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Rhoda Kaufman

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# CRIME AND THE GEORGIA COURTS A STATISTICAL ANALYSIS\*

Atlanta, Ga., June 14, 1924.

To the Hon. Clifford Walker, Governor of Georgia, and Edwin R. Keedy, Esq., President American Institute of Criminal Law and Criminology.

Gentlemen:

The Department of Public Welfare presents herewith its report on a cross section study of crime statistics in Georgia.

Under Section 10, Bill 186, Acts of 1919, the Department is charged with collecting, compiling and publishing "statistics and information regarding the dependent, defective and delinquent classes, both in and out of institutions," but because of lack of adequate appropriation has never until now been able to comply with this requirement of the law.

The present study was made possible by the American Institute of Criminal Law and Criminology, which completely financed it, upon the Department's consent to undertake the work.

All credit for the study and report goes to Boyce M. Edens and Hugh N. Fuller. Mr. Edens, who was the efficient and progressive director of the Departments division of adult delinquency from 1920 to April, 1924, planned and directed the survey and wrote the introduction to the report. Mr. Fuller personally briefed the 12,000 odd criminal records, prepared the text of the report and on Mr. Edens' resignation was prevailed upon to give up his law practice and become director of the division of adult delinquency.

Mr. James Bronson Reynolds, former President of the American Institute of Criminal Law and Criminology, through whom the funds were obtained from the Institute to finance the survey, gave most liberally of his counsel and his interest was a constant source of inspiration and helpfulness. His zeal for constructive administration of justice was without parallel and never flagged until his sad death on January first, 1924.

Mr. E. Marvin Underwood of the Atlanta Bar, formerly Assistant United States Attorney General, gave counsel which was a most valuable aid to the work in a myriad of ways. The judges, clerks, solicitors and other court officials cheerfully gave earnest, helpful co-operation. We are greatly indebted to the Georgia Industrial Commission for the loan of a tabulating machine; to Dr. W. C. Davis, Director of the Georgia Bureau of Vital Statistics, for his counsel and guidance in statistical methods and problems, and to Mr. Neel A. Massey, local manager of the Tabulating Machine Company, whose technical advice and guidance in the tabulating methods and materials employed was most helpful.

Respectfully yours,

RHODA KAUFMAN, Secretary.

<sup>\*</sup>Prepared by the Department of Public Welfare, State Capitol, Atlanta, Georgia, for The American Journal of Criminal Law and Criminology, June, 1924.

#### INTRODUCTION

The cry of "Crime Wave" has gone up recently from almost every quarter with varying degrees of intensity. Usually the author in proclaiming such a social upheaval attempts to set out in different detail certain statistics to prove some particular theory or idea as to the increase of crime in a given city or locality. Usually "The shouting and the tumult die" and the criminal courts continue to grind out the vast number of unfortunates coming before them for some sort of disposition. What do we really know of the extent and scope of crime in our state and throughout the country, and what really happens to these miscreants insofar as the courts are concerned? But very little do we know of these things in actual figures from a statewide, sectional or national standpoint. Great stress has been laid upon the number and treatment of the delinquent, both juvenile and adult, in jails, prisons and reformatories, but small and scattering attention has been paid to him before he reaches these institutions we have established for his punishment.

Mankind has made great strides in giving battle to enemies that once threatened it. Cholera, yellow fever, plague, smallpox no longer menace our country. Typhiod fever, that, within our own time used to take yearly toll of nearly twenty thousand lives in this country, is well under control. Tuberculosis, the greatest destroyer of them all, has now lost its terrors, and weapons have been forged in combating these social enemies that make ultimate victory seem almost certain. Many of mankind's most terrifying spectres are being laid low. Let us hope that the day is near when we will recognize no invincible foe to which we must submit in ignorance or dread.

There is another outstanding evil that still exists in our midst, however, whose magnitude and seriousness make it a menace to civilization, a condition that is undoubtedly on the increase and that threatens the destruction of the social fabric. We call it "Crime" and have steadfastly legislated against it from time to time with great vigor. We have fitted the law with a penalty for each crime which we commonly think will strike fear to the person who contemplates its breaking. This fear we think will deter him from his evil designs, but in spite of our intentions crime continues on and on, gaining recruits by leaps and bounds. The time is at hand when we should turn our attention to this spectre that stalks in our midst. Those same scientific methods which have proven and are proving so successful in other fields of human endeavor, have not yet been applied on any broad scale in dealing with crime.

An examination of the history of all battles waged against any social menace, shows that before it can be put down, there must first be at least an intelligent understanding of the extent and scope of that menace. By extent is meant how prevalent it is, and by scope, what part of society is affected by it. We speak of birth rates and mortality rates with considerable certainty because there has been provided a way in almost every state and the United States of ascertaining the number of births and deaths. We know to the person how many die of typhoid, malaria, smallpox, measles, diphtheria, tuberculosis and many other diseases. It was upon the basis of such accurate statistical knowledge that men of science have been inspired to spend years in laboratories in order to combat and forestall the ravages of disease. Crime with all of its ravages continues unabated largely for the lack of the same sort of intelligent understanding of the extent and scope of it as the beginning point from which to put it down.

Our awakening to the extent and scope of crime in Georgia, as well as the disposition of it by the courts is at hand. Georgia should be proud that it has been given the opportunity to take the lead in respect to the production of this unique Crime Statistics Survey; the first of its kind in the United States and covering as it does 12,062 Criminal Court records in five Georgia counties.

In the conduct of the survey and the production of this report, the Department of Public Welfare hopes it has made a significant contribution towards the better understanding of crime and its treatment by the courts. The intrinsic value of this report in all probability does not rest in a demand for it as popular reading matter. If that had been the case the Department would have employed a different method of presenting the facts obtained. Perhaps the highest purpose and broadest usefulness of this report will be realized only by its searching inferential study and consideration by the Governor of the State, the General Assembly, Criminal Court Judges, City and State Bar Associations, lawyers individually and in smaller groups, thoughtful laymen interested in the welfare of their less fortunate neighbors, social workers, doctors, psychiatrists and, last but not least, by the citizens of the five counties included in the survey. The report is especially submitted to public officials and professional men and women with the hope that it contains at least some information necessary to a better understanding of our criminal laws and how they are enforced, as well as what effect if any our present laws and methods of law enforcement are serving as deterrents to crime and criminals.

Before the actual work on the survey was started it was hoped that

much helpful social history and information regarding the thousands of defendants could be obtained from the criminal court records. When it was ascertained that 28 out of every one thousand persons in the five counties included in the survey would be taken into consideration, the Department being interested more largely in the human aspects of the task before it, wished to present such facts for consideration of this most important element of the crime problem in Georgia. Laws defective in failing to prescribe the proper social content of criminal court records completely thwarted the survey in this respect. How many of these 12,000 odd human beings appearing before the bar of justice were youths between the ages of 16 and 21? How many were bread winners of families containing dependent wives and children? How many were first offenders? How many were confirmed criminals, recidivists seared with the brand of prison life? How many were negroes? How many were aged persons? What of the physical and mental condition of all of them? These and many other of the most necessary documentary elements were missing from the court records that were briefed. Even sex had to be determined by the defendants' given names which necessarily threw a small number into an inaccurate and "undetermined" classification.

It is not that the criminal courts of Georgia lack a real human interest in the thousands of men, women and children passing before them and from that standpoint fail to keep adequate court records containing vital social history and something of the human frailties of these wards of society. It is only that those responsible for making the laws governing these matters and those who must enforce the laws need to be aroused to the understanding that without sufficient data of this kind respecting the criminal classes, we can neither study these classes in the light of their handicaps nor justly treat them. Thomas Mott Osborn said recently, in speaking of retaliation as an incorrect purpose of a prison, "If we are to retaliate, it is essential that retaliation shall be just—'An eye for an eye, a tooth for a tooth'; but it is manifestly impossible to determine the exact amount of blame to be attached to the criminal himself. How can we be certain how much is due to inheritance, how much to early environment, how much to other matters over which the offender has no control whatever? If we cannot ascertain these, how can we tell just how much retaliation the offender deserves? When a man does not get enough punishment, it is bad; it encourages him to think he can always escape with less than his deserts; and thus crime is encouraged. When a man gets too much punishment it is

<sup>&</sup>lt;sup>1</sup>"Prisons and Common Sense," Atlantic Monthly, September, 1923, page 366.

bad; it makes him bitter and revengeful; and thus crime is encouraged. Failure results in either case, and the community suffers."

The element of "Justice" which is the true leaven of the law, is being interpreted in some states in a new and constructive manner. New laws being enacted throughout the country make justice a two-fold proposition for consideration by the courts, viz.: Justice to society in providing to society the protection it requires against the offender, and justice to the offender himself. Some of these new laws pointedly take into consideration the human being with all of his handicaps in determining the extent to which he shall be punished, as well as the nature of his punishment. Witness one of these outstanding laws which provides for this consideration of the offender and the State (Massachusetts)<sup>1</sup>:

"Whenever a person is indicted by the grand jury for a capital offense or whenever a person who is known to have been indicted for any other offense more than once or to have been previously convicted of a felony, is indicted by the grand jury or bound over for trial in the Superior Court, the clerk of the court in which the indictment is returned shall give notice to the department of mental diseases, and the department shall cause such person to be examined with a view to determine his mental condition and the existence of any mental disease or defect which would affect his criminal responsibility. The department shall file a report of its investigations with the clerk of the court in which the trial is to be held, and the report shall be accessible to the court, the district attorney, and the attorney for the accused, and shall be admissible as evidence of the mental condition of the accused."

Personal handicaps both physical and mental are coming to be more generally recognized as causative factors in human behavior, particularly in the conduct of the criminal recidivist. The National Committee for Mental Hygiene during the last few years, at the request of Governors and Legislatures has conducted surveys in some twenty odd states. The results of these surveys point conclusively to the fact that fully 75% of confirmed criminals are suffering from mental and physical conditions that have everything to do with their delinquent behavior. Studies by this Committee also indicate that 2 out of every 3 children appearing before certain juvenile courts show some important mental and physical defects. An accurate mental diagnosis of 234 immates of seven county jails in South Carolina at a given time revealed that 56% were handicapped by some abnormal mental condition; 64.2% of the inmates in the Penitentiary of that State were also found to be some sort of mental or physical defective.

Surely, until we have set up the machinery for ascertaining and

<sup>&</sup>lt;sup>1</sup>General Laws, Chapter 123, Section 100A.

have actually gathered the necessary facts about crime and criminals in Georgia over a sufficient length of time, but little can be done towards strengthening our criminal laws and making them more effective. The criminal laws of Georgia are fundamentally as sound today as ever, but they certainly seem to be less potent. Seek to dignify these laws as we may, until we give greater consideration to the condition of the human being offending, desired results in the operation of these laws will not be obtained. We may talk all we wish about men breaking the law. They are not breaking the law. Law cannot be broken. Men may break themselves against it as frequently they do, but bruised and battered they find the law still intact.

The interpretation of the humane aspects of this survey, or at least a broad discussion of these aspects is a distinct duty of the Department, and this Introduction is an attempt to fulfill that duty. One other duty devolving upon the Department is to present the survey in a statistical form as the basis for constructive consideration and action by any or all who may be interested or concerned. In its final analysis, aside from showing an overwhelming increase in crime in the four counties, Bibb, Lowndes, Randolph and Tift and which crimes were more frequent, the survey because of lack of social statistics on the criminal contained in the records, automatically resolved itself into "A Survey of the Administration of Justice." This will be readily seen upon the examination of the type of information and data obtained from the court records.

Mr. James Bronson Reynolds, former President of the American Institute of Criminal Law and Criminology and one of the most learned criminologists of his time, stated on one occasion, "How long will it be before our National Government assumes the task, now borne by practically all civilized governments, of collecting and publishing annually statistics of crime and court and prison records?" The answer to that question rests with the people and with Congress. Georgia will be remiss if she does not take cognizance of her duty as a state and through the General Assembly enact a law to provide the following:

- (a) Establishment of a Bureau of Crime Statistics in some state department as far removed from political influence as possible, charged with the duty of collecting, compiling and publishing helpful information pertaining to crime, the courts and the criminal.
- (b) Uniform court, jail and prison records, the form of which shall be prescribed by law, with the provision for regular reports by the proper court, jail and prison officials to the Bureau of Crime Statistics.
- (c) Adequate appropriation for the operation of such a bureau and proper enforcement of the law.

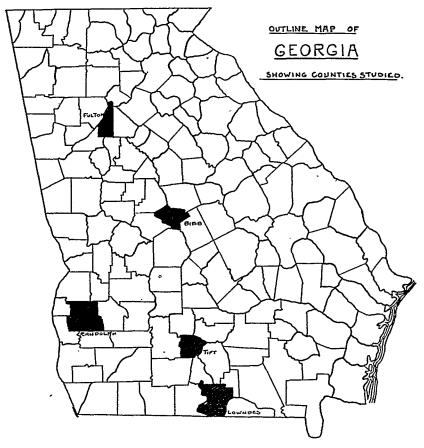
BOYCE M. EDENS.

#### CHAPTER I.

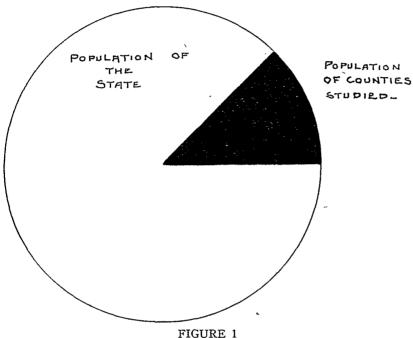
#### THE SCOPE AND METHODS OF THE SURVEY

#### Courts

To understand just what the present survey attempts to cover, it is necessary at the beginning to understand what courts handle the kinds of cases and the defendants about which information has been obtained. In Georgia the general trial court is known as the "Superior Court." This court has general, original jurisdiction of both criminal and civil matters. There is a Superior Court for each of the 160 counties in the State. The criminal side of the Superior Court has jurisdiction over the trial of both felonies and misdemeanors. In many counties there is another court which is usually known as the "City Court" which has concurrent jurisdiction with the Superior Court for the trial of misde-



meanors. Felonies cannot be tried in the City Courts. The term "City Court" should not be confused with the Mayor's or Recorder's Courts which are courts for the trial of violation of municipal ordinances. The City Court does not try such violations and is not a "City" Court in any such sense; the City Court tries violations of the State laws and its jurisdiction is not ordinarily limited to any city or municipality but extends over the whole county in which it is located. Some courts have other names, for instance, there is the Criminal Court of Atlanta. This court is so similar to the usual City Court that it is so referred to in this study. This court tries misdemeanors and its jurisdiction extends over the whole of Fulton County and not merely the territory embraced in the City of Atlanta.



POPULATION COVERED BY THE SURVEY

At present there is no one source or combination of sources from which can be obtained information and data as to the nature and extent of all the crimes committed in the State. Because of this fact and also because of the limited amount of money available for gathering the statistics herein contained, it was deemed necessary at the outset to limit the survey to the records of the two criminal courts mentioned. Persons arrested by municipal police officers and charged with offenses

involving the violation of state laws are bound over to one or the other of these two courts for trial, so in this way a large part of the crime committed by known offenders becomes a matter of record in these courts.

The present study covers the criminal side of the Superior Courts of Fulton, Bibb, Lowndes, Randolph and Tift counties. It also covers the criminal side of the City Courts of Fulton, Bibb, Lowndes and Tift counties. Randolph county does not have a City Court and all of the business of that county is handled by the Superior Court.

#### Counties Studied

These particular counties were selected for study because they range from the county with the largest population in the State to two counties with relatively small populations. The population of these counties according to the Census of 1920 is as follows:

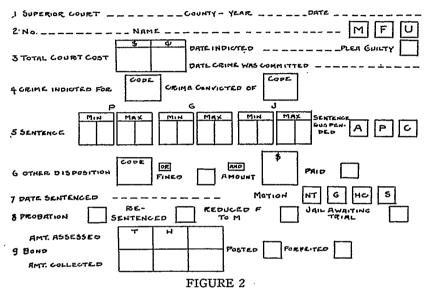
		Perc	entage——	Largest
County	Population	White	Colored	City
Fulton	232,606	69.8	30.2	200,616
Bibb	71.304	53.6	46.3	52,995
Lowndes		49.0	51.0	10.783
Randolph	16.721	34.2	65.8	3,022
Tift	14,493	70.3	29.6	3,005
	<del></del>			
	361,645			

Another reason for the selection of these counties is shown in the varying proportions of white and colored inhabitants as seen in the above table. The variation of rural and urban population and the fact that it was believed that the court records of these counties would be in a clear, understandable condition also contributed to this selection. The five counties studied contain 12.488 per cent or one-eighth of the population of the State of Georgia.

#### Years Studied

In Bibb, Lowndes, Randolph and Tift counties the cases docketed during two years were examined; cases begun in the courts during the years 1921 and 1916. An exception was that in the Superior Court of Tift County a few cases were included as of the year 1916 which were not actually filed until after January 1, 1917. These cases were considered as of 1916 because the Grand Jury did not meet to act on them until after January 1st and it was manifestly unfair to omit them. In Fulton County it was impossible to cover more than the business begun in one year because of the great number of cases handled by the courts of this county. This is to be regretted but it was necessary because of the lack of funds in hand to proceed further.

The years 1916 and 1921 were selected for study after much deliberation. It was found that so many of the cases begun in 1922 were still pending (particularly in Fulton Superior Court) at the time of the survey that it was evident that the survey of that year would develop into a study of cases still active in the courts. The very fact that a large proportion of the 1922 cases remained undisposed of in September, 1923, the date this study began, was significant in itself but it was believed that the actual dispositions however much delayed were even more important. Moreover since so much of the 1922 business was still active it appeared that the work of the investigator would seriously inconvenience the court officers in their duties. The selection of 1921



FORM OF SUPERIOR COURT FIELD CARD

as one year led to the selection of 1916 as the other year for study because it furnished a five year interval between 1921 and because it was a "pre-war" year.

It should be carefully noted that throughout this report references to the years 1916 and 1921 mean cases docketed from January 1 to December 31 of those years. Regardless of the time of disposition or other action, if a case was begun in 1921 it falls in that year. This means, of course, that the figures listed under dispositions, for instance, 1921, do not mean that the courts or a particular court disposed of that many cases in 1921 but, instead, that of the cases begun in 1921 so many had been disposed of at the time of the survey. It is urged that this

fact be borne in mind throughout a consideration of the figures presented as otherwise very wrong conclusions will be reached. Unless otherwise stated, where figures are given they apply to the year 1921 and not to the number of "cases" docketed but to the number of defendants in those cases. The pardon and the parole of defendants is not covered by this study.

# Number of Cases Studied

The time at which the cases were briefed and the number of defendants considered are given below:

#### Scope of Survey

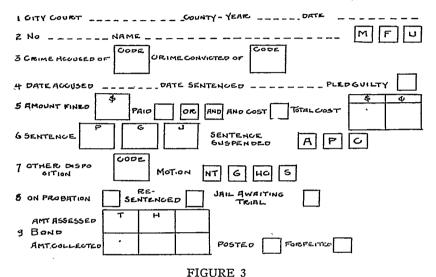
	Scope of Survey	
	Defendants	· Date of Briefing
Fulton Superior	2,180	Sept. 19-Oct. 6, 1923
Fulton City		Oct. 11-Nov. 17, 1923
Randolph Superior		Nov. 20-Nov. 23, 1923
Tift Superior	176	Nov. 24-Nov. 26, 1923
Tift City	390	Nov. 26-Dec. 1, 1923
Lowndes Superior		Dec. 1-Dec. 6, 1923
Lowndes City		Dec. 7-Dec. 13, 1923
Bibb Superior	591	Dec. 18-Dec. 22, 1923
Bibb City	2,622	Jan. 7-Jan. 23, 1924
•	<del></del>	
Total	12,062	

#### Facts Sought

It was desired to tabulate something of the social and family history of the various defendants but even a preliminary investigation showed that there was practically no record of this kind. The only record of this nature discovered was the jail register as kept in some counties. The most complete of the jail registers inspected showed only the age, color and sex except for such legal data as time of admission, crime accused of, and such like matters. Because of this situation the facts sought were almost entirely of a legal kind: such as could be found on the court records. The cards outlined below (Figures 2 and 3) show in general what it was determined to try to learn from the records. In brief, they show the following to be the original expectation: (1) Court. (2) County. (3) Year. (4) Date of investigation. (5) Case docket number. (6) Name of defendant. (7) Sex. (8) Date indicted. (9) Date crime was committed. (10) Crime accused of. (11) Crime convicted of. (12) Pled guilty. (13) Total Court costs. (14) Sentence: (a) Penitentiary, (b) Chaingang, (c) Jail. (15) Sentence suspended: (a) All, (b) Part, (c) To run concurrently. (16) Fact and amount of fine. (17) Fine paid. (18) Miscellaneous dispositions. (19) Date sentenced. (20) Motion for a new trial: (a) Made, (b) Granted, (c) Carried to a higher court, (d) Result in higher court. (21) Placed on probation. (22) Probation failed. (23) Felony reduced to misdemeanor. (24) In jail awaiting trial. (25) Amount of bond assessed. (26) Made bond. (27) Bond forfeited. (28) Amount collected on bond forfeiture. It proved impracticable, because of the time necessary, to get item nine above; the remaining information was obtained with greater or less completeness but only a small part of what was obtained is presented here.

#### Method

The first step in the survey was to make a preliminary test run of a few hundred cases to determine the facts to be obtained, the amount



FORM OF CITY COURT FIELD CARD

of time necessary and the best form of card or sheet to be used. The cards for the field work were then prepared and printed. Figure 2 shows the form of field card for the Superior Courts and Figure 3 the form for City Courts. Different colors were used for these two forms. The figures referred to show the outline of the card at about actual size. These field cards were printed four to a sheet and the sheets bound into temporary books of 100 sheets.

In briefing the cases the bench docket in the clerk's office was usually the first record consulted. Among the other records used were the original indictments and other original papers, motion dockets, min-

utes, cost sheets, certiorari dockets and cash books in the clerk's office. The bond records, the jail register and sometimes the original bonds and commitments were used in the sheriff's office. The solicitor's docket was consulted when such a record was available. In Fulton County the records of the adult probation office were also used. The briefing of the cases required slightly more than four months' work by the investigator.

Upon completion of the field cards, the information contained on them was transferred to punch cards which could be used with tabulating machines and then these punch cards were sorted and counted in many different ways and in many different combinations. The totals were taken from the tabulating machines and were entered on working tables and these working tables were then consolidated into the final tables upon which this report is based. Upon the completion of this tabluation the present report was begun.

#### Accuracy

Absolute accuracy in work of this kind is impossible because of the human element involved. Different portions of the results obtained have been checked and the proportion of error indicated by these checks is three-tenths of one per cent. It is believed that the facts set out herein are within two per cent of correct as a whole.

#### CHAPTER II.

DISPOSITIONS (Tables 1-16)

#### Methods of Dispositions

There are several ways in which a case of the defendant in a case may be disposed of by the court. The defendant may plead guilty or he may plead not guilty and be either convicted or acquitted on that plea. The case may also be nol prossed, it may be transferred to another court, the defendant may be adjudged insane and there are other ways in which the case may be terminated. If the defendant pleads guilty or is convicted some punishment is decreed for him. In felony cases this punishment is death or imprisonment in the penitentiary unless the offense be reduced to a misdemeanor. Most felonies may be reduced to misdemeanors and when this is done misdemeanor sentences are imposed. Misdemeanors may be punished by a sentence to the chain-gang for not exceeding twelve months, six months in the

county jail or not exceeding a thousand dollar fine or any or all, in the discretion of the court. Misdemeanor punishment usually consists of (1) a sentence on the chain-gang, (2) a sentence and a fine, (3) a sentence or a fine, this last being the most usual form.

#### Pleas of Guilty

In pleas of guilty the defendant admits his guilt and the State is not put to the expense of proving it by a trial. As might be expected, a larger proportion of defendants plead guilty in the City Courts than in the Superior Courts. The former are all misdemeanants and the latter are misdemeanants and felons. In Fulton Superior Court 21.8 per cent of the defendants charged with crime in 1921 pled guilty. In the City Court<sup>2</sup> of that county the percentage pleading guilty was 50.9. Similarly, in the four other Superior Courts studied 24.2 per cent<sup>3</sup> of those charged with crime in 1921 pled guilty and in the three City Courts outside of Fulton County 33.7 admitted their guilt on plea.<sup>4</sup>

#### Convictions

Although a larger proportion pled guilty in the City Courts, a larger proportion were convicted in the Superior Courts. In Fulton Superior Court 19.2 per cent¹ of the cases originating in 1921 were prosecuted to a conviction; the corresponding City Court figures for that county were 15.7 per cent.² Outside of Fulton County, the other Superior Courts show convictions amounting to 17.2 per cent¹ of the total defendants charged and the City Courts to only 7.9 per cent.²

#### Number Punished

Whether the defendant pleads guilty or whether he is convicted, some measure of punishment is meted out to him so possibly the combination of pleas and convictions is more significant than either item taken separately. The figures reached by this combination show that in Fulton Superior Court 41.1 per cent³ of all defendants charged with crime were ordered to receive some measure of punishment; the City Court figures show 66.6 per cent of all defendants as being punished in Fulton County.⁴ The other Superior Courts show almost the same percentage as in the Fulton Court, 41.4 per cent being punshed.¹ In the City Courts outside of Fulton County the records show 41.6 per cent² of the defendants as being punished.

<sup>&</sup>lt;sup>1</sup>Table 1. <sup>2</sup>Table 10.

<sup>&</sup>lt;sup>3</sup>Tables 3. 5. 7, 9. <sup>4</sup>Tables 12, 14, 16.

Acquittals

The proportion of acquittals does not vary greatly in the several courts studied. In Fulton Superior 8.6 per cent<sup>3</sup> acquitted and Fulton City 9.6 per cent.<sup>4</sup> Outside of Fulton County the Superior Courts acquitted 10.6 per cent<sup>1</sup> of their defendants and the City Courts 7 per cent.<sup>2</sup>

Nol Pros.

The nol pros or nolle prosequi has been spoken of above. The nol pros is the abandonment of prosecution by the State. It may happen for many reasons; for instance, where it is found that the indictment is fatally defective the solicitor may ask that the case be nol prossed; again it may be that the witnesses for the State cannot be found and the solicitor feels that there is little or no chance of securing a conviction. The usual order taken in Georgia for a nol pros recites that it is entered "for reasons satisfactory to the solicitor." In practice some courts seem to exercise little or no control over the nol prossing of cases and frequently a blanket order is passed disposing of several or many cases by this method. In some counties a practice has grown up of nol prossing cases upon the payment of costs by the defendant. The nol pros is probably a valuable and necessary adjunct to the administration of justice and the usual statement made in its favor is that it saves the time of the courts. While it offers a remedy for cases hastily or improperly brought by the promiscuous swearing out of warrants by irresponsible persons or for cases improperly bound over by the committing magistrates yet it can readily be seen that the nol pros at times may be susceptible of abuse.

The figures for the various courts show a wide variation in the proportion of cases nol prossed but in all of the courts studied it seems to be freely used. In Fulton Superior Court 13.1 per cent¹ of the del fendants charged in 1921 had their cases nol prossed. In the corresponding City Court 11.7 per cent² were nol prossed. Outside of Fulton County it was even more generally used, the other Superior Courts showing 23.6 per cent³ of their cases nol prossed and the City Courts 46.6 per cent⁴ of all charges against defendants as being disposed of by this route.

Trials

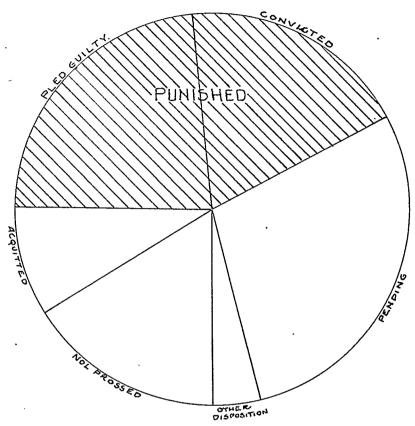
The comparatively small proportion of defendants whose cases are disposed of by actual trial is shown by the figures for the several courts.

<sup>3</sup>Table 1. <sup>4</sup>Table 10.

<sup>&</sup>lt;sup>1</sup>Tables 3, 5, 7, 9, <sup>2</sup>Tables 12, 14, 16.

In Fulton Superior Court 27.8 per cent¹ of the defendants were actually disposed of by a court trial, in Fulton City Court 25.3 per cent.<sup>2</sup> In the Superior Courts outside of that county 27.8 per cent<sup>3</sup> and in other City Courts 15 per cent4 of the defendants had a court trial.

# FIVE SUPERIOR COURTS



#### Dispositions Analyzed

Various methods of disposition have been enumerated and various percentages given to show how frequently those methods occur. It may be of service to take a hundred hypothetical cases in the courts and deduce from the figures assembled just what may be expected to happen to these one hundred defendants. This is shown below, the first column being based on the figures for all Superior Courts, the second col-

¹Table 1. ²Table 10.

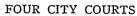
<sup>&</sup>lt;sup>3</sup>Tables 3, 5, 7, 9. <sup>4</sup>Tables 12, 14, 16.

umn on all City Courts and the third column on all of the nine courts studied. The figures are based on the 1921 business.

ONE HUNDRED TYPICAL DEFENDANTS CHARGED WITH CRIME IN 1921

	Five Superior	Four City	All
	Courts	Courts	Courts
Charged	100	100 -	100
Plead Guilty	23	45	38
Convicted	19	13	15
Punished	42	58	53
Acquitted		9	9
N I Prossed	16	23	21
O 1er Disposition	4	. 3	3
Not Punished	29	35	33
P iding	29	7	14

These same facts are shown graphically in Figure 4.



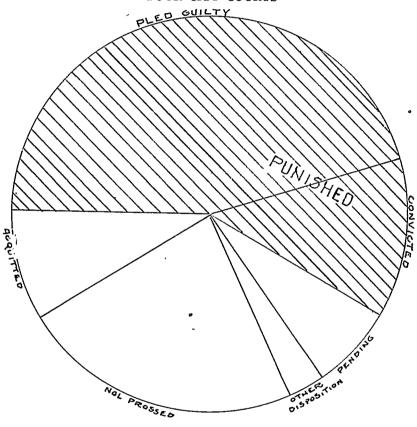
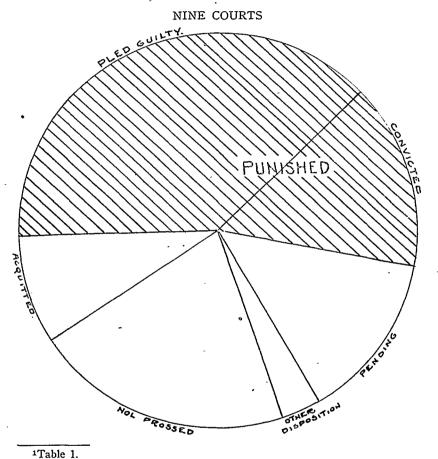


FIGURE 4
ANALYSIS OF DISPOSITIONS

It should be noted that the above cases shown as pending (which include those which are not shown as disposed of on the records) had been pending a minimum of from December 31, 1921, to the date of the beginning of this survey on September 19, 1923, or something over eighteen months. It is extremely improbable that a great number of these defendants will be prosecuted to a conviction or a plea of guilty. In many instances the defendant has never been apprehended. For instance, there were 156 cases of larceny after trust found pending in Fulton Superior Court.<sup>1</sup> A large proportion of these particular cases were the result of the operations of a so-called "bunco ring" and many of these defendants have never been apprehended.

It is only natural that some cases should be found pending even after the lapse of considerable time. True bills are sometimes voted



by the Grand Jury so as to prevent the statute of limitations from barring prosecution even when the Grand Jury well know that the defendant is a fugitive and probably never will be arrested. Even considering this item, 29 cases per hundred seems a large number to be pending in the Superior Courts eighteen months after they have been docketed.

Considered from another angle, the figures in the preceding table show that of 100 defendants in Georgia whose cases were disposed of 62 were punished. As shown by the "Criminal Statistics" for England and Wales, 1921, of 100 defendants whose cases were disposed of in those jurisdictions 78 were punished in the courts similar to our Superior and City Courts.

# Effect of Delay

It has been stated time and time again by many people that any delay in bringing a defendant to trial operates in the defendant's favor. It is frequently said that if the defendant or his counsel can postpone the trial long enough the defendant stands a good chance of never being punished. In order to get some idea of whether or not this popular opinion had any basis of fact, 300 dispositions in the Fulton Superior Court were taken at random and examined. The reason for not taking a larger number of cases was that it was necessary to hand-count the cards for this purpose and hand-counting is a long and expensive process. One hundred cases were examined which were disposed of within 90 days after filing; one hundred cases which were disposed of between 90 and 270 days; and one hundred cases which were disposed of after the lapse of more than 270 days. The results obtained were as follows:

DISPOSED OF BY TOLION SOTERIOR COOK	DISPOSED	OF BY	FULTON	SUPERIOR	Court
-------------------------------------	----------	-------	--------	----------	-------

	Under 90	91 to 270	Over 270
	Days	Days	Days
Plead Guilty	37	25	17
Convicted	41	18	17
Punished	78	43.	34
Acquitted	14	8	13
Nol Prossed	5	40	45
Other Disposition	3	9	8
Not Punished	22	57	66

The indication, then, from this count is that the chances of punishment steadily decrease the longer the case is pending.

#### Particular Offenses

The facts hitherto given have not picked out any particular crimes for individual treatment. This will be dealt with more completely in

<sup>&</sup>lt;sup>1</sup>These figures cannot be found in the tables.

a

another chapter but it may not be amiss just here to show what crimes seem to be more easy and what more difficult to secure a plea of guilty or a conviction. The percentage of defendants punished as compared to the number charged is shown in the following table for several of the more common crimes:

#### Percentages of Defendants Charged Who Are Punished

0.	Fulton	Other	Fulton	Other
Crime	Superior <sup>1</sup>	Superior <sup>2</sup>	City <sup>3</sup>	City <sup>4</sup>
	Per Cent	Per Cent	Per Cent	Per Cent
Burglary	62	66	•	
Forgery	61	53		
Larceny, Simple		40	<i>7</i> 0	38
Larceny, Auto	49	64		
Larceny, House		· 36	72	38
Murder		18		
Assault In. Murder	35	42		
Prohibition Violations	32	50	80	51
Robbery		53		

#### CHAPTER III.

#### Comparison of Years

(Tables 17-19)

### Number of Defendants

It is a matter of regret that it was impossible to obtain figures for the Fulton County Courts for the year 1916 so as to give a basis of comparison for that county and so as to increase the aggregate number of cases which serve as the foundation for the comparison of the work of the courts for the years 1916 and 1921. There is a total, however, of 5,226 cases for consideration in the counties of Bibb, Lowndes, Randolph and Tift. By sex of defendant these cases are divided as follows:<sup>5</sup>

			Per Cent
	1916	1921	of Inc.
Male	1.806	2,862	58.4
Female		292	34.6
Sex Unknown		35	• • • •
			<del></del>
Total	2,037	3,189	56.6

The increase in number of defendants charged with crime amounted to 56.6 per cent in the counties mentioned, the increase in males being somewhat greater than the increase of females.

<sup>&</sup>lt;sup>1</sup>Table 1. <sup>2</sup>Tables 3, 5, 7, 9.

<sup>&</sup>lt;sup>4</sup>Tables 12, 14, 16. <sup>5</sup>Table 17.

<sup>&</sup>lt;sup>3</sup>Table 10.

#### Crime and Population

While an increase in crime is indicated for these four counties by the increase of defendants in the courts, it must be remembered that the population of the counties was increasing at the same time. Based on the census figures the comparative increase was as follows:

	——Pop	ulation——	Court I	Defendants-
	10 Yr.	Annual	5 Yr.	Annual
County	Inc.	Inc.	Inc.	Inc.
Bibb	. 25.9	2.59	64.8	13.0
Lowndes	. 8.6	.86	24.3	4.9
Randolph	.D.11.3	D.1.13	100.0	20.0
Tift	26.2	2.62	70.8	14.2
Four Counties		1.58	56.6	11.3
State of Georgia	. 11.0	1.10		•

These figures<sup>1</sup> indicate that crime increased between 1916 and 1921 slightly more than seven times as fast as the population increased.

These same facts are set out in Figure 5.

The increase in defendants charged in the several Superior Courts was greater than the increase in the City Courts, the increase in the Superior Courts being 83.8 per cent and in the City Courts only 48.4 per cent. This fact does not necessarily mean that felonies are increasing more rapidly than misdemeanors as the Superior Courts also try misdemeanors. A few figures as to the increase of certain felonies will be considered below.

#### Number Punished

While there was an increase in the business of the Superior Courts of 83.8 per cent, there was an increase of only 68.7 per cent in the number of defendants punished.<sup>2</sup> In the City Courts the number of defendants increased 48.4 per cent but the number of defendants punished increased 64.5 per cent.<sup>2</sup> It is probable that the figure of 68.7 for the Superior Courts as the proportion of defendants punished will be increased slightly by the final disposition of cases still pending at the time of this survey but, as shown above, these cases had been pending a minimum of 18 months at the time of the survey and any increase in the number punished will probably be very slight.

#### Acquittals

Acquittals in the Superior Courts show a decided increase as does the number of defendants whose cases were nol prossed. Acquittals

<sup>&</sup>lt;sup>6</sup>Table 19.

<sup>&</sup>lt;sup>1</sup>While figures are not available for Fulton County, the report of the Chief of Police for the City of Atlanta (which lies largely in Fulton County) shows an increase in arrests of 52.2 per cent between 1916 and 1921.

<sup>2</sup>Table 17.

in 1921 increased 111.7 per cent over 1916 for these Superior Courts and nol prosses increased 144.6 per cent.<sup>2</sup>

It will be noted that the total number of defendants punished by the City Courts increased by 64.5 per cent over 1916. This is due to an increase of 116.5 per cent in the number of pleas of guilty in these courts as the number of convictions showed an actual decrease.

The figures mentioned above are tabulated as follows:

		Superior Co	urts		City Cour	ts
	1916	1921	% Inc.	1916	1921	% Inc.
Plead Guilty	126	208	65.0	362	784	116.5
Convicted	85	148	74.2	226	184	D. 18.6
Punished	211	356	68.7	588	968	64.5
Acquitted	43	91	111.7	189	164	D.13.2
Nol Prossed	83	203	144.6	671	1086	61.8
Other Dispositions .	79	58	D.26.6		3	• • • •
Not Punished	205	352	71.6	860	1253	45.7
Pending	52	152	• • • •	121	108	

#### Pleas in City Courts

The increase of 116.5 per cent in the number of defendants pleading guilty in the City Courts outside of Fulton Connty is so large in comparison to the increase of 48.4 per cent in the business begun in the same courts that an inquiry into a possible cause of this increase is not out of place. The following figures show the number of defendants pleading guilty and convicted in each of the two years and also show the number and percentage of those pleading guilty who were sentenced to serve "straight" prison sentences together with the number and percentage of prison sentences decreed for those who refused to plead guilty and stood trial and were convicted<sup>1</sup>:

#### CITY COURTS

1916	1921	% Inc.
Plead Guilty 362	<b>7</b> 84	116.5
Number of above-sentenced to straight imprisonment 63	46	
Percentage of those pleading guilty who were given		
straight sentence of imprisonment 17.4	5.9	
Convicted 226	184	D. 18.6
Number of above sentenced to straight imprisonment 70	36	
Percentage of those convicted who were given		
straight sentence of imprisonment 31.0	19.6	

In other words, according to these figures, in 1916 a defendant in these City Courts who pled guilty had 17 chances out of 100 of receiving a straight prison sentence and one who was convicted had 31 chances out of 100 of receiving a straight sentence. In 1921, however, the defendant who pled guilty had only 6 chances out of 100 of receiv-

<sup>&</sup>lt;sup>1</sup>Table 17.

ing a straight sentence whereas if he were convicted he stood 20 chances out of 100 of receiving such a sentence.



Annua Population

Crime

FIGURE 5

INCREASE OF CRIME

# "Straight" Sentences

Similar figures for all courts, Superior and City, show that in 1916 a defendant who pled guilty had 24 chances out of 100 of receiving a prison sentence; in 1921 his chances were 13.5 out of 100. If he stood trial and was convicted his chances were 38 out of 100 in 1916 and 39 out of 100 in 1921. Taken all together, in all the courts

<sup>&</sup>lt;sup>1</sup>Table 17.

for 1916 30 sentences out of 100 were straight imprisonment without the option of a fine and in 1921 20 out of 100 were straight imprisonment without the option of a fine.

As stated above, the general increase in the criminal business of all courts about which comparative figures are available in 1921 was 56.6 per cent over 1916. If crimes which are always felonies are considered alone (as opposed to misdemeanors and crimes which may be either misdemeanors or felonies) the increase of these serious offenses was 64.4° per cent, showing that the increase of more serious offenses was somewhat greater than the general increase of all crime.

#### Specific Crimes

Among particular crimes some show increases and some decreases. A few of the more common crimes are listed below together with the percentage of increase or decrease in 1921 over 1916:<sup>2</sup>

Assault and Battery	Adultery and orFaintc shrldu etaoinn Adultery and Fornication

#### Classification of Crime

<sup>2</sup>Table 18.

There is so much dispute among the various authorities as to just what crimes are crimes against property, what are crimes against the person and what crimes fall into the other usual divisions that any attempt to place particular crimes in the several classifications is certain to meet with the disapproval of some authorities. If the above crimes are arbitrarily divided as below, the table shows the increases by three classifications:

\*Based on too few cases for accuracy.

#### Frequent Crimes

The ten most frequent crimes in 1916 and in 1921, in the order of their frequency, were as follows:

	1916	1921
1. 2. 3. 4. 5. 6. 7. 8. 9.	Simple Larceny Gaming	Gaming Prohibition
3.	Prohibition	Simple Larceny
4.	Assault and Battery	Concealed Weapons
5.	Concealed Weapons	Stealing Ride on Train
6.	Burglary	Auto Law Violations
7.	Larceny from House	Assault and Battery
8.	Vagrancy	Larceny from House
	Stabbing	Burglary
10	Adultery and Fornication	Cheating and Swindling

#### CHAPTER IV.

#### SENTENCES

#### (Tables 10-40)

Felonies in Georgia are punishable by death or imprisonment unless the offense is reduced to a misdemeanor in the manner explained below. Misdemeanors may be punished by imprisonment, by fine or by a combination of the two. In the present chapter only the imprisonment features of felony and misdemeanor sentences will be considered but it should be remembered that for misdemeanors this sentence may be in lieu of or in addition to the payment of a fine. The matter of the fine which may be the complement of the sentence or the option to the sentence will be considered in anothr chapter.

#### Felony Defined

The difference between felonies and misdemeanors should be clearly understood. The Code of Georgia (Penal Code, Section 2) states: "The term felony means an offense, for which the offender, on conviction, shall be liable to punishment by death or imprisonment in the penitentiary, and not otherwise. Every other crime is a misdemeanor." Power is given the Prison Commission, however, to place convicted felons on the road-gangs.

Charges of the commission of a felony are brought by the action of the Grand Jury in voting a bill of indictment; misdemeanors may be so charged but are usually founded on an accusation brought by the solicitor of the court in which the charge is to be tried.

<sup>&</sup>lt;sup>1</sup>Table 18.

#### Reduction to Misdemeanor

Although the above definition from the Code makes a clear line of division between the two classes of offenses, yet a felony (as intimated in the definition) is not always punished in the manner described. This is due to the provision whereby certain felonies may be "reduced" to misdemeanors and so punished. Section 1062 of the Penal Code of Georgia provides: "All felonies, except treason, insurrection, murder, manslaughter, assault with intent to rape, rape, sodomy, foeticide, mayhem, seduction, arson, burning railroad bridges, train-wrecking, destroying, injuring or obstructing railroads, perjury, false swearing, and subornation of perjury and false swearing, shall be punished by imprisonment and labor in the penitentiary for the terms set forth in the several sections of this code prescribing the punishment of such offenses: but on the recommendation of the jury trying the case, when such recommendation is approved by the judge presiding on the trial, said crimes shall be punished as misdemeanors. If the judge trying the case sees proper, he may, in his punishment, reduce such felonies to misdemeanors."

#### Indeterminate Sentences

Another feature which should be noticed is what is known as the "Indeterminate Sentence law." This law is codified in section 1081 (c) of the Penal Code and as codified reads as follows: "The jury in their verdict on the trial of all cases of felony not punishable by life imprisonment shall prescribe a minimum and maximum term, which shall be within the minimum and maximum prescribed by law for said crime, and the judge in imposing the sentence shall commit said convicted person to the petitentiary in accordance with the verdict of the jury; provided, that in case of pleas of guilty, then the judge shall have the right to prescribe such minimum and maximum term as he may see fit. . . ." This act was passed by the Georgia Legislature in the year 1919 and therefore all of the felonies studied for the year 1916 carry a definite sentence and not an indeterminate one. All of the 1921 felonies receiving felony sentences carry the indeterminate feature.

In discussing this law a recent Grand Jury of Fulton County had the following to say in their presentments: "It is our opinion that the indeterminate sentence law is interfering with the dispatch of business in the courts and considerably increasing the operating expense. It comes about in this way: There is frequently a series of crimes committed by the same person, such as check forgeries, automobile thefts, larcenies, burglaries, robberies and other offenses. It is not infrequent

that one person is indicted on a half dozen and sometimes more than a dozen of such offenses growing out of a series of acts.

"In the trial of these cases the defendant usually demands a separate trial on each charge. The jury trying the case knows nothing about the series of acts having been committed and in fixing the punishment deals with the defendant as if he had committed only one act. The result is that in many cases the penalty is so inadequate that the State is forced to try several of these series of cases to obtain anything like sufficient punishment for such grave offenses. It is our opinion that if the judge had the power to sentence, having the right to inquire into the character of the defendant and the number of cases against him, he would fix the proishment—even though the defendant were convicted in only one case, where it was clear that he was guilty on the other series of acts—that would be sufficient punishment to cover the entire series of acts committed and would thereby avoid the necessity of having to try the same defendant on several of the series of acts committed.

"We are advised that the enactment of the indeterminate sentence law has had the effect of nullifying a section of the Code which requires a judge to sentence a second offender to the maximum punishment provided by law for such offenses. . . . . .

"If the indeterminate sentence feature is to be retained in the law then the fixing of the punishment should be placed in the hands of the judge and he should have the right to inquire into the character, past record of the defendant, and all the attending circumstances connected with the crime, so that whatever punishment is imposed should be in accordance with the facts in the whole case."

The Solicitor General of this county states that the above presentments are in accord with his own views as formed from observation in the actual trial of the criminal cases in Fulton County. It would seem that the amendment of the law so as to place the sentence in the hands of the judge would meet all of the above criticisms.

# Felony Sentences (Tables 20-28)

Because of the indeterminate nature of the felony sentences in 1921 there is some difficulty in discussing the figures collected unless either the minimum or the maximum be taken as a basis. In the following discussion the minimum sentence has been selected as the basis for comparison; the maximum sentence probably might just as well have been used. It should be noted also, that sentences of death and of life

imprisonment by their very nature are unsuited to this discussion. It has also been necessary to exclude a few cases where juvenile offenders were sentenced to the State Reformatory "until 21 years of age."

# Fulton Superior Court

The difference in the sentence imposed on pleas of guilty and those imposed on convictions is surprisingly small. In Fulton Superior Court 92 per cent of each of these divisions received sentences of 5 years or under.¹ On pleas the greatest number of sentences for any yearly classification was, as might have been expected, for one year²; then followed in number those for 3 years, 2 years and 5 years in the order named. On convictions the greatest number also received sentences of one year with sentences for 2 years next in number and followed in order by the number for 5 years, 3 years, and 4 years.³ The average felony sentence of the Fulton Superior Court on pleas of guilty was 2.98 years. The average felony sentence of the same court on convictions was 3.31 years.³ The average of all felony sentences of Fulton Superior Court was 3.15 years.⁴

Just as we find a slightly longer felony sentence in Fulton Superior Court on convictions than on pleas of guilty, so do we find in that court a slightly larger percentage of felonies reduced to misdemeanors on pleas of guilty than on convictions. On pleas of guilty 47 per cent of the felony cases were reduced to misdemeanors¹ and on conviction 45 per cent were reduced.² This gives an average of 46 per cent of all felonies in Fulton Superior Court which were reduced to misdemeanors.

Inasmuch as convictions for murder do not lend themselves to this classification, it may be stated that as a part of the 1921 business in Fulton County there were 8 convictions for murder, 3 of these defendants being sentenced to death and 5 to life imprisonment.<sup>4</sup>

Taking up several of the more common felonies, it is found that the average sentences imposed vary quite materially. Voluntary manslaughter in Fulton Superior Court which received a felony sentence show an average penalty of 6.41 years; robbery 5.10 years; burglary 3.64 years; assault with intent to murder 3.28 years; larceny after trust 2.34; larceny of automobile 1.94 years: larceny from house 1.79 years; and shooting at another 1.71 years.<sup>1</sup>

As the average sentences for these particular crimes vary in this court, so do the proportions of the cases reduced to misdemeanors. Robbery shows 29 per cent reduced to misdemeanors; larceny of automobile, 32 per cent; burglary, 38 per cent; assault with intent to murder

<sup>&</sup>lt;sup>1</sup>Tables 20, 21.

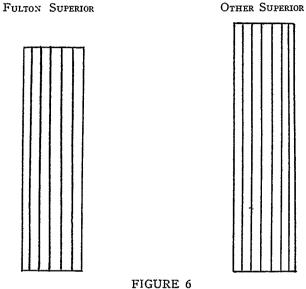
<sup>&</sup>lt;sup>2</sup>Table 20.

Table 21.

45 per cent; larceny from the house, 55 per cent; shooting at another, 63 per cent, and larceny after trust, 68 per cent.

#### Other Superior Courts

Turning to the four other Superior Courts studied, the most favored sentence on pleas of guilty is for two years<sup>2</sup> and on convictions sentences for one and two years are most numerous.3 In these courts 82 per cent of the felony sentences on pleas of guilty were 5 years or under<sup>2</sup> and 89 per cent of those on conviction were in this classifica-



LENGTH OF FELONY SENTENCES

tion.3 In these four courts the average felony sentence on a plea of guilty was 3.82 years,<sup>2</sup> slightly higher than in the Fulton Court. On conviction the average felony sentence of these Superior Courts was only 3.32 years,3 about the same as in Fulton County but actually lower than on plea of guilty in the same courts. The average sentence in these four courts was 3.44 years,4 and this average, too, is slightly higher than the general average for Fulton County.

In these courts there is a greater difference in the proportion of crims reduced to misdemeanors on plea and on conviction than was found in Fulton County. Records of the four courts show that 79 per cent of those pleading guilty to a felony received misdemeanor sen-

<sup>&</sup>lt;sup>2</sup>Table 26. <sup>3</sup>Table 27.

<sup>&</sup>lt;sup>4</sup>Table 28.

tences<sup>1</sup> and only 35 per cent of those convicted of felonies received such sentences.<sup>2</sup> A total of 57 per cent of those pleading guilty and convicted in these four courts had their crimes reduced to misdemeanors,3 as opposed to a total of 46 per cent in Fulton County.

The four courts under consideration sentenced one defendant to death and two to life imprisonment for murder.3

Taking up several felonies it is seen that Robbery when sentenced as a felony by these courts carried an average sentence of 8.9 years; assault with intent to murder, 4.4 years; voluntary manslaughter, 3.8 years; larceny after trust, 3 years; burglary, 2.95 years; larceny of automobile, 2 years; shooting at another, 2 years, and larceny from the house, 1.3 years.3 Fulton County imposed heavier sentences for burglary, larceny from the house, and voluntary manslaughter; the four courts outside of that county sentenced more heavily for larceny of automobile, larceny after trust, assault with intent to murder, robbery and shooting at another.

The proportion of felonies reduced to misdemeanors in these four courts is as follows for the crimes mentioned: Robbery, 20 per cent reduced; larceny after trust, 50 per cent reduced; burglary, 57 per cent reduced; larceny of automobile, 57 per cent reduced; larceny from the house, 62 per cent reduced; assault with intent to murder, 64 per cent reduced, and shooting at another, 75 per cent reduced.3

For business originating during 1916 in the four Superior Courts outside of Fulton County, the figures collected show a much smaller average felony sentence than for 1921. It has been stated that the average felony sentence in this court for business originating in 1921 was 3.44 years; in 1916 it was only 1.2 years.4

Reductions to misdemeanor also show a decrease in percentage, indicating a somewhat more severe attitude toward felonies on the part of these courts. In 1916 68 per cent<sup>4</sup> of the defendants pleading guilty or convicted of a felony received misdemeanor sentences whereas in 1921 only 57 per cent<sup>3</sup> received this type of sentence. In 1916 in addition to the sentences considered above these four Superior Courts sentenced 5 defendants to life imprisonment for murder and sentenced 12 defendants to the State Reformatory until they reached the age of 21 years.1

<sup>&</sup>lt;sup>1</sup>Table 26. <sup>2</sup>Table 27.

<sup>3</sup>Table 28. 4Table 25.

#### MISDEMEANOR SENTENCES

### (Tables 29-40)

In the discussion of felony sentences it was mentioned that quite a number of defendants who were charged with having committed felonies actually had the grade of their offenses reduced and were sentenced as misdemeanants. All of these cases form a part, of course, of the following totals and percentages in this consideration of misdemeanor sentences.

It should be borne in mind that only the imprisonment portion of the misdemeanor sentences is being considered at this time. It was noted in the discussion of dispositions that a large number of misdemeanants received sentences containing an option of a prison sentence or a fine. As will be shown hereafter a large number paid the fine and did not serve the prison sentence but all that is being undertaken here is to discuss the imprisonment portion of the misdemeanor sentence whether the defendant elected to take it, if that option was given him, or whether he decided to pay the fine and make the prison portion of the sentence imperative.

As will be noticed the average misdemeanor sentence from the Superior Courts is much higher than the average from the City Courts. It cannot be said definitely that this is because there is a more hardened class of criminals in the Superior Courts than in the City Courts but the fact that so many felonies are reduced to misdemeanors by the Superior Courts and these particular misdemeanors then given a straight twelve months' prison sentence probably accounts for a large part of this difference between the average sentences of the two courts. It probably does not account for all of it as may be shown when the sentences for particular crimes are discussed later in this chapter.

#### Fulton County

In Fulton Superior Court an examination of the cases docketed during 1921 shows that 535 defendants received misdemeanor sentences.<sup>1</sup> 304 of these were on pleas of guilty and 231 were on convictions.<sup>2</sup> Of those sentenced on plea of guilty 89 per cent received sentences of 12 months.<sup>2</sup> Of those convicted, 86 per cent received sentences of 12 months.<sup>2</sup> The general average shows approximately 88 per cent of all misdemeanor sentences in this court as being for the maximum allowed of 12 months.<sup>1</sup> The average length of misdemeanor sentence for this court for all classes of cases was 11.4 months on pleas of guilty and

<sup>&</sup>lt;sup>1</sup>Table 25.

<sup>&</sup>lt;sup>2</sup>Table 29.

<sup>&</sup>lt;sup>1</sup>Table 30.

11.3 on convictions,<sup>2</sup> 77.6 per cent of the defendants pleading guilty and 77.9 per cent of those convicted received "straight" prison sentences.<sup>3</sup>

In the City Court of the same county only 5.4 per cent of those pleading guilty received the maximum sentence of 12 months and of those convicted only 13.7 per cent received this sentence.<sup>4</sup> The percent-

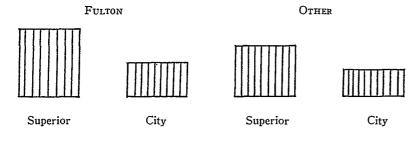


FIGURE 7
LENGTH OF MISDEMEANOR SENTENCES

age on a combination of pleas and convictions shows 7.3 per cent of those punished as receiving the sentence of twelve months.<sup>5</sup> The average sentence of the City Court of this county for all classes of crimes on pleas of guilty was 5.56 months and on convictions it was 7.03 months.4 This tends to show that this City Court holds out some inducement in this way to defendants who plead guilty by making the sentence shorter than on conviction. An investigation of the proportion of straight imprisonment sentences decreed by this court on pleas of guilty shows that 8.7 per cent of all defendants pleading guilty received such sentences.6 Of defendants convicted in this court 15.9 per cent received straight sentences of imprisonment without the option of a fine.6 Here too is seen an indication of a tendency on the part of this court to induce defendants to plead guilty by decreeing straight prison sentences less frequently when this is done. The average sentence imposed by this court carried a sentence of 5.9 months of imprisonment besides any other feature of fine or option which might be attached.1

A brief tabulation of the average misdemeanor sentences of the Fulton Superior and City Courts for some common crimes is as follows:

<sup>&</sup>lt;sup>2</sup>Table 29.

<sup>3</sup>Table 1.

<sup>\*</sup>Table 34.

<sup>&</sup>lt;sup>5</sup>Table 35.

<sup>&</sup>lt;sup>6</sup>Table 10. <sup>1</sup>Table 35.

	Superior <sup>2</sup> Months	City <sup>1</sup> Months
Adultery and Fornication	7.5	4.4
Assault and Battery	10.5	6.6
Violation Auto Law	10.0	3.5
Check without Funds	8.3	8.5
Concealed Weapons	10.8	6.4
Larceny, Simple	11.8	8.4
Larceny, from House	11.1	8.4
Larceny, After Trust	12.0	7.2
Prohibition Law		5.6
Stabbing	12.0	8.2
Gaming	•• •••	5.3

#### Other Counties

In the four Superior Courts outside of Fulton County, an examination of the business begun in 1921 shows that 43 per cent³ of those pleading guilty received the maximum sentence of twelve months, and 58 per cent of those convicted received this sentence.³ A total of 48 per cent of a combination of these two classes received this maximum sentence⁴ as against 88 per cent in the Fulton Superior Court.⁵

The average length of misdemeanor sentences in these four courts was 8.5 months on pleas and 9.6 months on convictions<sup>3</sup> making an average for both classes of 8.8 months<sup>4</sup> as against 11.3 months for Fulton Superior Court.<sup>5</sup>

Going back to the 1916 business in these four courts, it is found that the average sentence on pleas was 7.8 months, on convictions 9.0 months<sup>6</sup> and a combination of the two shows 8.3 months as the average sentence at that time.<sup>4</sup> This evidently indicates longer sentences are now given by these courts than was formerly the practice both on pleas and on convictions.

In the three City Courts outside of Fulton County 6.7 per cent of the pleas and 13.3 per cent of the convictions carried the maximum sentence of 12 months.<sup>7</sup> This gives 8 per cent of pleas and convictions as receiving the maximum sentence. These figures do not differ materially from those given for the City Court in Fulton County. The average sentence on pleas of guilty in these three City Courts, however, was only 4.2 months and on convictions only 6.3 months,<sup>1</sup> both being lower than in the Fulton County City Court. The average sentence for pleas and convictions combined was 4.6 months as against 5.9 months<sup>2</sup> for the similar Fulton Court. These figures indicate that while the sentences as a whole are lighter in the City Courts outside of Fulton County yet

<sup>2</sup> Table 30.	<sup>4</sup> Table 33.	<sup>7</sup> Table 37.
<sup>1</sup> Table 35.	<sup>5</sup> Table 30.	<sup>1</sup> Table 37.
<sup>3</sup> Table 32.	<sup>6</sup> Table 31.	<sup>2</sup> Table 38

here too is found the same indication of inducement being given to defendants to plead guilty.

It was seen that the Superior Courts are giving somewhat heavier sentences for their 1921 business than for the business beginning in 1916. The opposite is true for the City Courts. For the 1916 business of the City Courts on pleas an average sentence of 5.7 months was given and for convictions an average of 6.2 months, making a general average for that year's business of 5.9 months as the sentence of these courts. The average for the later year, as shown above, was 4.6 months.

It will be noted that in all of these courts on misdemeanor sentences, except for Fulton Superior Court, inducement was given to the defendant to plead guilty by making his probable punishment lighter in that event.

A tabulation of the average misdemeanor sentences of the Superior and City Courts outside of Fulton County covering several common offenses follows:

- Average Misdemeanor Sentence, 1921, 4 Superior and 3 City Courts

	Superior <sup>4</sup>	City <sup>5</sup>
	Months	Months
Adultery and Fornication		5.6
Assault and Battery		4.3
Violation Auto Law	5.7	2.8
Concealed Weapons	8.8	8.1
Gaming	6.4	3.0
Larceny, Simple		6.5
Larceny, From House	10.4	7.6
Larceny, After Trust		3.8
Prohibition Law	6.7	6.6
Stabbing	9.2	6.5
		_

<sup>&</sup>quot;Straight" Sentences Again

Reverting again to the proportion of straight prison sentences to the total number of sentences it may be stated that such straight sentences are more usual for misdemeanors in the Superior than in the City Courts. Four common misdemeanors are listed below together with the percentage of the total punishments which were straight confinement in their nature:

Percentage of Straight Prison Sentences to Total Number of Sentences

PERCENTAGE OF STRAIGHT .	PRISON SENTEN	CES TO LOTAL	NUMBER OF	SENTENCES
	Fulton	Fulton	Other	Other
	Superior <sup>1</sup>	City <sup>2</sup>	Superior <sup>3</sup>	Citv <sup>4</sup>
	Per Cent	Per Cent	Per Cent	Per Cent
Concealed Weapons	61	<b>17</b> .	21	19
Gaming	0	0	0	1
Larceny, Simple	87	22	41	21
Prohibition	83	7	20	. 10
³Table 36.	¹Table 1.		4Tables 12.	14, 16,
4Table 33.	<sup>2</sup> Table 10.		•	,
<sup>5</sup> Table 38.	<sup>8</sup> Tables 3. !	5, 7, 9,		

For all crimes the following list shows the percentage of all misdemeanor sentences which carried a straight imprisonment feature. Felony sentences are not considered in this connection because they are necessarily confinment in their nature:

Percentage of Misdemeanor Sentences Carrying Straight Imprisonment

	Per
	Cent
Fulton Superior Court <sup>5</sup>	78
Fulton City Court <sup>8</sup>	10
Four other Superior Courts7	38
Three other City Courts8	8

#### CHAPTER V.

#### FINES

#### (Table 41)

In previous chapters certainty of punishment has been discussed under the title of "Dispositions" and severity of punishment as reflected in the length of prison sentences has been discussed under the title of "Sentences." The present discussion has also to do with the severity of punishment but as reflected in the amount of fine which the court placed upon the defendant either in lieu of a prison sentence or in addition to such a sentence. The very fact that the defendant was fined shows that the offense charged was a misdemeanor or that the offense had been reduced to a misdemeanor by the court or jury.

Because of the great number of variations in the amounts of fines imposed it was necessary in this study to classify the fines within certain limits so far as amount was concerned. For this reason the fines were tabulated as being "under \$25.00," "\$26.00 to \$50.00," etc. For the purpose of comparison the lowest amount in each classification is taken as the basis except for the lowest classification; for instance, "under \$25.00" is figured on the basis of a fine of \$15.00, "\$26.00 to \$50.00" is figured as a fine of \$26.00, etc. The results obtained are therefore too low in amount but are correct in proportion and serve as a correct basis of comparison as between the various courts and as between fines assessed in any particular court on pleas and convictions.

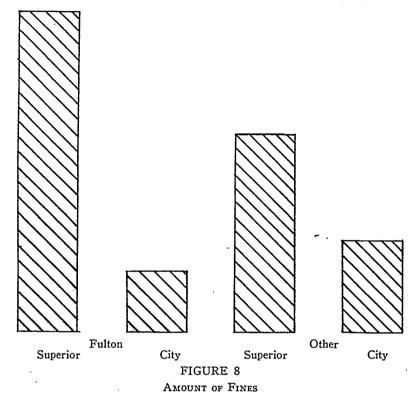
#### Fulton Superior Court

In the Fulton Superior Court fines imposed varied from the lowest to the highest classification, the greaest number of fines falling into the

<sup>&</sup>lt;sup>5</sup>Tables 1, 41. 
<sup>6</sup>Tables 10, 41. 
<sup>7</sup>Tables 3, 5, 7, 9, 41. 
<sup>8</sup>Tables 12, 14, 16, 41.

<sup>&</sup>lt;sup>9</sup>All references in this chapter are to table 41 unless otherwise stated.

classification "\$101.00 to \$250.00." A total of 188 fines were imposed on pleas of guilty aggregating (according to the above method of computation) \$19,442.00. This gives an average fine in this court on pleas of guilty of \$103.00. On convictions 136 fines were imposed aggregating \$23,525.00. This gives the somewhat higher average of \$173.00 for fines on convictions. In all, this court imposed 324 fines averaging \$133.00. Of the fines imposed on defendants who pled guilty 63 per



cent were paid, of those imposed on convicted defendants only 40 per cent were paid; this makes an aggregate of 54 per cent of all fines imposed in this court which were paid.

### Fulton City

In the City Court for the same county the fines imposed varied from under \$25.00 to between \$501.00 and \$750.00. A total of 2,174 fines were imposed upon defendants pleading guilty and these fines averaged \$25.00 each. On convictions, 619 defendants were fined and these fines averaged \$34.00. Twenty-seven dollars was the grand average of

fines in this City Court. Seventy-eight per cent of the defendants who pled guilty and were fined paid their fines and sixty-two per cent of those who were convicted and fined paid their fines. Taken as a whole • 74 per cent of the defendants fined in the Fulton City Court paid the fine imposed.

# Other Superior Courts

In the Superior Courts outside of Fulton County the fines ranged up to the highest classification, "over \$751.00." The average fine on a plea was \$70.00 and the average on conviction was \$114.00, the grand average of all fines for these Superior Courts being \$83.00. Of the pled guilty classification 59 per cent paid and of the convicted 29 per cent paid the fine required. Of all fines imposed in these four courts 50 per cent were paid as compared with 54 per cent in the Fulton Superior Court.

## Other City Courts

In the three City Courts outside of Fulton County the fines ranged up to the highest classification, that over \$751.00. On pleas the fines averaged \$37.00 and on convictions \$48.00 with a general average of \$39.00 for all fines imposed. Of those pleading guilty and receiving a fine 56 per cent paid it, of those convicted only 32 per cent paid it. This gives an average of 52 per cent of all fines imposed by these three courts which were paid as compared to an average of 74 per cent for the City Court located in Fulton County.

#### CHAPTER VI.

### APPEARANCE BONDS

(Tables 42-43)

The sole purpose of the appearance bond is to insure the appearance of the defendant at his trial. It is to the advantage of both the State and the defendant that a bond be given rather than that the defendant be confined to the county jail to await the time of trial. The bond is to the advantage of the State in that it helps prevent the overcrowding of the jails, it saves the county the expense of the defendant's keep and it also prevents, as perhaps nothing else can, the confinement

of innocent persons during the pendency of the charges which have been preferred against them. It is of course to the advantage of the defendant because it makes his confinement unnecessary and, in misdemeanor cases, it gives the defendant an opportunity to earn some money with which to pay his fine if one should be imposed. The right to make an appearance bond is guaranteed to defendants by the Bill of Rights of both the Federal and State Constitutions. This portion of the present study and that dealing with probation are the only parts which go beyond the actual time in which the defendant's case was pending in the courts. The bond usually precedes the actual filing and docketing of the case.

# Method of Computation

The amount of bond assessed has been studied in 6,898 cases for 1921 and 4,599 bonds actually made have been studied. It was necessary to divide the bonds assessed into different classifications by amount; for instance, those under \$100.00 were placed in one classification, those between \$101.00 and \$250.00 into another, bonds between \$251.00 and \$500.00 formed a third group, bonds between \$501.00 and \$1,000.00 a fourth, between \$1,001.00 and \$5,000.00 a fifth, and between \$5,001.00 and \$25,000.00 a final group. For the purpose of averaging these bonds, those in the first classification were computed as being of \$50.00 each, the second classification was figured at \$175.00, the third at \$375.00, the fourth at \$750.00, the fifth at \$3,000.00 and the sixth at \$15.000.00, these being the middle points for the various classifications.

## Fulton County<sup>1</sup>

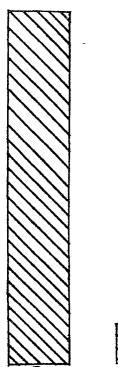
In Fulton Superior Court the most popular bond classification was that of \$501.00 to \$1,000.00 and in the Fulton City Court the \$251.00 to \$500.00 classification was most popular. The average bond assessed, according to the method of computation outlined above, was \$1,470.00 in the Superior Court and \$161.00 in the City Court. In the Superior Court 17.5 per cent of the bonds made were forfeited and 5.83 per cent of the face of the forfeited bonds was collected. In the City Court 19.9 per cent of the bonds made were forfeited and 15.47 per cent of the face of the forfeited bonds was collected.

Considering specific crimes, the average bonds assessed in the two courts were as follows:

<sup>&</sup>lt;sup>1</sup>Table 42.

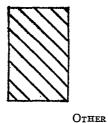
FIGURE 9

AMOUNT OF BONDS





FULTON





Superior	City	Superior	City
Superior	City	Superior	City
		Fulton	Fulton
		Superior	City
Adultery and Fornicat	ion		\$167
Assault and Battery		625	169
Violation Auto Law .		862	133
Burglary			• • • •
Concealed Weapons .			130
Gaming			57
Larceny, Simple			268
Larceny, Automobile .			•••
Larceny, From House			241
Larceny, After Trust.			160
Murder, Assault with I		•	
Pointing Pistol			151
Prohibition			170
Robbery			***
Shooting at Another			
Vagrancy			111
ragiancy			111

#### Other Counties1

Outside of Fulton County the most usual bond assessed in the Superior Courts fell within the classification \$251.00 to \$500.00 and in the City Courts the lowest classification, under \$100.00, was most popular. The average of all bonds assessed in the Superior Courts outside of Fulton County was \$385.00 as against \$1,470.00 for Fulton. The average bond in the City Courts outside of Fulton was \$99.00 as against \$161.00 for Fulton County. Of the bonds made in these Superior Courts 13.2 per cent were forfeited and 2.1 per cent of the face of the forfeited bonds was collected. In the City Courts outside of Fulton County 18.5 per cent of the bonds made were forfeited and 7 per cent of the face of the forfeited bonds was collected. This indicates that a greater proportion of bonds are forfeited in Fulton County than elsewhere and that a somewhat greater proportion of collection on these forfeited bonds is made in Fulton County than prevails in the other counties studied.

The figures show the following as the average bonds assessed for particular crimes in the courts outside of Fulton County:

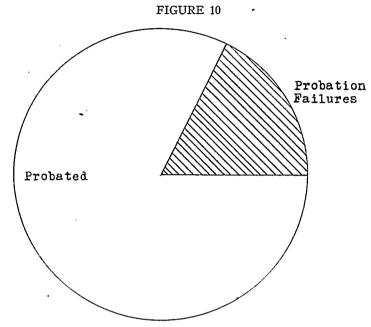
	4 Superior	3 City
	Courts	Courts
Adultery and Fornication	\$112	\$ 72
Assault and Battery		107
Auto Law Violations		75
Burglary		•••
Concealed Weapons		167
Gaming		169
Larceny, Simple		127
Larceny, Automobile		
Larceny, From House		145
Larceny, After Trust		112
Murder, Assault with Intent		
Pointing Pistol		119
Prohibition Law		250
Robbery		
Shooting at Another		
Vagrancy		139

### Manner of Forfeiture

While on the subject of appearance bonds it may not be out of place to outline, very briefly, the manner of forfeiting a criminal bond. Many people seem to believe that when a bond is forfeited, in some way the sureties on the bond rush immediately to the Court House and force the amount of the bond into the hands of the court officials. As a matter of fact, the collection of a forfeited bond is often a long and complicated affair. Upon the failure of the defendant to appear at the call

<sup>&</sup>lt;sup>1</sup>Table 43.

of his case for trial the court issues a "scire facias," which is directed to the defendant and to the sureties on his bond, requiring them to show cause why the bond should not be forfeited. This scire facias is served upon the defendant if he can be found and upon the sureties or such of them as can be found. The sureties then may come into court and answer this scire facias by showing any reasons which they have why they should not be called upon to pay the amount of the bond. If this answer is not made or if the judge decides that the answer is insufficient a "rule absolute" is issued; provided, always, that the scire facias has been served. Upon the rule absolute a fi fa may be issued and an



PROBATION FAILURES IN FULTON COUNTY

attempt made to levy the fi fa upon any property of the defendant or his sureties that may be found in the county. After levy the property may be sold at public outcry. In some instances, if no property is wound, the fi fa is recorded on the general execution docket of the county so that if the sureties or the defendant should later acquire property against which the fi fa may attach, the fi fa may then be enforced against this after acquired property. It quite often happens that the defendant is apprehended after the scire facias is issued and in this event he is later brought to trial. When this happens the court usually

relieves the sureties of their liability on the bond or permits them to pay the costs of the forfeiture and relieves them of the principal of the bond.

The courts sometimes set aside bond forfeitures verbally and this practice tends to cause confusion in the records of such forfeitures. The rather casual treatment of bonds both before and after forfeiture is seen in the actual condition of the records and in the percentage of actual collections.

#### CHAPTER VII

Probation (Table 44)

The Penal Code of Georgia in section 1081 (a) provides in part, as follows: "In all prosecutions for crime except as hereinafter provided, where the defendant has been convicted either upon a trial or upon his plea, where the court has power to sentence such defendant to the chaingang, jail or other place of detention in this State, where it appears to the satisfaction of the court that the circumstances of the case and the public good does not demand or require the defendant's incarceration, said court may mould its sentence so as to allow the defendant to serve same outside the confines of the chain-gang, jail or other place of detention, under the supervision of the court, and in such manner and on such conditions as it may see fit, giving the reasons therefor, which shall be made part of the record. . . . No person shall have the benfit of this law, except those convicted of misdemeanors or felonies which have been reduced to misdemeanors either by the court upon its own motion or upon recommendation of the jury."

It was found that probation was used only in Fulton County to an extent which made the tabulation of its workings of any value. In the other counties and courts studied the cases of probation were too few upon which to base any conclusions.

### Fulton County Superior Court

In Fulton Superior Court, excluding defendants who were merely fined, 881 defendants were sentenced to imprisonment or to a fine in lieu thereof. Of these 881 defendants 115 were placed on probation by the court. This constitutes 13 per cent of the total mentioned above. Of those placed on probation 23.5 per cent absconded or were re-sentenced by the court, that is, probation is recorded as a failure so far as these defendants were concerned.

<sup>&</sup>lt;sup>1</sup>All references in this chapter are to Table 44 unless otherwise stated.

Percentage of

# Fulton City Court

In the corresponding City Court, 3,099 defendants were sentenced, if those merely fined are excluded. A total of 231 or 7.5 per cent of those were placed on probation. Of these 231 defendants, failure of probation was recorded in 14.7 per cent of the cases.

A combination of the figures mentioned gives for the Fulton County courts as a whole a record of having placed 8.7 per cent of the defendants on probation. It failed in 17.6 per cent of the cases where it was tried.

### Specific Crimes

Specific crimes show the varying amount of use made of probation and its success or failure as to that particular crime. It should be noted that when the 346 cases of probation in Fulton County are divided among the various crimes the totals for some crimes are almost too small for satisfactory use.

### FULTON COUNTY COURTS

Cases Placed on Probation Assault and Battery..... Adultery and Fornication..... Auto Law Violations..... Bigamy ..... Burglary ..... Cheating and Swindling..... Drawing Check without Funds..... Concealed Weapons ..... Gaming ..... ...... Forgery Larceny, Simple ..... Larceny, Automobile ...... Larceny, From House..... Larceny, After Trust..... Murder, Assault with Intent..... Pointing Pistol ..... Robbery ..... Prohibition ..... Shooting at Another..... ...,......... Stealing Ride on Train..... Vagrancy ..... Wife Beating ...... 11

### FULTON COUNTY COURTS

. Pro	ntage of bations h Failed
Abandonment of Child	19
Assault and Battery	501
Adultery and Fornication	0
Auto Law Violations	0
Bigamy	0
Burglary	32
Cheating and Swindling	25
Drawing Check Without Funds	33
Concealed Weapons	8
Gaming	14
Forgery	17
Larceny, Simple	26
Larceny, Automobile	
Larceny, From House	7
Larceny, After Trust	25
Murder, Assault with Intent	33
Pointing Pistol	1001
Robbery	0
Prohibition	9
Shooting at Another	100 <sup>1</sup>
Stabbing	0
Stealing Ride on Train	0
Vagrancy	35
Wife Beating	0

### CHAPTER VIII

## THE SIGNIFICANCE OF SOME OUTSTANDING FACTS

The ideal way in which to present a statistical study is to set forth the various figures obtained in the most orderly and helpful way and let the figures speak for themselves without comment. It is realized, however, that the present study is not ideal. In making this survey there were few if any precedents to serve as guides and it was necessary to go forward hoping that the results obtained would justify the methods employed. The present study was made without any idea of proving any particular fact. The various figures were gathered and it was hoped that when they were compiled they would show some facts of interest. Whether or not this is true must be left to the decision of each interested student. Because of the great number of tabulations, however, it may be well to mention just one or two matters which the figures seem to bring up and to suggest one or two things which it was impossible to present in figures.

<sup>&</sup>lt;sup>1</sup>Based on too few cases for accuracy.

Nol Pros.

Mention has been made in several places in this report of the nol pros. It was seen under the discussion of dispositions that 21 defendants out of each 100 brought into these Georgia courts in 1921 had their cases disposed of by means of the nol pros. It was also seen that the longer a case pends the more apt it is to be disposed of in this way.2 It was stated that this proceeding was doubtless necessary and helpful to the courts in disposing of cases improperly brought and cases where the witnesses had disappeared during the pendency of the proceedings. Unquestionably it is also helpful where a defendant has been charged with two or more offenses (it being uncertain at the time of indictment or accusation which of these charges could be proved) and where this defendant has been convicted on one of the charges and it appears that the other charge is founded on the same set of facts. Even granting all of these lgitimate uses of the nol pros, the fact still remains that more than one case in five is disposed of by nol prossing of the indictment or or accusation.

It is believed that this free use of this proceeding indicates that too many frivolous cases which cannot be proved are being brought into our courts or that cases are being allowed to pend too long and the witnesses disappear or their recollections become too hazy and uncertain to be valuable at the trial. A third possible cause, of course, is that the prosecuting officers are not making sufficient effort to convict. It may be that the situation is brought about by a combination of the above possible causes or some of them acting together. One or two prosecuting officers expressed the opinion that the first cause enumerated was responsible for quite a number of the cases nol prossed. "It seems probable that some of these possible conditions are instrumental in producing the effect noted but it is impossible as a statistical conclusion to determine which is the most important cause. In any event, it is suggested that if the order entering the nol pros contain a succinct statement of the reasons therefor this fact will tend to have a wholesome effect on the nol pros situation.

Another matter in connection with the nol pros which should be mentioned again is the practice which has grown up in certain of the courts of nol prossing cases upon the payment of the court costs by the defendant. There seems to be no excuse for this practice. Either the State abandons the case and does not seek to prosecute or it should prosecute the case to the best of its ability. It is difficult to understand

<sup>&</sup>lt;sup>1</sup>Page 19.

<sup>&</sup>lt;sup>2</sup>Page 21.

just why the payment of the costs by the defendant makes the case such a one as to justify a nol pros. This practice may well become exceedingly harmful if largely followed.

The nol pros should be used as an instrument for the prevention of injustice and not as a method of disposing of the business upon the dockets of the courts. The use of this proceeding in the latter way is so easily misunderstood by the general run of defendants that it is likely to be their belief that a crime can be committed and that by the use of the proper (or improper) influence on the part of their friends or counsel that the matter can be hushed up or taken care of in some mysterious way. This can readily lead to a feeling of contempt and of distrust of the courts which may have absolutely no foundation in fact but which may be almost as dangerous to the cause of law enforcement as if this contempt and distrust were justified.

# Misdemeanors and Superior Courts

Under the discussion of the increase of business of the courts in 1921 over 1916 it was seen that the amount of business in the Superior Courts increased over 80 per cent while the increase in the City Courts was less than 50 per cent.1 Inasmuch as misdemeanors can be tried in the City Courts and since these courts were established for that purpose it seems only reasonable that the Superior Courts should attempt to let the City Courts try the cases for which they were created. Of course there will always be certain cases of misdemeanor which for various reasons will be brought in the Superior Courts. Under the present system of compensating the court officers in many of our counties it is almost necessary that a certain number of misdemeanors be brought in the Superior Courts so that fines may be imposed and collected and the court officers compensated for their services. It is not the purpose of this report to go into this method of compensation, the reasons for it and the strong arguments which can be made both for and against it, although it will be mentioned briefly below. Nevertheless, this situation does not alter the fact that the Superior Courts are spending no inconsiderable part of their time in the trial of misdemeanors and that their dockets are crowded, whereas in many counties there are special tribunals formed for the purpose of trying these misdemeanors and, presumably, ready, willing and able to try them. It is not meant to imply that the City Courts are more able to try these cases than are the Superior Courts, it is a serious question whether they are as able to administer justice as are the Superior Courts, but the remedy for that situation, if such

<sup>&</sup>lt;sup>1</sup>Page 23.

a situation exists, is to improve the administration of justice in the City Courts or abolish them entirely.

## Inducements to Plead Guilty

It is generally felt that a defendant who pleads guilty to a charge ought to be given somewhat more lenient treatment than if he pleads not guilty and is convicted. Just how much more leniently he ought to be treated seems not to be so generally the subject of agreement. This leniency may take the form of sentencing fewer defendants in misdemeanor cases to straight imprisonment or by making the term of imprisonment shorter or by making the fine assessed for misdemeanors smaller. In the case of certain felonies leniency may also take the form of reducing the crime to a misdemeanor if the defendant pleads guilty. We have seen that all of the courts sentence a smaller proportion of the defendants to straight imprisonment if they plead guilty, but the City Courts make a greater difference in this respect than the Superior Courts do. In Fulton Superior Court, in particular, there is very little difference in the kind of sentence whether a plea is entered or a conviction secured. This general attitude towards pleas we found to be true also as to the length of the sentences imposed except that the average felony sentence outside of Fulton County on plea of guilty was actually longer than on conviction. In the discussion of the average fines in the various courts on pleas and convictions we found also this same tendency to be more lenient with the defendant if he would plead guilty.2 Finally, we found that the Superior Courts were more apt to reduce the crime to a misdemeanor if the defendant would plead guilty.3

There are, of course, many arguments to be advanced for making substantial inducements to the defendant to plead guilty. It must be remembered, though, that the essential thing inducing the defendant to plead guilty is not always his actual guilt but the kind of a bargain he can make with the State. This seems to be perfectly legitimate and within certain bounds it is probably best that some distinction be made in favor of those pleading; it is a matter for consideration as to whether this distinction has been too much emphasized in the past and whether it would not be salutary to make the punishment on pleas and convictions more nearly the same.

## Smaller Sentences

Another matter deserving comment is the decrease in the average sentence in the City Courts in 1921 from 1916. It was seen that the

<sup>&</sup>lt;sup>2</sup>Page 24.

<sup>&</sup>lt;sup>3</sup>Page 28.

average sentence in the three City Courts outside of Fulton County in 1916 was 5.9 months whereas in 1921, in the face of an evident increase in crime, the average sentence was only 4.6 months.<sup>4</sup> During this time, also, the tendency was to decrease the proportion of defendants who received straight imprisonment sentences.

### "Fee System"

As was stated above, the present study does not attempt to take up the advisability of compensating court officials by means of what is commonly known as the "fee system." In order to set forth the basis upon which this system operates, however, the following quotations from the Code of Georgia are made:

Section 1112 Penal Code: "The officers of court shall have a lien upon all funds arising from fines and forfeitures, for the payment of their insolvent costs, before any specific appropriation shall be made of said funds for purposes of Sunday Schools, or other educational purposes."

Section 1113 Penal Code: "In cases where a bill of indictment is preferred and not found true by the Grand Jury or where a defendant shall be acquitted by a jury, or where persons liable by law for the payment of costs shall be unable to pay the same, the officers severally entitled to such costs may present an account therefor to the judge of the court in which the prosecutions were depending, which, being examined and allowed by him, he shall order to be paid in the manner prescribed by law, and such account and order shall be entered on the minutes of the court."

Section 1114 Penal Code: "Money arising from fines, or collected on forfeited recognizances in the Superior Courts, or for a violation of the penal laws, shall be first applied to the extinguishment of the insolvent lists of the officers bringing it into court and those of justices and constables pro rata, and then to the orders of former officers in proportion to their claims."

Section 1117 Penal Code: "All such fines and forfeitures shall be, at each term of the court, distributed by the solicitor, under order of the court, to such persons and according to the priorities prescribed by law; and on his failure to do so, he shall be subject to a rule at the instance of any party aggrieved."

### Court Costs

No attempt has been made to compute the proportion of court costs to the amount of fines imposed but in order to gain just a slight idea

<sup>&</sup>lt;sup>4</sup>Page 35.

of these figures, 1,000 cases in Fulton City Court were examined¹ and for these 1,000 cases the fines imposed aggregated \$43,172.00 and the court costs aggregated \$27,032.00 or approximately 62.5 per cent. All of the remaining 37.5 per cent was used of course, for application towards the payment of the costs in insolvent cases.

### Bonds

The bonds required for the appearance of the defendants are probably sufficiently high in amount. The collection of the face of a few bonds upon the non-appearance of the defendant for trial would have good results. The entire handling of appearance bonds in nearly all of the courts is too unsystematic to be effective.

## Court Records

In examining the records of the court officials it was found that they were, in the main, well and accurately kept. The clerks of the various courts as well as the other court officers offered much assistance and many helpful suggestions. The records in some of the sheriffs' offices were not so good as were found in the clerks' offices. Even in the records, as kept by the clerks of the courts it was found that there were many ways of doing the same thing and there was some lack of uniformity in the records. As for an instance, the very simple matter of numbering the cases may be cited. In the examination of nine courts four different methods of numbering cases was discovered: (1) Cases were given a docket number on filing and the case kept this number throughout its history. (2) Cases were given a docket number on filing and another number when disposed of. (3) Cases were given a new number each time the case was continued or "passed" on the calendar. Numbering began anew with cases filed at each term of court. Each clerk, naturally, preferred his own system and those clerks using more than one number for a case maintained that this led to no confusion. Possibly this is true as to the clerks themselves and to persons accustomed to the handling of cases so numbered but it can be stated that to a person unaccustomed to the particular method this system is confusing and likely to lead to error. It is suggested that if a case be given a number when it is originally filed, it is possible for the case to maintain this same number throughout. Variations were encountered too in the entries made on the bench dockets. Some dockets contained practically every entry essential to an understanding of the history of the case; some dockets contained no entries whatsoever. The most

<sup>&</sup>lt;sup>1</sup>These figures cannot be found in the Tables.

complete dockets showed the following information for each case: (1) Name of defendant. (2) Case number. (3) Specific nature of the offense. (4) Term of court to which filed. (5) Nature of plea. (6) Fact and date of conviction, acquittal or other disposition. (7) Sentence and date. (8) Bond forfeiture. (9) Further proceedings. (10) Reduction to misdemeanor. (11) Fact of probation and resentence. Had all of the courts examined had this information on the bench docket the time and expense of making this survey would have been greatly lessened and it is believed that the above information should be carried on all dockets for the enlightenment of interested parties. It can be so carried for it is actually found on the dockets of some of the courts.

## Social Data

Mention was made in the beginning of this report of the almost entire lack of information of a "social" nature as to the defendants in the courts. A very slight amount is contained in some of the jail registers in the offices of the various sheriffs or at the county jails. It is believed that this data is of such value that it should be collected but just what data should be obtained and by whom kept it is difficult to say, for this present study is too new for its conclusions on this matter to be of great value. Certainly the age, sex, color, marriage status, profession, education, known previous conviction and a few other items of this kind should be found. Whether this data should be obtained by the sheriff (who sees the defendant first and most often), by the clerk (who is in the best position to keep accurate records), or by some other person is debatable. Study and suggestion by interested parties as to this matter is earnestly solicited. A great service can be rendered our courts by the accurate, systematic and economic collection of social information.

### NOTES TO TABLES

The figures refer to the number of defendants and not to the number of

The dates 1916 and 1921 are the dates of filing and not the dates of disposition or other action.

<sup>&</sup>quot;Concealed Weapon Violations" includes "Carrying Pistol without a

<sup>&</sup>quot;Perjury, attempts," includes "Subornation of Perjury."
Where a defendant is accused of one crime and convicted of another, his offense is considered to be that for which he was convicted.

In tables 42 and 43, the figures given in columns 1 and 2 are not all inclusive, but show respectively the number of bonds assessed and made and which could be located for study.

TABLE 1-ANALYSIS OF DISPOSITIONS BY THE SUPERIOR COURT OF FULTON COUNTY-1921

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TABLE 2-ANALYSIS OF DISPOSITIONS BY THE SUPERIOR COURT OF BIBB COUNTY

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Table 3-analysis of dispositions by the superior court of bibb county  $_{\rm 1921}$ 

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TABLE 4—ANALYSIS OF DISPOSITIONS BY THE SUPERIOR COURT OF LOWNDES COUNTY
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TABLE 8-ANALYSIS OF DISPOSITIONS BY THE SUPERIOR COURT OF THE COUNTY 1916

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TABLE 21-ANALYSIS OF FELONY SENTENCES IMPOSED BY FULTON SUPERIOR COURT ON CONVICTION

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RECAPITULATION
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Table 26-analysis of felony sentences inposed by four superior courts—plea of guilty—1921

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TABLE 28 RECAPITULATION-ANALYSIS OF FELONY SENTENCES IMPOSED BY FOUR SUPERIOR COURTS-PLEAD GUILTY AND CONVICTED-1921

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TABLE 29
ANALYSIS OF MISDEMEANOR SENTENCES IMPOSED BY THE SUPERIOR COURT OF FULTON COUNTY
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TABLE 30
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TABLE 34
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RECAPITULATION TABLE 43—ANALYSIS OF APPEARANCE BONDS FOR FOUR SUPERIOR AND THREE CITY COURTS 1921			OPTENSES	Abandonment of Child	Fornicat	Assault—Simple Assault and Batteey	Automobile Law Violations	Blickmall	Burglary, Attempts and Accessory	Checks, Drawing Without Funds.	Concealed Weapon Law Violations	Disorderly and Lead House, Operating	Embertlement	False Imprisonment	Forest	Game Law Violations	Gaming House, Operating	Impersonating Another	Kidnapping	Lateeny-Simple, Attempts	Larceny of Automobile	Larceny from Person.	Malicious Mischief	Manslaughter, Involuntary-Uniawful Act	Mortgaged Property, Selling.	Perfury	Perjucy, Attempts	Prohibition Law Violations.	Robbery	Shooting at Another	Stealing, Ride on Trains	Train Wrecking	Wife Besting	Misdemeanors Unclassified in Court Records.	Unter Officials	, , , , , , , , , , , , , , , , , , ,
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TABLE 44—ANALYSIS OF PROBATION SENTENCES FOR FULTON COUNTY 1921

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