTH CAROLINA'S BONDED DEBT

As of February 7, 1927

The following table based on data supplied by the State Treasurer as reported by the Bank of America shows the bonded debt of our state government as of February 7, 1927. The table gives the date of issue, amount, purpose, interest rate, and date of maturity of each issue.

Total bonded debt \$144,158,531. Amount retired \$765,932.

Department of Rural Social-Economics, University of North Carolina.

Date of issue	Amount	Purpose	Interest rate percent	Maturity
July, 1903	\$500,000.00	State Hospitals	4	July 1, 1949
July, 1910	3,430,000.00	Refunding	4	July 1, 1950
July, 1911	250,000.00	State Building	4	July 1, 1951
July, 1911	60,000.00	School for Feeble-Minded	4	July 1, 1951
Jan., 1913	550,000.00	Refunding	4	Jan., 1953
July, 1913	1,142,500.00	Improvement	4	July, 1953
July, 1917-1920	1,368,500.00	Educational and Charitable Institutions	4	July, 1924-1938
July, 1917	75,000.00	Caswell Training School	4	July, 1927
July, 1917	25,000.00	Training School for Girls and Women	4	July, 1927
Jan., 1921-1923	25,000,000.00	Highway Construction	4½	Jan., July, 1932-1962
July, 1921	4,552,600.00	Highway Construction	5	July, 1931, 1941, 1951 and 1961
Jan. 1, 1923	1,250,000.00	Highway Construction	4½	Jan., 1933-1937
Jan. 1, 1923	3,750,000.00	Highway Construction	4½	Jan., 1933-1952
Jan. 1, 1924-1927	40,000,000.00	Highway Construction	4½	Jan., 1930-1964
Jan., 1925	447,400.00	Highway Construction	4½	July, 1951
Dec. 15, 1926	10,300,000.00*	Highway Construction	4½	July 1, 1927
July, 1921	3,372,000.00	Educational and Charitable Institutions	5	July, 1961
Jan. 1, 1922	3,373,000.00	Educational and Charitable Institutions	4½	Jan., 1962
Oct. 1, 1923	3,049,000.00	Educational and Charitable Institutions	4½	Oct. 1, 1963
Oct. 1, 1923	7,100,000.00	Educational and Charitable Institutions	4½	Oct. 1, 1963
Jan. 1, 1926	5,125,000.00	Educational and Charitable Institutions	4½	Jan., 1966
Oct. 1, 1923	500,000.00	Public Improvement (Fisheries)	4½	Oct. 1, 1963
Jan., 1922-23, 1926	10,000,000.00	Special School Building Serial	4½	Jan., 1927-1950
Feb. 15, 1922	4,500,000.00	State Funding Serial	5	Feb., 1937, 1942, 1947 and 1952
July 1, 1925	9,438,531.61	General Funds	4½	July 1, 1927-1935
Jan. 1, 1927	5,000,000.00	Public School Buildings	4½	Jan. 1, 1932-1951

*Notes given in anticipation of sale of bonds and will be retired when bonds are sold.