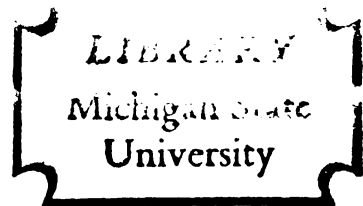


POLICE JUVENILE PROGRAMS
IN THE NETHERLANDS

Thesis for the Degree of M. S.
MICHIGAN STATE UNIVERSITY
Louise ter Haar
1966

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POLICE JUVENILE PROGRAMS
IN THE NETHERLANDS

By

Louise ter Haar

AN ABSTRACT

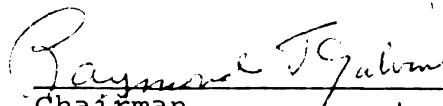

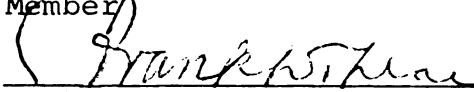
Submitted to the
College of Social Science
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MASTER OF SCIENCE

School of Police Administration and Public Safety

1966

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ABSTRACT

POLICE JUVENILE PROGRAMS

IN THE NETHERLANDS

By Louise ter Haar

Though the Police Juvenile Programs in the Netherlands has existed longer than 45 years, literature about this so important work is not to be found. The only book written about this work is the book of Dr. T.E.W. Lignac, a Doctor's thesis, which was printed in 1951 and which can only be used as historical information.

It is for this reason that it seemed necessary to do some research in the Netherlands to investigate how the juvenile programs were organized and what their functions were. Research on this subject has never been done and the only literature about the present situation can be found in articles in the various professional magazines.

The research for this thesis was done by sending out a questionnaire to 72 city police forces in the Netherlands in which 39 questions were put about the organization and the functions of their juvenile programs. Besides this questionnaire, several policewomen in charge of juvenile programs were interviewed, while for the more philosophical and theoretical part mostly American literature was used.

From the 62 answers to the sent-out questionnaire a few points stick out which are worth mentioning.

First, all statistics are, generally speaking, not considered of much importance with the result that the figures of the various programs differ tremendously.

Secondly, there is hardly any uniformity in the forms the juvenile programs use. Even the larger cities use different forms though there is some uniformity in the forms used for the data that go with the proces-verbaal to the prosecutor.

Only half of the forces answered the question about suggestions for the police work with juveniles for the future. This is a disappointing result and shows a dangerous lack of interest in this work and its development.

Another point for careful consideration is the lack of any training program for the personnel assigned to the juvenile units, neither on a pre-service nor on an in-service basis.

And last, the training of the policewomen is another subject that needs more care and consideration. Though there have been several studies on this subject, a result so far has not been given, at least not a satisfying one.

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IN THE NETHERLANDS

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James J. Brennan
6/2/65

ACKNOWLEDGEMENTS

A word of remembrance will be appropriate for Dr. James J. Brennan, without whose assistance I would never have been able to start this study, let alone bring it to an end. His death in September 1965, though a great shock in many ways, has reminded me once more how much he would have liked me to finish this research-project. It is with his memory constantly before me that I have finished this thesis and I would like to dedicate this study to him, who was a great man in many respects, who loved youth and who dedicated his own life to his fellowmen.

I wish to express my sincere thanks to Mr. Raymond T. Galvin, who has taken over the chairmanship of my committee in September 1965 and who has given me many helpful suggestions.

A special word of appreciation is extended to the Chief Commissioner of the City Police Force of the Hague, Mr. J.H.A.K. Gualtherie van Weezel, who sent a letter of introduction with the questionnaire and who suggested to the Mayor of the Hague to grant me a year leave of absence to study in the United States.

My thanks go to Miss Mildred Lasky who carefully edited rough and preliminary drafts for English construction and to Professor Dr. Clyde E. Henson who polished the last

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Sincere thanks go to the commissioners, chief-inspectors and other colleagues of the City Police Force of the Hague who were patient enough to listen to my problems and give me advice and suggestions.

A very special word of thanks goes to Miss M.S. van Deth, former chief-inspector of police and for nearly seven years my commanding officer of the juvenile bureau in the Hague from whom I learned the work and who has given me suggestions and advice about the contents of this thesis.

My thanks are also expressed to my parents, relatives and friends who have showed their interest in this study during the long hours I struggled with it and who have often helped me with suggestions.

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CHAPTER I

INTRODUCTION

The purpose of this thesis is to bring together information about the Police Juvenile Programs of the City Police Forces in the Netherlands as there is none available.

The only book written about Police Juvenile Programs in the Netherlands is the book of Dr. T.E.W. Lignac, called "De Kinderpolitie in Nederland en daarbuiten" (i.e. the Police Juvenile Programs in and outside the Netherlands) a Doctor's thesis. This book is used for historical data but as it was written in 1951 it was impossible to use the information of Dr. Lignac for the present organization and functions of the Police Juvenile Programs.

Besides this book only a few articles written in professional magazines could be used.

Research on the subject of organization of Police Juvenile Programs or the functions of these units never took place officially.

Though the State Police in the Netherlands has special police officers (women) appointed for the so-called Juvenile Cases, this thesis has been restricted to the City Police Forces, for in the State Police

Force one cannot speak of a special Police Juvenile Program, as there are still only a few women appointed for this work and they cover quite an area in terms of mileage. They do not deal with all juvenile cases as this is simply impossible, and they are only called in when there is serious trouble. Recidivism is not being dealt with as no unit keeps figures on this subject.

To get the information about the present organization and functions of the different Police Juvenile Programs a questionnaire was sent out to 72 City Police Forces in the Netherlands with a covering letter of the Chief Commissioner of the City Police Force of the Hague and an explanation (see Appendix II).

To follow-up the questionnaire some people in the police field and especially in the field of the Police Juvenile Programs were interviewed.

Having been an inspector of the Police Juvenile Program of the Hague for 10 years, I have been able to study the problem of Juvenile Delinquency. The program of the Hague is being dealt with extensively in Chapter III as it gives a good general impression of the work of the Police Juvenile Programs in the Netherlands. But there are of course differences, for example, in terms of the number of assigned personnel and also sometimes in terms of functions.

DEFINITIONS USED

Crime. In the Dutch Criminal Code there are only two groups of penal offenses: crimes and offenses. The discrimination into these two groups appears in the Dutch Criminal Code since its coming into effect in 1836.

Before that year the French Code Penal was used in Holland and this code had (and still does have) the distinction into three groups: crimes, delits, and contraventions.¹ In France this distinction was connected with the following points:

(a) Which court had the jurisdiction over the case and

(b) The sort and seriousness of the punishment.²

Crimes are the combination of felonies and misdemeanors as mentioned in the different codes of the United States.

The most serious penal offenses - i.e., "les Crimes" - were brought before a court with a jury, because it was felt that the "vox populi" - the voice of the people - was the most able to give a fair decision.

¹H. B. Vos. Leerboek van Nederlands Strafrecht, Third Edition, H.D. Tjeenk Willink en Zoon N.V. Haarlem, 1950, p. 38.

²Ibid., p. 39.

As the Dutch Criminal Code does not use the jury system, it was no longer necessary to make distinction into these three groups and it is for this reason that the distinction into two groups was made.³

What is the principle behind this distinction?

In the explanations and discussions before the coming into effect of the Criminal Code it is said that by crimes is meant those penal offenses where injustice requires punishment, even if the law hypothetically would not have an article to give authority to act. In other words, crimes are these acts where an injustice is felt, where someone is hurt.

Offenses, however, are these acts where not a real injustice is felt, but where the law makes that particular act an injustice.

It is for this reason that crimes and offenses are sometimes called "Justice-offenses" and "Law-offenses."⁴

Criminal Court. There are 18 Criminal Courts in the Netherlands. The Police Juvenile Bureaus work in close contact with them as the Juvenile Judge is a member of the Criminal Court and the Children's Protection

³ Mrs. D. Hazewinkel-Suringa, Inleiding tot de studie van het Nederlandse Strafrecht, Second Edition, H.D. Tjeenk Willink en Zoon N.V., Haarlem, 1956, p. 31.

⁴ Ibid., p. 32.

Board is also connected with the Criminal Court.

The Criminal Court deals with crimes committed by people over eighteen years of age and between the age of eighteen and twenty-one the Juvenile Judge is very often one of the judges of the chamber.

The Criminal Court has three judges to sit over the cases.

Juveniles. The Police Juvenile Bureau deals with juveniles under eighteen as far as crimes are concerned and in all other cases with juveniles up to twenty-one, if they are still minors and not married as in the Netherlands marriage makes a minor automatically an adult.

Juvenile Delinquents. In the Netherlands there is no special juvenile code. In the different law-books, however, articles are to be found that apply to dealings with juveniles. The word "Juvenile Delinquent" is not to be found in these articles. The law speaks only of minors or minor suspects. The Dutch Criminal Code considers a minor on his eighteenth birthday an adult and if he commits a crime after that date he is brought for the Criminal Court instead of for the Juvenile Judge. If used, the word Juvenile Delinquent pertains to minors who have been in contact with the Police Juvenile Bureau and the Juvenile Judge.

The Juvenile Judge. The Juvenile Judge is a member of the Criminal Court and, therefore, the Juvenile Court is not an independent court though it acts as such. The Juvenile Judge, just as the Police Juvenile Bureau, deals with two age groups of minors: under eighteen in criminal cases and under twenty-one in civil cases.

The Juvenile Judge never deals with these cases on the same court-session. He will have one or two after-noons a week when the criminal session takes place and the civil sessions will be held on another day. In the civil session the public prosecutor is hardly ever present. These are the cases like ill-behavior, ill-treatment, and neglect, and, on request, a representative of the Children's Protection Board will be present to give the Judge an explanation of the report he has received beforehand from the Board in which recommendations about the case are given.

In the criminal session the prosecutor is always present, and he is in charge of the prosecution. His presence there is required by the law. He represents the case for the Crown and at the end of the session, requests a certain punishment.

Until October 1961 there was no minimum age limit in the Netherlands in terms of criminal responsibility. In that month a change of statute was accepted in both

chambers of the State General which pointed out as a minimum age limit for criminal responsibility the age of twelve. The change of statute came into effect on July 1, 1965. The jurisdiction of the Juvenile Court is described in the Law-book of Criminal Procedure.

Though the Juvenile Judge deals with all criminal cases of minors under eighteen, there are a few exceptions.

Article 487 of the above mentioned law-book mentions the fact that cases, which are of a complicated nature shall be dealt with by the ordinary criminal court with the three judges, one of whom will be the Juvenile Judge.⁵ The decision for this will be made by the Juvenile Judge and the public prosecutor.

The jurisdiction of the Juvenile Court in terms of places is determined by the judicial area in which the child lives. This is the equal for criminal and civil cases. The Dutch criminal law does not make any discrimination between criminal proceedings or absence of criminal proceedings. When a minor commits a deed that is a crime according to the criminal law, then his behavior is criminal behavior, and the proceedings for the court are certainly criminal proceedings.

⁵Wetboek van Strafvordering, Artikel 487.

There is, however, no special reference in the law (in contrast, for example, with the laws in the United States).

The dispositions of the Juvenile Court in the Netherlands are divided into what are called straffen (penalties) and maatregelen (measures). The penalties are: placement in a reformatory (commitment), fines (with a maximum of 150.-Dutch guilders), and a reprimand by the Juvenile Judge, which will take place on the court session. The measures are: the appointment of a tutor over the child. The parents do not lose their parental rights in these cases and the tutor is a private person who is selected for this work by special agencies. Other measures are: the placing of a minor at the disposal of the Ministry of Justice, or the release of the minor to the parents without any punishment.

A new penalty that is mentioned in the change of statute is arrest (detention) from 4 hours to 14 days.

In civil cases the appointment of a tutor is the most common one. In these cases the parents have very often asked help for their (difficult) children at the Police Juvenile Bureau or the Children's Protection Board.

Children's Protection Board. According to the Children's Act of 1901, Children's Protection Boards are created in each jurisdiction of the Criminal Courts (18). These Boards consist of honorary members appointed by the Crown and representing different groups of the population. Each Board has a paid secretary and a more or less extensive staff. The Board investigates complaints about the care of minors, files petitions to the Criminal Court for legal action in cases of child neglect.

The Board advises the Juvenile Judge as to the assignment of tutors. It supervises children, who, pending a legal proceeding are committed to the Board by the legal authorities, and it has the control of the care of children withdrawn from their parents and placed elsewhere. The Board has no executive power, except in divorce-cases and cases of children pending trial.

As a conclusion the Board has the following duties:

a. Advice in criminal cases. The Board has to make background investigation and give advice in all criminal cases where minors under 18 have committed a crime.

b. Advice in civil cases. Those are mostly divorce-cases and cases of child-neglect by the parents.

The Board gives advice after having made investigations about home- and background-conditions, on the best measure in terms of tutorship, guardianship, or deprivation of parental authority.

c. Supervision of children in foster-homes and foster-families.

d. Legal Adoption. The Board must examine all applications for adoption and will advise the Court on the adoption of a particular child.

Proces-Verbaal. The process-verbaal is a written report made up on oath about the facts pertaining to a crime. In the proces-verbaal the police officer will write down the statements of the witnesses, the suspect, and all his own observations about the case. He has, however, to restrict himself to the facts as it is the duty of the prosecutor and the judge to draw conclusions from these observations.

The Police officer has to try to prove his case in this proces-verbaal, and this written report is used as the evidence in court.

A Dutch Police officer is therefore very seldom subpoenaed for a court session. This will only happen if the case is not quite clear or when the suspect will give a different statement before the prosecutor than he has given to the officer.

Ranks. The ranks in the City Police Forces of the Netherlands are the following:

Chief Commissioner (2nd and 1st official)

Commissioner (2nd and 1st official)

Chief Inspector (2nd and 1st class)

Inspector (3rd and 2nd class)

Assistant Inspector (Surnumerair)

The above mentioned are the so-called "high" ranks.

Adjutant

Brigadier (sergeant)

Hoofdagent (all detectives will have this particular rank)

Agent (patrolman)

Adspirant ("rooky")

These are the so-called "lower" ranks.

Besides the women in the higher ranks, mentioned in this thesis as (female) assistant inspector, inspector and chief inspector, the policewomen dealt with in this thesis have the ranks of hoofdagent or agent or are also indicated as (female) adjutant or sergeant.

Detention. In the Netherlands police officers with the rank of inspector (2nd class) and higher are automatically assistant-prosecutor. In this capacity they have the authority to detain persons who have committed crimes with a penalty of at least 4 years imprisonment

or some other crimes which are especially defined by law.

Detention is a very dangerous and responsible authority and it is understandable that it is only used if it is absolutely necessary and the investigation requires it.

It is for this reason that many police officers hesitate before detaining juveniles and especially girls, and this detention will only take place if another solution is absolutely impossible. The detention by the assistant-prosecutor can last two-times twenty-four hours. This detention can be renewed by the prosecutor for another two-times twenty-four hours after which the suspect has to be brought before the prosecutor or to be released. The assistant-prosecutor keeps in touch with the prosecutor about each detention and the prosecutor decides if he wants the suspect brought before him or not. The detention implies that in cases where a suspect is brought before the prosecutor the police officer has at the utmost 4 days in which to finish his investigation and write his proces-verbaal.

CHAPTER II

PRESENT POLICE ORGANIZATION IN THE NETHERLANDS

To understand the organization of the Police Juvenile Program in the Netherlands it is necessary to give a short survey of the entire Police Organization of the country.

The present Dutch Police Organization can be found in the Politie wet (i.e. the Police-Act) of July 4, 1957, which came into effect January 1, 1958.

In the Netherlands there is a big difference between the commanding ranks and the so-called "lower" ranks. It is practically impossible to come from the "lower" ranks into the commanding ranks by way of promotion. There are a few exceptions: for example an officer has excelled in his work, left the "lower" ranks and has been reappointed as a commanding officer. The "lower" ranks run from adspirant, (i.e. recruit) to adjudant (i.e. adjutant) and the commanding ranks from assistant-inspector to chief-commissioner.

According to the above mentioned police-act, the police force in the Netherlands consists of the City Police (Gemeentepolitie) and the State Police (Rijkspolitie). Population figures of individual municipalities offer the basis upon which the authorization of City or State Police control is decided. Article 2 of the Police Act

CHART I

H.M. The Queen

Appoints Commissioners of the City
Police Forces and Directing Officers
of the State Police Force. Gives
regulations concerning the legal status,
labor-conditions, salary and other
emoluments of both kinds of police.
(everything under responsibility of both the Minister
of the Interior and the Minister of Justice)

MINISTER OF THE INTERIOR

Decides on the establishment of the City
Police Forces.
Can give directives to the Provincial
Governors concerning the maintenance of
public order.

PROVINCIAL GOVERNOR

(11 provinces)
Supervises the maintenance of public order.

MAYOR

(approximately 1000 municipalities)
Maintains public order.
Commands State Police in maintaining public
order.
Commands City Police in matters of crime
detection.

127 CITY POLICE FORCES

In the larger municipalities (more than
25,000 inhabitants). Total number
approximately 8 million people.

MINISTER OF JUSTICE

Gives regulations concerning the
cooperation between State Police and
City Police, uniforms, weapons,
recruitment, instructions and remain-
ing outfits.

ATTORNEY GENERAL

(5 Courts of Appeal)
Gives directives concerning crime-detection

PUBLIC PROSECUTOR

(19 Criminal Courts)
Is in charge of the crime-detection.

STATE POLICE FORCE

Operating in nearly 900 municipalities
with a total of nearly 4 million
people.

makes a distinction between:

- a. Municipalities with more than 25.000 inhabitants,
- b. Municipalities with less than 10.000 inhabitants,
- c. Municipalities with 10.000 to 25,000 inhabitants.

Generally speaking, municipalities with more than 25.000 inhabitants will have City Police and those with under 25.000 inhabitants will employ State Police. The municipalities with 10.000 to 25.000 inhabitants have retained the police force they had before the adoption of the Police Act.

The State Police. The State Police in terms of territory (actual mileage), can be compared with the State Police in the United States; but in terms of jurisdiction, it is more like the Federal Police. For example, the Dutch State Police has bureaus similar to the Federal Bureau of Investigation and the Federal Bureau of Narcotics. The State Police consists of one force that covers the whole country. This force is placed directly under the Ministry of Justice. He relies for the practical execution of his duties upon the Inspector-General who, in turn, is in charge of the State Police Force. The State Police Force has about 6.000 men and performs its duties in approximately 900 municipalities with a population of nearly 4 million people.

The commanding officers of the force are appointed

by the Queen (see Chart I), the remaining personnel by the Minister of Justice. On behalf of the internal organization of the State Police, the country has been divided into inspections, each inspection into districts, each district into groups and each group into police-stations.

Besides authority in the smaller municipalities as previously mentioned, the State Police has the control and supervision of the governmental highways, the many rivers and canals, and the harbours and ports (exception is the harbour of Rotterdam where the City Police of Rotterdam is in charge).

The City Police. The City Police consists of 127 local police forces. The number of personnel in the local force determines the rank of the officer in charge. These ranks range from Chief Commissioner, Commissioner, Chief Inspector to Inspector.

The Chief Commissioner and the Commissioners are appointed by the Queen. The remaining personnel are appointed by the Mayor under supervision of the Ministers of the Interior and of Justice. The Mayors of the municipalities have the over-all control and are in charge of the administration and the organization of the City Police Forces.

The Minister of the Interior defines the number of

functionaries in the forces and the rank division. He must consult with the Minister of Justice about the number of personnel and the rank division of the functionaries in the detective divisions, and the divisions in charge of registration of foreigners. The reason for this is that the Minister of Justice is in charge of general crime-detection and the enforcement of laws for foreigners. The Attorney-Generals of the 5 Courts of Appeal have a voice in these decisions too.

The Netherlands has not always had these two types of police forces. When one looks back into Dutch history one sees that the country was divided into a number of autonomous provinces such as the States of the United States.¹ Each of these provinces had its own police force, in addition to a kind of federal police force and a number of village constables.

Due to the development of modern political techniques and because of the growth of technical facilities, such as traffic, telephone, radio and television, it is no longer necessary to have so many diverse authoritative forces. In the present Dutch regime the provinces have only a very restricted autonomy, and the provincial police systems as

¹P. Stapel en J.J A. de Koning, Leerboek voor de Politie, 23d Edition Part I, "De Politie", p. 10z.

mentioned above are no longer existent. This does not mean, however, that the Dutch police system became more centralized (as will be explained in the following pages).²

Authority. As mentioned before, there are two ministries of the Dutch Government that are concerned with the police:

1. The Ministry of Justice. The Minister of Justice has first over-all control and is in charge of the organization and the administration of the State Police. Secondly -- and probably of even more importance -- the Minister of Justice is in charge of and responsible for crime-prevention, crime-detection and law-enforcement in the country. It is for this reason that he defines the jurisdiction of the police officers not only of the State Police but also of the City Police.

The officers of the City Police have authority only in the municipality where their force is stationed. The officers of the State Police, however, have a wider territory in terms of rivers, highways, and canals. Both kind of police have their own specified duties and there is no conflict between the two.

²During the Second World War one goal of the German Occupation was the centralization of the Dutch Police and establishment of a kind of State Police with military ranks.

2. The Ministry of the Interior. The Minister of the Interior has a task of administration concerning the City Police forces, though he does not have over-all control and is not in charge of the administration and organization of these forces. The administration and organization of this control is the duty of the mayor of the municipality, who is often guided by the government in the Hague with its political influence.

Instead of having a centralized system where one Minister is in charge of the entire police system in the Netherlands, there is still a definite decentralization. This system, in which one Minister is completely in charge of one kind of police (i.e. the State Police) and another Minister shares authority over the other division (i.e. 127 City Police Forces), not with his colleagues but with the mayors of the municipalities, may be a great disadvantage.

There are often both varying and conflicting opinions about regulations that concern both the State Police and the City Police. An example of this is divergence in the matter of promotions, appointments and dismissals of police officers. Though there is, on the whole, a good understanding and cooperation between the two ministries on this point, there is an undeniable rivalry between the State Police and the City Police. This may be caused by the fact that the

officers of both forces do not know enough about each other's job and authority.

Comparison with other European Police Systems.

The Home Secretary in England has also an important authority concerning the police. Though one can say that the British police system is one of decentralization, the Home Secretary has the following authority: he can make regulations concerning appointments, promotions, discipline, and duty-times. He can appoint Royal Inspectors who make investigations about the efficiency of a particular police force. He has the authority to withhold money from the State's revenue if he thinks that a force is not working efficiently. Beside these functions he has much informal authority, such as establishing police colleges, etc.³

Going back to the Dutch Minister of the Interior, one finds his relationship with the mayor a typical one of relegation to authority. However, the authority of the mayor concerning the City Police is a strange and illogical point in the Dutch police organization. Due to regulations in the "Gemeente-wet" (i.e. the Municipal Act) the mayor who may very often be considered an

³F. Prick, "Politie", Maandblad voor de Politie, Vol. 25, No. 7, July 1963, p. 208/209.

incompetent official for this particular duty, has complete control and is in charge of the administration and organization of the City Police. According to this Act he is the "Head of the Police" (i.e. the City Police) in his municipality and is responsible for the maintenance of public order.

The Netherlands has tried to establish one universal police force, and there were people who hoped for one (though did not expect it to happen) with the "Police-Act" of 1958. However, in the discussions of this Act the general opinion was that a completely centralized police system could not be placed in the Dutch régime.⁴

A centralized police system would not be in keeping with the national character and the historical development.⁵ It is remarkable, however, that in other democratic countries (for example, the Scandinavian countries) it has been possible to get an almost completely centralized police organization. In Sweden, for instance, there is only one kind of police that falls under the authority of the Ministry of the Interior, though there is some decentralization in terms of authority by districts and

⁴S. Kloosterman, De Politiewet, N. Samson, N.V. Alphen aan de Rijn, 1957, p. 64.

⁵F. Prick, "Politie", Maandblad voor de Politie, Vol. 25, No. 1, January 1963, p. 4.

provinces, as is understandable in a big country like Sweden.⁶ This police is a State police force.⁷ The same is true in Norway. There is one State police force under authority of the Ministry of Justice and Police (one ministry). As in Sweden, there is only decentralization in terms of authority by districts. There is, however, a central police laboratory, dactylosopical department and file system for the whole country.⁸

In looking at the chart of the police organization in the Netherlands the above explanation will be clearer. The regulations The Queen can give are all Orders of Council which have the authority of law. Though she is the Souvereign she is subject to the responsibility of her Ministers.

Therefore in this case the Minister of Justice and the Minister of the Interior are the two eminent authorities concerned with the police organization in the country. The country is divided into 11 provinces whose governors are directly responsible to the Minister of the

⁶"The Swedish Police", Corpsblad van de Gemeente-politie te Heerlen, Vol. 13, No. 11, November 1962, p. 1.

⁷"Police in Sweden" Revue de la Sureté Nationale No. 31, June/July 1960, p. 3.

⁸"Police in Norway", Revue de la Sureté Nationale No. 27, January 1960, p. 5.

Interior.

Because these Governors have the supervision over the maintenance of public order, there is a direct contact with the Mayors of the municipalities who have to maintain this public order. In regard to the maintenance of the public order the Mayors are empowered to command the State Police as well as the City Police.

The Minister of Justice is directly in charge of the State Police and gives regulations concerning the cooperation between State and City Police, instructions, recruitment, uniforms, weapons, and further equipment. As the Minister of Justice is responsible for all the Courts in the country, the Attorneys General of the Courts of Appeal and the Public Prosecutors fall directly under his authority. Crime-detection in the country is, therefore, a subject of concern for the Minister of Justice.

Looking back at these facts, it is clear that the authorities of both the Ministers of Justice and of the Interior concerning the police in the Netherlands are very closely interwoven. F. Prick M.C.L., Chief Commissioner of the City Police in Nijmegen is of the opinion that the present Dutch police system, with its divided forces and locally tied police, does not answer the challenge of the present mobile criminality.⁹

⁹F. Prick, p. 9.

CHAPTER III

THE JUVENILE PROGRAM OF THE HAGUE ---- A CASE STUDY

I. HISTORY

The Juvenile Program of the Hague started November 1, 1921, as the third city in the Netherlands to start such a program. Before the establishment of this program, however, the first female police inspector in the Netherlands was appointed in the Hague in 1913. Miss Geertruida van Elzelingen worked in the Vice Squad. Her duties in the beginning were mainly hearing the testimony of girls of 18 to 20 years of age, the victims or witnesses of sex-offenses, and of women, who were prostitutes or abortionist suspects in these offenses. As she noticed that these latter would talk more freely to her male colleagues, she concentrated on the work with the girls who, in her opinion, needed her advice and help.

Because she did not have any agencies to help her she brought her own collection of books for teenagers to her office and opened a library where the above mentioned girls could borrow reading material.¹ She felt that it was necessary to establish a special bureau in the police force

¹Dr. T.E.W. Lignac, De Kinderpolitie in Nederland en daarbuiten, Uitgeverij "Excelsior", 's-Gravenhage, 1951, p. 26.

to work with delinquent and neglected youth. She propagated the establishment of such a bureau in and outside the police force of the Hague.

The Municipal Council of the Hague was very interested in the problem of delinquency and neglect of children in the city; much attention was paid to the fact that foster-families and nurseries for children did not fall under any authority of the Government.

Both areas presented conditions which were highly unfavorable and these complaints were not only felt in the Hague but elsewhere. All the big cities had the problem of unscrupulous people who took foster children only for the money they could gain. Many of these children were badly neglected and many of them died under suspicious circumstances. The police were called in and the need was felt for supervision of these foster families.² As in many countries all over the world, women's organizations in the Netherlands, particularly in the Hague, were very interested in the above mentioned problem. Such an organization in the Hague (Vereniging Onderlinge Vrouwenbescherming) sent a message to the Municipal Council in 1915 to ask for a specialized police bureau to take care of the supervision of these foster families with if possible policewomen to do this work.

²Ibid., p. 46.

In 1916, 76 general practitioners agreed with this message.³ This resulted in the appointment of two nurses as police inspectors in 1921, namely Eudia Pierson and Johanna C. van Schilfgaarde. The duties of these inspectors were by no means defined. Miss Pierson tells us:

I know that when the Juvenile Bureau started in 1921, there were no given rules, no certain limits. She (the Juvenile Bureau) had to find her own way. Soon she discovered that there were several official bodies that dealt with the same case, which was certainly not desirable for an educative measure.
(translation)⁴

The agencies Miss Pierson meant were: the Juvenile Court the Prosecutor's office, the Welfare Service, the Children's Protection Board, the many private agencies and homes, and other police units.

She goes on:

All these bodies worked without a central point; as this was practically impossible. We discovered soon that the Juvenile Bureau could be that central point.
(translation)⁵

And that is how the Police Juvenile Program in the Hague started. The two inspectors had to establish their own work, since nobody could give them a clear-cut description of what was expected of them.

³ Ibid., p. 27.

⁴ Inspector E. Pierson, "Kinderpolitie", a talk held at a congress of the Nederlandse Vereniging voor Geestelijke Volksgezondheid, May 6-7, 1935. Report, p. 1.

⁵ Ibid., p. 2 and 3.

Miss Pierson told a reporter in 1927:

Not only was the Juvenile Bureau in the beginning confronted with a world of acute problems and situations, but it was a "jump into darkness" when we started. A room, two desks, a couple of chairs and virginal white paper was all we had.

(translation)⁶

The inspectors first of all started a control of foster-families, where a horrible situation existed. This control lasted until 1953 when a new law passed this duty on to the Children's Protection Board. To get a personal impression of these first difficult years, Miss Johanna C. van Schilfgaarde was interviewed and it will be expedient to give her story in detail. She told the following:

When the mayor of the Hague asked Miss Pierson if she would be willing to start a police juvenile program in the Hague, she answered that she would be willing to do so if she would have someone working beside her. She felt it would be better to start an entirely new sort of work with someone else to help. As Miss Pierson and I worked together before, she recommended me to the mayor. He asked me to join Miss Pierson in the new job. As it fascinated me to start an entirely new job I agreed and so we started on November 1, 1921. Our room was next to the room of the Chief Commissioner to whom we were directly responsible. We used the same waiting room, which was, of course, sometimes awkward as the persons who wanted to talk to the Chief Commissioner were mostly quite different from the ones we interviewed!!!! On the same day on which we started our work with the Juvenile Bureau, established mainly to obtain some control over the foster families, where horrible situations existed, the new by-law that

⁶ Interview with Inspector E. Pierson about the Juvenile Bureau "De Nederlander" of Monday, September 26, 1927.

regulated control over these families came into effect.

We had put advertisements in the newspapers to tell the people about this new by-law and to warn the foster-parents that they must register at our office.

The result was that in the first few weeks people stood in line in our waiting room and we did nothing but write down names and information about families.

After these first weeks the stream of people became less and we found time to visit these foster families.

Beside this work we received all the complaints about child-neglect, truancy and bad behavior.

The Children's Protection Board asked us for reports about families which took much time.

One of the biggest problems during these first years was the begging by small boys and girls who were mostly sent out by their parents with monkeys and guinea-pigs to beg for money.

They came mostly from the caravans and were always truant from school.⁷

⁷ There are two groups of people in the Netherlands who like to live in caravans instead of houses. One group exists of gypsies, who are originally from Hungary, but who have now mostly the German nationality or have lost their nationality for a particular reason. This group speaks a sort of dialect that consists of words from all different languages. It is a very closely-knitted group and the members will not easily mix with other people from outside their group. The second group is of Dutch nationality and consists of transients. The members of this group, as the other group, like to move with their caravans from one place in the country to another and they stay in one place a few months before moving on to the other. Though the members of this group will not easily mix with the gypsies or people outside these two groups, this group is not as closely-knitted as the other, where the oldest woman of the group is still the Gypsy Queen.

In the Hague are two caravan camps where there are special campschools where the children can attend school

After a few months we were assisted by a detective and I used to go to the caravan camp with him to talk to the parents of these little beggars.

We did everything on our bicycles and if we had to arrest children we used a horse-cart in these days. There were two of these horse-carts: one for the suspects and one for the seized goods.

Our reception in the police force was, on the whole, good. The Chief Commissioner had a keen interest in all we were doing and he had told us that we had to ask everything we did not know.

And that was quite a lot as none of us knew anything about police matters. We therefore studied law books in our spare time and took the books with processen-verbaal home with us to study.⁸

during the time they stay in the Hague. The men in the gypsy group will very often earn their living as musicians in bands etc. The men in the other group and the rest of the gypsies will sell postcards, pencils and this kind of stuff along the houses or go to farms to help.

In the time when Miss Pierson and Miss van Schilfgaarde started their work the families of these caravan-people were very poor and they had to beg for their living.

For this reason the begging by small children was quite usual. This is (fortunately) something that has changed completely and these little beggars are hardly ever found any longer. The monkeys and guinea-pigs have disappeared completely from the picture of the caravan population. Since the social security for everybody has become so much better, these families are no longer as poor as they used to be. The children are no longer truant or at least not in the way they used to be and the parents will like them to go to the camp school.

⁸See for an explanation of the processen-verbaal Chapter I; nowadays the books that Miss van Schilfgaarde is talking about are no longer used.

The other units in the force were apparently pleased to get rid of complaints about children, and from then on they sent the youngsters to us for investigation. The agencies in the society like the Welfare Service, the Protection Board, and the private agencies, that existed were not too enthusiastic about the new Juvenile Bureau. They thought we were taking their cases away from them and found it completely unnecessary for us to exist.

Their main complaint was that we kept a case too long instead of referring it straight away to one of them. But we felt that for an expert referral it was necessary to look into a case thoroughly.

It was for this reason that we called up the child and the parents again or visited them at home.

There was another important reason for this thorough investigation on our part: though the new law that established the Juvenile Court and the Juvenile Judge is from November 1921, it was November 1922 before this law came into effect and the first Juvenile Judge in the Hague Mr. H.O. Feith, was appointed.

At the same moment the tutorship under the Juvenile Court came into effect.

Therefore during the first year of existence of the Juvenile Bureau we had to consider our cases very carefully as referral for this official tutorship was not yet possible. It took quite a time until Mr. Feith, who, like us, had to find his way through this difficult material, used the tutorship more often.

I remember very clearly that Miss Pierson and I used to visit Mr. Feith and his wife, who acted as his secretary, one evening a week. We took our card system -- which was, of course, still quite small and files did not exist yet -- and we exchanged experiences.

I remember that Mr. Feith kept his card system in a wooden cigar-box.

As we very often dealt with the same children it was important to exchange these experiences to prevent working on the same cases without knowing it.

We did not have the same good cooperation with the Public Prosecutor for juvenile cases during that first period. He did not think it necessary at all for a Juvenile Bureau to be established. If we called him about a very serious child neglect case, for which we thought it extremely necessary that he should take action, i.e. that he should deprive the parents of their parental rights, he was downright rude and told us to mind our own business and to leave these cases to the Children's Protection Board, which was in his opinion, much better equipped for this kind of work than two nurses!!!!!!

But we made it and the latter prosecutors gave us better appreciation and cooperation.⁹

Though it was, as Miss Pierson said, "a jump into darkness" for both of them when they started their work, they soon found their own special place in the police force. Already in 1925 Miss Pierson could write a report in which she pointed out the many duties the Juvenile Bureau had. Besides control of foster families (which she mentioned as last item !!!!!) she points out again that the Juvenile Bureau is a central point -- a star whose points go to all the agencies in the society like Welfare Services, Children's Protection Board, and governmental and private agencies for child protection work. She calls the Juvenile Bureau a first-aid agency for moral accidents. Through these contacts the Juvenile Bureau takes care of all cases of truancy run-aways, ill-treatment by parents or guardians and

⁹ Interview with Miss Johanna C. van Schilfgaarde on November 21, 1963.

complaints of all kinds.¹⁰

The Police Juvenile Program of the Hague was like all other programs in the Netherlands basically a social agency. One that fulfilled a need in the society. Crimes committed by minors under eighteen were not dealt with since this was the duty of the detective division. As will be mentioned later, this situation changed due to the fact that many social agencies were created in the society; this made it less necessary for the Police Juvenile Program to keep on with this type of work. From the social agency the program changed into a real police unit like all the others.

II. ORGANIZATION AND ADMINISTRATION

A. The Place of the Juvenile Program in the Department.

The place of the Juvenile Program in a police department is very important. Very often one is able to assess how the members of the force and especially the members in the higher ranks think about police work with juveniles if one considers where the juvenile program is sometimes placed in the police department.

¹⁰Mimeographed report about the duties of the Juvenile Bureau of the Hague to the Commissioner in charge of Juvenile Bureau and Vice Squad, 1925.

At conferences and in research studies about police work with juveniles, people are always concerned with the place of the juvenile program, as they feel that the start of a good program is the place where the first step on the road to success is taken.

In a study about police work with juveniles of the Children's Bureau in Washington in the United States the following is mentioned:

Because of the extent of the needs for juvenile specialization will vary with local conditions both within and without the police department, there can be no rigid place for it in an organizational structure. Of primary importance is the relationship of the officer or unit to the administrator.¹¹

A very important subject has been brought up here: the relationship between the Chief of Police and the juvenile police program. There is a difference between the larger forces and the smaller ones on this subject. In a force as large as the police force of the Hague, it is impossible for the Chief Commissioner to have a direct supervision over the juvenile police program.

In the smaller forces there is always a closer contact (or should be) between the Chief of Police and his personnel and there will be less organizational problems. In the Netherlands there is no literature on this subject. In

¹¹Richard A. Myren and Lynn D. Swanson, Police Work with Juveniles, Children's Bureau Publication No. 399, 1962, p. 16.

the United States, however, much study has been made on this subject and in the above mentioned booklet of the Children's Bureau in Washington the writers say the following about the place of the program in a large force:

In very large departments, the unit commander may report to a deputy administrator for operation or services who also supervises other like divisions. In either case (i.e. whether there is a direct contact with the Chief or indirect through one of his deputies) the juvenile unit commander should be on par with other division commanders, and report to the same administrator. Where such grouping exists, the placing of the juvenile division should emphasize the responsibility of the unit commander to assure that the entire department has a sound approach in the handling of children.¹²

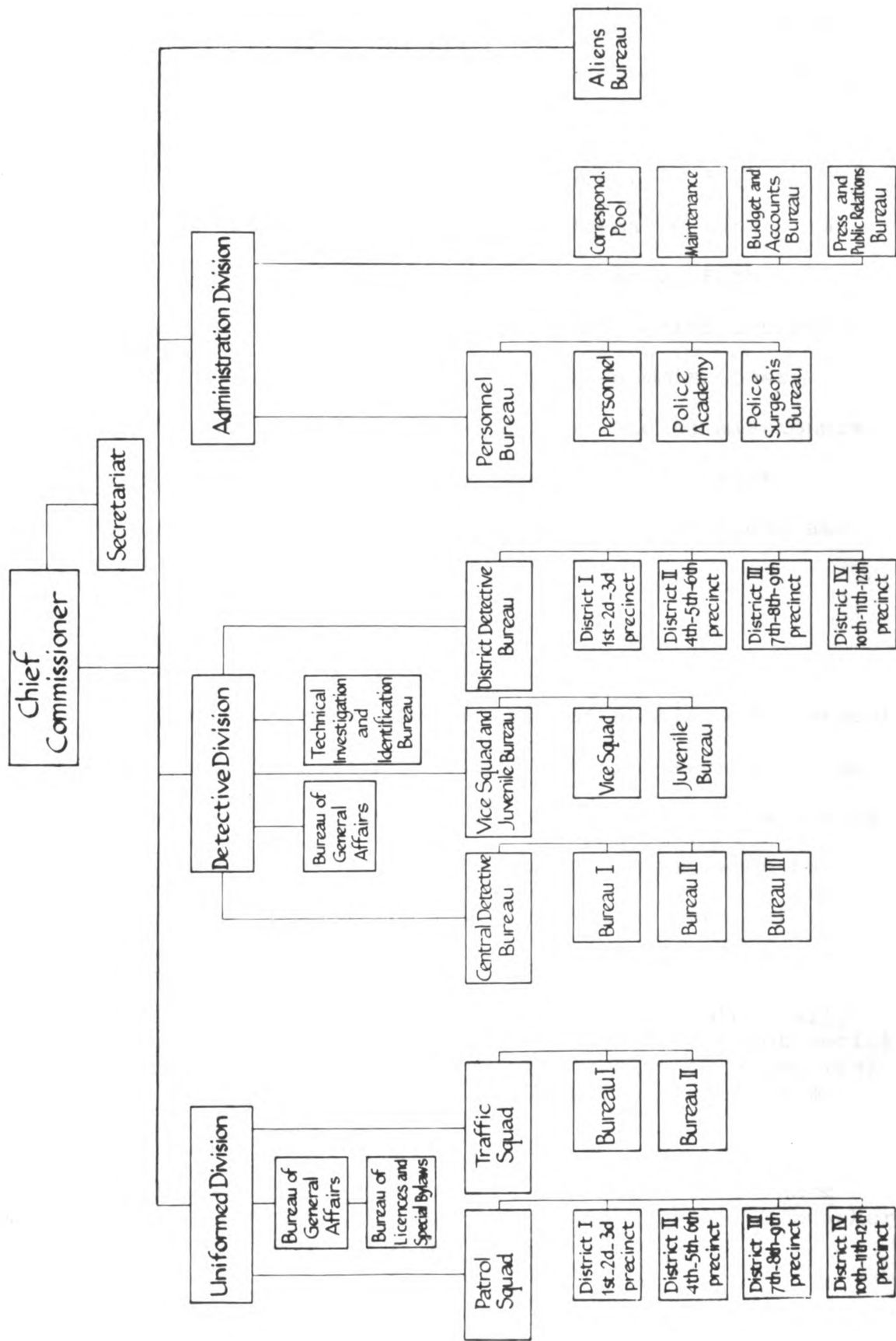
This is not only true in the United States but applies also to the Netherlands.

As mentioned in the section about the history of the juvenile program in the Hague, the program initially fell directly under the responsibility of the Chief Commissioner, which was understandable as he had much to do with the establishment: he also felt and correctly that the two nurses needed his support to gain acceptance in the force. There has been a change, however, and the force and the Juvenile Program have expanded.

The Juvenile Bureau has its own special place in the force and is completely equivalent to the other units in the force. When looking at the organization chart of the

¹²Ibid., p. 16.

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police force of the Hague, one can see that the force is divided in three big divisions: the uniformed division, the detective division and the administration division. In charge of these are three commissioners.

In the Detective Division the Juvenile Bureau is found with the Vice Squad in a special place. Both bureaus are independent units, each with a chief inspector in charge. In charge of both is another commissioner. This commissioner is of the same rank as the commissioners of the patrol squad, the traffic squad, the district detective bureau, the personnel bureau and the aliens and intelligence bureau.

B. The Juvenile Police Officer.

The work of the juvenile unit of a police department is the work of specialists.¹³ This does not mean that the juvenile police officer should not first of all be a police officer. Bruce Smith expressed it very clearly when he talked to the members of the Law Enforcement Institute held at New York University in 1957:

The role of the Police Department is historically and traditionally one of enforcement. We are not social workers, we are policemen. We are primarily a referral agency and young people who come to the attention of

¹³ John P. Kenney and Dan G. Pursuit, Police Work with Juveniles, Second Edition, Charles C. Thomas, Publisher, Springfield, Illinois, USA, 1959, p. 49.

this department through a complaint or the commission of some offence are referred to the Juvenile Aid Bureau and through it to an appropriate public authority or social agency-----

Casework treatment is a job for the professionals in that field and that is not our role as policemen.¹⁴

Though Bruce Smith is talking about the general police officer, the same is true for the juvenile police officer. Beside the emphasis on being first and foremost a police officer, it goes without saying that there are more requirements for the specialist that the juvenile officer must be. Selection and training of police officers, including the juvenile police officers, is very important.

Much has been written on this subject but unfortunately there is hardly any Dutch literature on this subject. Though a more specialized description of the selection and training of the juvenile police officer of the police force in the Hague shall be given, it is expedient to give a few opinions of well-known people in the field of Police Administration and police work with juveniles in the United States about this subject.

¹⁴Bruce Smith, "Police can control Juvenile Crime", "Youth and Crime", Proceedings of the Law Enforcement Institute held at New York University. Edited by Frank J. Cohen, International University Press Inc. New York, 1957, p. 178.

Selection

Care in the selection of personnel means much more than mere caution in the examination process.¹⁵

Raymond Clift emphasizes the examination of an applicant's character and reputation and mentions the fact that Robert Peel, the great English administrator, listed the character of one of the chief assets of the police officer.¹⁶

Paul Tappan says about this subject:

It should be emphasized that there is another and far more affirmative side to the picture of police selection and training. In a considerable number of urban departments today, a new tradition has been or is being established.

The emphasis in these departments is upon securing men of fine intelligence, education and physical conditions, providing salaries and promotional and retirement opportunities that are attractive to men of high calibre and giving them training both in specialized skills and in human relations.¹⁷

Though not especially meant for the juvenile police officer this can certainly be applied to him or her.

The juvenile police officer is first and foremost a police officer. Therefore these officers should be chosen from the regular police ranks. This opinion is shared by people in the United States and for instance in Switzerland:

In principal, they (i.e. the juvenile police officers) should be chosen from amongst serving officers and their

¹⁵ Raymond E. Clift, A Guide to Modern Police Thinking, Cincinnati, the W. H. Anderson Company, 1956, p. 41.

¹⁶ Ibid., p. 42.

¹⁷ Paul W. Tappan, Crime, Justice and Correction, McGraw Hill Book Company, Inc. New York, 1960, p. 312.

choice should be governed not only by the interest in the work and special abilities they have shown during their careers, but by their psychological make-up, moral outlook and balance.¹⁸

Professor Ruth S. Cavan mentions in her book about Juvenile Delinquency:

Various conferences in the United States and abroad as well as individual professionals in the field emphasize the importance of assigning to juvenile work only those officers with a special interest in and ability to gain rapport with juveniles. Routine assignment of police officers to juvenile work is regarded as a quick way to failure.

Children and youth are warned when they seemed headed for delinquency or are engaged in minor delinquencies. If the warning is not effective, delinquencies may increase in seriousness and frequency until a court referral becomes necessary.

Warnings backed by threats or force are less effective than those supported by explanations and a genuine interest on the part of the policeman.

Another attribute of the police for youth is firmness; a buddy-buddy attitude is avoiding.

The police officer must hold himself apart from the child as one who firmly believes in orderliness and obedience to the law. He thus sets a barrier between the child and delinquency but not between himself and the child.¹⁹

It is wrong to assume that the duties of a police juvenile officer are of higher quality than those of other

¹⁸Roland Berger, "The part of the Police in the Prevention and Treatment of Juvenile Delinquency" (In Switzerland) International Criminal Police Review, March 1960, No. 136, p. 71.

¹⁹Ruth Shonle Cavan, Juvenile Delinquency, Development, Treatment, Control, J.B. Lippincott Company, Philadelphia and New York, 1962, p. 244.

police officers. As Myren and Swanson observe:

To say that police officers chosen for work with juveniles should have special qualifications does not mean those qualifications are either higher or lower than those of the general police officer who works with crime in the traditional sense, they are simply different.

There is no unit in a police department that cannot use the best men that it can recruit.²⁰

All the above mentioned writers talk about the selection of juvenile police officers without making a distinction between the selection of men and women. Coming back to the juvenile police program of the Hague, it will be well to make this distinction straight away.

1. Men. In the Netherlands there is a difference between the selection and training of the police officers in the lower ranks and those in the commanding ranks. There are, however, no special selection rules for the male officers in a juvenile unit.

In the Hague, as elsewhere, the detectives, sergeants and adjutants are chosen from the other police units. All of them have, when joining the force, answered the requirements for appointment.

The Order in council of December 24, 1957, mentions the following requirements for the personnel in the lower ranks:

²⁰Myren and Swanson, p. 17.

Dutch nationality.

Irreproachable conduct in life.

Graduate of a school of Meer Uitgebreid Lager Onderwijs (M.U.L.O.) (to be compared with an American high school).

Age: between 17 and 25.

The candidate must undergo a psychological and psychotechnical test by the Royal Psychological Service. Beside the above, there is the normal medical examination with the requirements of height, weight, eye-sight, etc.

The age of 17 seems young but this was taken into consideration for the following reason. Normally boys leave the high school at the age of 17. If the police set the entrance age at 21, the result is that all these boys will already have found a job or training. Now they are allowed to enter the force immediately after they leave school. They get a training of nearly one and a half years at the police academy and then get on the job-training under an older police officer. When they are 19 years of age they must join the military service (as is compulsory in the Netherlands); when they leave this service they are 21 and are able to start service as a patrolman straight away. The recruiting of these young boys came into effect in September 1962.

The men in the commanding ranks (i.e. assistant inspector and higher) must be in the possession of the diploma of the Royal Institute for Higher Police Personnel in Hilversum.

Before entering this institute, where they lead a college-life for three years, they must undergo a psychological test. They must always undergo another medical examination by the doctor of the police force where they apply. Another requirement for the Royal Institute is the graduation from a Hogere Burger School (H.B.S.) or Gymnasium (more or less to be compared with a Junior College in the United States). The age is 18 to 25.

The male officer in any juvenile unit and therefore also in the Hague will have fulfilled those requirements. If there is a vacancy in the program in the Hague, an officer from another unit will be transferred to fill the vacancy. The commanding officer of the program and her colleague of the unit to which the particular officer belongs will consider the man's qualities for the desired job and if possible, those men who have asked for the transfer to the juvenile program will be chosen. But as there is a great lack of personnel, one cannot be too particular. Usually the Chief Inspector of the Juvenile Program and her Commissioner will be pleased when they can fill up a vacancy at all.

2. Women. Though there are certain regulations given by the Ministries of the Interior and Justice about the requirements for selection of police women, both in the "lower" and in the commanding ranks in the Netherlands, these regulations are still not so strong that every City Police force uses the same distinction.

Coming back to the literature about this subject one can see that the requirements for police women usually are much higher than for the men. Especially character requirements for the women are always more extensively mentioned. Robert Bowling, former director of the Delinquency Control Institute of the University of Southern California, says the following about this:

Most (police) departments, which employ policewomen in an investigative capacity, demand more of them in educational and experimental background than of their policemen. There is logic in this policy. Policewomen constitute a minority group in any police organization. They become conspicuous by that very fact.²¹

At the 27th Session of the International Criminal Police Organization Assembly in London, England, in 1958 the question of women police was dealt with. The United Kingdom delegation submitted a report on this subject in which the following was mentioned:

²¹Robert W. Bowling, "Training of Law Enforcement Personnel." The Proceedings of the National Conference of Juvenile Agencies, forty fourth Annual Meeting, 1947, p. 70.

Women recruits are selected for their qualities of human understanding, for their ordinary common sense, for their determination to preserve law and order and for their desire to help maintain the standards of a decent way of life.²²

In the United States the general custom is to select policewomen from registers set up under local civil-service or merit-system examination.²³ Lois Higgins mentions a survey she conducted in 1957. This survey revealed that 37% of the United States' police departments and sheriff's offices that employed policewomen required High School graduation, 16% required at least some college training, while 47% did not specify what training was required. College courses that were suggested were social studies, psychology, police science and criminology.²⁴

In the Netherlands there is a difference between the selection of men and women in the higher ranks. (In the lower ranks policewomen will often have to answer the same requirements as the men.) This has not always been the case as the women in the uniformed divisions have been appointed only since about 10 years ago.

²²International Criminal Police Review, December 1958, No. 123, p. 327.

²³Kenney and Pursuit, p. 70.

²⁴Lois Lundell Higgins, "Golden Anniversary of Women in Police Service", "Law and Order", Vol. 8, No. 8, August 1960.

The city of Heerlen was the first to appoint uniformed policewomen in 1953 and the Hague followed in 1956. Since these appointments, arrangements have been made for the women to fulfill the same requirements as the men. This is especially so in the larger forces where there are women in the uniformed divisions. As the uniformed units have existed much longer, the appointment of women in the lower ranks there has been in use much longer and every force has used more or less its own judgment.

Dr. Lignac can therefore say:

The policewomen come seldom from the police ranks; there are some, however, who come from an administrative position in the police force.
(translation)²⁵

At present the larger forces, including the Hague, will transfer policewomen from the uniformed division to the juvenile bureau if necessary for the simple reason that these girls have had some very important police experience already. This opinion is closely connected with the change of work in the juvenile bureaus. In the Hague years ago it was necessary and more important to have social workers in the juvenile bureau than policewomen. At present this situation has changed and the

²⁵Dr. Lignac, p. 115.

policewomen should be first and foremost policewomen with, of course, a great interest in social work.

In the smaller forces where very often one policewoman forms the juvenile bureau, the requirements for such a policewoman will be more directed to a social training than in the larger forces. The reason for this is the fact that a policewoman in such a force will very often have to do some kind of social work, because in the community of such a force there are not as many agencies available for referral as in the larger cities. In principle the requirements for women in the lower ranks of the Juvenile Bureau in the Hague are the same as for the policemen as mentioned before. There is only a slight difference in the medical examination in terms of height.

The four policewomen in the juvenile unit in the Hague have all the rank of Hoofdagent, which is one rank higher than a patrolman. Three of them have come from the uniformed division and have worked in the traffic-squad. The fourth was a typist in the police-typingpool. The smaller forces will usually require a higher former education of their policewomen than the larger forces. It therefore happens often that the policewomen in these forces have a social-work degree. The reason for this is understandable as these women very often have a leading position in those forces and have a greater responsibility than their

colleagues in the larger forces under the supervision of a commanding officer. On the other hand, it is a strange situation that in a small country like the Netherlands there are policewomen in the same ranks with a great difference in former education with the result that some of them possess the same requirements as the commanding female officers in a large force.

Generally speaking, one can therefore say that the selection of policewomen, though set by the Government as being the same as for the men in the lower ranks, varies from city to city and depends on the size of these cities and their police forces. For the higher ranks there is some confusion about the requirements of policewomen. There is a difference with the men, who go to the Royal Institute. This Institute is a college for men where the women are not allowed to live-in. The requirement for a diploma of this Institute is therefore hardly possible. It is possible for women to take part in the final examination but there are too many difficulties for private individual women to follow courses or take private lessons to get ready for this examination. In practice no women privately take part in the examination and the only ones who have got through the final examination are the women who have followed courses on an in-service base arranged by their forces.

About the requirements for the higher female police personnel there have been many conferences and committees but at present no decision has been made. The most recent committee submitted a report to the Minister of the Interior in April 1963 but the result is not yet clear. One of the members of this committee could only give as her comment that the report was secret. As this is not the first committee to submit a report on the subject one wonders what the result will be in the end, if any. Up to now there are two groups of women who are appointed: those with law-degrees and those with a diploma from a recognized school of social work. In one case (Rotterdam) a woman with a degree in sociology has been appointed. In the Hague the Chief Inspector has a law-degree and the other inspectors have social work diplomas.

As long as there are no fixed rules for the selection of policewomen in the higher ranks there will be difficulties in the appointment. One can only hope that a solution will soon be found for this problem.

Training

Intensive training is a distinguished feature in modern police agencies although this training probably does not include as many men as it should.

I believe from the personnel management's standpoint that the responsibilities in training fall mainly on three categories. First we have the responsibility of determining the capacity of the worker and enlarging upon it if possible.

Secondly, we have to keep in mind the interests of the employee, his interests and ambitions. I believe his interests are of especial concern to the personnel man. If he gives them careful thought and takes pains that they are always in step with a man's capacity and then provides opportunity for the employee, the third of the categories I mention, a satisfied employee, is likely to be the result.²⁶

Though meant for the training of the general police officer, the idea behind this statement can also be applied to the training of police juvenile officers.

The officer's interests and ambitions must be kept in mind. Just as in the selection of police juvenile officers, their training has given many writers a theme for consideration and thought. Professor Cavan has the opinion that all police officers should have some training both in laws concerning children and in how to approach misbehaving or criminal children and youth. Special youth officers should get an additional intensive training. This may take place on an in-service basis with police department instruction or people from outside like professors of local colleges, social workers, judges or probation officers may be drawn upon to participate in such a training program.²⁷

As is mentioned previously many conferences are held in the United States on the subject of the youth divisions

²⁶ Raymond E. Clift, p. 44.

²⁷ Ruth S. Cavan, p. 245.

and the selection and training of their personnel. Many people have written about it; this in contrast with the Netherlands, for instance.

The Children's Bureau in Washington give twelve subjects that should cover a special additional training for police juvenile officers. Some of them are: Laws pertaining to juveniles; philosophy of police work with juveniles; knowledge and use of community resources; and preventing delinquency through community organization.²⁸

John E. Winters mentions in his book Crime and Kids, as fields of interests, knowledge of the Juvenile Court, Social and Welfare Agencies and the Social Sciences. He states:

No one expects any police officer to develop into a social scientist overnight. He is first and foremost a police officer, but this does not preclude the attaining of enough knowledge of the social sciences to enable him to understand something about human beings and the many facets of the social order related to his responsibility as a juvenile officer.²⁹

In the Netherlands only a few people have given their opinion about in-service training of juvenile police officers. For instance Miss Boom states:

²⁸"Police Services for Juveniles," U.S. Department of Health, Education and Welfare, Social Security Administration. Children's Bureau, p. 42-43.

²⁹John E. Winters, Crime and Kids, Charles C. Thomas, Publishers, Springfield, Illinois, 1959, p. 76.

Fortunately it is more and more considered necessary that the police personnel and certainly those of them who deal with children regularly have some knowledge of the Juvenile Codes and Child Protection work, and also of the main facts of child psychology and sociology.

During the training more attention is given to these first mentioned subjects while the latter are being dealt with on in-service training programs.

Some knowledge of all this is very important for behavior towards children and their parents.

(translation)³⁰

As far as Miss Boom's opinion goes about the training of police juvenile officers one can agree with her most wholeheartedly. But one cannot go along with her about in-service training programs for the simple reason that by going through the answers of the sent-out questionnaire one cannot find one in-service training program in a municipal police force that is used officially for police juvenile officers.

In the Hague the chief inspector in charge of the juvenile unit gives unofficially a course for new members of the unit to let them get some knowledge of the civil side of the juvenile code and the agencies that can be used for referral in the society. The same is done by the commanding officer of the juvenile bureau in Rotterdam. Though it is hardly possible to make a distinction between

³⁰ Miss M.A. Boom, "Politie en Kinderbescherming", "U en het Kind", April 1962, 5th Volume, No. 4, p. 5.

the training of men and women in the juvenile unit of the Hague it will be well to make some general comments about it.

1. Men. In the Hague as anywhere else, there is no special in-service training for the personnel of the juvenile unit. All men -- 2 adjutants, 3 sergeants and 12 detectives -- have had their normal in-service training when joining the force. This training lasts as mentioned before one and a half years after which there is an examination for the first police diploma. The program includes a curriculum about the work of the juvenile bureau. The subject is, however, not given at the final examination and it is therefore sometimes difficult to get the attention and interest of the recruits, who have a full program anyway. The curriculum consists of 6 hours.

One can say that this course is certainly a step in the right direction, as it means that the commanding officer of the Academy realizes the importance of some knowledge of the Juvenile Bureau and its work. The Hague does not have men in the higher ranks working in the juvenile bureau.

If the men of the bureau want to follow courses in child protection or social work, it has, generally speaking to be followed on their own time. The acceptance of a request for time off and/or money to follow the courses

will depend upon the approval of the commanding officer, Chief Commissioner and Mayor. Generally speaking, one can say that the men will not follow any special course because they have to do so in their spare time. As they must study in their spare time anyway in order to get the required police diplomas for their promotions after they have joined the force it is understandable that they will not take more time from their families for a voluntary course. Only one of the sergeants followed a course in child protection work and got his diploma. He worked in his spare time in a boys-home to get his required practical experience. Occasionally the bureau gets invitations for lectures at the nearby universities but the interest on the side of the men is small.

2. Women. Of the four women in the lower ranks (with the same ranks as the detectives) in the juvenile bureau of the Hague, three had the same indoctrinate training as the detectives. They joined the traffic squad and were transferred on request when a vacancy in the juvenile bureau occurred. The fourth girl worked in the typing pool before she applied for the job of policewoman. As she applied before there were any girls working in the uniformed branch, she was accepted without any police training and followed the basic police course after she joined the bureau. These women have more interest in

following the course than the men and two of them earned their child protection diploma while another followed the course but did not do the final exams. One of them is working on her Social Work diploma. When there were invitations for lectures, as mentioned previously, mostly women were present. Until now, women in the police ranks in the Hague are not allowed to be married; these women have no families like the men and it is therefore easier for them to have time for lectures and courses. In the smaller forces it is on the whole easier for the women to matriculate in courses on duty-time and to get an allowance. As the women are very often alone in these forces it is felt that they should keep up even more with the growth of social- and child protection work. The same is true in the higher ranks. Just as there are no special rules yet for the selection of women in the higher ranks, there are no such rules for their training.

As the two categories of women -- those with a law-degree and those with a diploma of a school of social work -- are both not fully trained in police matters, the committee that submitted its report to the Minister in April 1963 will have to give us suggestions on this subject.

The general opinion in police circles at present is that women with a diploma of a school of social work should go to the Royal Institute in Hilversum to get the Police

Inspector's diploma, as otherwise they will know nothing about police matters and law.

The women with a law-degree, however, will not have to do this, but they will have to take an additional examination in social work, where some knowledge of social agencies and the referral possibilities will be required, but they will not have to do further law study in the juvenile codes. It seems that this distinction is not quite fair. In the schools of social work the training includes a good deal of child-protection work and knowledge of the juvenile codes, while a law study does not include special knowledge of the juvenile codes, only if the candidate has made it his specialization. Subjects of social work are not included in the law training at all, nor are police matters.

In 1957 the author talked to a professor of the University of Leyden, who is also Chief Prosecutor of the High Court of the Netherlands. The author expressed her wish to study law in her spare time, if possible. Before answering the question the professor asked the following:

Miss ter Haar, why do you want to study law? Not for your work at the juvenile bureau, I hope, as you must know more about the juvenile codes by your experience in this kind of work than any law-graduate will ever get to know through his studies.

One has the feeling that the suggestion of an additional examination for law-graduates in juvenile police

work comes forth from the Dutch narrow-sightedness that considers a university degree much more important and valuable than a diploma of a school of social work or college.³¹

In the Hague the chief inspector in charge of the bureau has a law-degree. When she was appointed just after the war, additional training was not required. The two inspectors have a diploma of a school of social work and they received a certificate of the Royal Institute in Hilversum, where they did the examination of the law-section on an in-service basis after their appointment in the Hague.

Miss A. E. Eykman, former chief inspector of the juvenile bureau of the city police force of Rotterdam, mentions in an article about the history and future of the policewoman, that she (the policewoman) takes a very special place in child protection work and the prevention of crime due to her connection with the society. It is for this reason that she should have a very special training. Besides the normal police training she should, for instance, know something about the organization of the police and the

³¹In the Netherlands social work, child protection work and the like are never subjects for a university training. These subjects are given in private schools and colleges.

CHART III

POLICE JUVENILE BUREAU OF THE HAGUECRIME PREVENTIONCASES

Ill-behavior
 Promiscuous behavior
 Run-away cases
 Truancy
 Wantonness
 Neglect
 Ill-treatment
 Family Problems

(PRIVATE) AGENCIES FOR REFERRAL

Agencies for general and specialized social work
 Welfare Service
 Health Service
 Youth Psychiatrist
 Schools
 Clubs
 Agencies for tutorship and probation

(OFFICIAL) AGENCY FOR REFERRAL:CHILDREN'S PROTECTION BOARD

In contact with the Criminal Court (Civil cases division):
 Depriving of parental rights
 Appointment of guardians in the form of foster parents or agencies

In contact with Juvenile Judge:
 Probation by private persons
 At home
 In foster families
 In an institution

CRIME DETECTIONCASES

Crimes committed by minors under 18
 Crimes committed by adults (Criminal ill-treatment, criminal neglect and leaving without care) and withdrawal)

PROCES-VERBAAL

sent to the

PUBLIC PROSECUTOR

in contact with Criminal Court (Crime-division) for crimes committed by adults.

in contact with Juvenile Judge
 Penalties:

Commitment to placement in a reformatory.

Fine (maximum 150 Dutch guilders)

Reprimand by Juvenile Judge

Detention (4 hours to 14 days)

Measures:

Tutorship by private persons (probation)

Tutorship by Ministry of Justice

Release to parents without punishment

place of women in that force; have some knowledge of child psychology and the psychology of the Juvenile Delinquent and she should know how to converse.³²

As a conclusion one can say that the personnel of the juvenile bureau in the Hague do not get any special in-service training. The same is true for every juvenile bureau in the Netherlands. The women in the higher ranks have had some additional in-service training but this does not always pertain directly to the work in the juvenile bureau.

III. FUNCTIONS

As the Juvenile Bureaus in the country do not differ greatly it was advisable to have similar regulations all over the country. In 1948 the Minister of the Interior gave a circular letter to all mayors concerning the functions of the Juvenile Bureaus. In this circular letter he mentioned the fact that the reports to the Children's Protection Board became less frequent and it, therefore, was advisable to mark the particular functions of the Juvenile Bureau more precisely. He then mentioned the functions, initially stating that the Juvenile Bureaus are,

³²Miss A. E. Eykman, "Terugblik en Toekomst Verlangen", "Politie", Maandblad voor de Politie, Volume 22, No. 10, October 1960, p. 187-188.

first of all, specialized police units. He mentioned seven subjects: (1) complaints about bad behavior and ill-treatment of children by their parents, and bad behavior of children, (2) crimes committed by minors under eighteen, (3) truancy, (4) run-away cases, (5) control of theaters, dance clubs and other so-called "hang-outs", (6) the relaying of information to agencies of the Ministry of Justice like the Protection Board, etc., (7) the control of foster families.³³ (This last item disappeared with the new law on the foster children of 1953.)

The functions of the juvenile bureau of the Hague can be found in the regulations for the city police of the Hague. In these regulations the items are more or less the same as those given in the circular of the Minister. The control of "hang-outs" is not mentioned but the last item mentions all activities that pertain to juvenile delinquency.³⁴

A. The Goal of the Police Juvenile Program.

As the Juvenile Bureau is first of all a police unit, its goals includes the goal of the whole police force:

³³Circulaire van de Minister van Binnenlandse Zaken van 13 September 1948, No. U 2114, Afdeling O.O. en V., Bureau Politie aan de Burgemeesters van gemeenten met gemeentepolitie, betreffende de taak der Kinderpolitie.

³⁴Dienstorders van de Gemeentepolitie te 's-Gravenhage No. A.1d and F 5.

The term "police" refers primarily to agents of the state whose functions is the maintenance of law and order and especially the enforcement of the regular criminal code.³⁵

Besides this, there are other minor duties of the police which are, nonetheless, important. The previously mentioned Politiewet mentions the protection of society and its members and the fact that the police should be an assisting agency for this society. The coat of arms of the police in the Netherlands carries the word: *Vigilat ut Quiescant* (She -- the police -- watches so they -- the members of the society -- can rest). The goal of the juvenile bureau is a little broader than this goal of the whole police force and can be divided in two parts: (1) the protection of the society and its members (by law enforcement), (2) the protection and rehabilitation of the juvenile delinquent (by crime-prevention).

B. The Control of Delinquency and Crime.

Law enforcement in the form of the Control of Delinquency and Crime is one of the most important duties of the Juvenile Bureau of the Hague. As mentioned in the pages about the history of the bureau, the work of the

³⁵Edwin H. Sutherland, Principles of Criminology, 5th Edition, J.B. Lippincott Company, New York, 1955, p. 330.

bureau has changed. The social aspect, which was in the beginning the only important part is slowly making room for the Control of Delinquency and Crime. The reason for this lies not so much in the fact that juvenile delinquency is on the increase but is more caused by a new awareness in the society of youth and what youth is doing.

A second reason is the establishment of so many social agencies in the society that people will turn for help to those more specialized agencies. The juvenile bureau deals with all crimes committed by minors under 18 years of age, except moral and traffic offenses which are dealt with by other specialized units.

There are a few crimes committed by adults with which the juvenile bureau deals: ill-treatment of children by their parents, step- or foster parents; taking away children under 21 years of age from the care of their parents or guardians; and leaving of children in a helpless situation by parents or guardians. Except these few the cases where a minor has committed a crime in cooperation with an adult, will be dealt with by the juvenile bureau in combination with another unit of the Detective Division.

1. Crimes committed by juveniles. Juveniles in this sense are minors under eighteen. The crimes committed by these minors vary (according to the questionnaire issued in 1962) from burglary (79), auto larceny (14),

larceny of bicycles and motorcycles (229), shoflifting (332), petty larceny (473), receiving (39), swindling (2), embezzlement (18), assault (5), malicious destruction of property (49), arseny (6), joyriding (144), other assault (1), death or bodily harm by negligence (6), to other offenses (9).

The petty larceny is the most popular crime, followed by the shoplifting. These cases are not all brought before the prosecutor but many of them are handled at the juvenile bureau and referred to other agencies without taking further police action. The larceny of bicycles and motorcycles concentrates mainly on the motorcycles for which no driving license is required and which have a capacity of not more than 45 kilometers (i.e. 30 miles) an hour. The joyriding is also done with those motorcycles that have a great attraction for teenage boys. The minimum age to ride such a vehicle is 16 years of age. Joyriding with cars or auto-larceny is done much less frequently as the minimum age to get a driving license for a car is 18 in the Netherlands.

Of 344 of the above mentioned cases a proces-verbaal (special report) was sent to the prosecutor (333 boys and 11 girls). 92 Boys and 2 girls were detained and 40 boys were brought before the prosecutor.

2. Crime committed by Adults. In 1962 45 people over 18 years of age got a proces-verbaal at the juvenile

bureau. 31 of them were heard because they had committed a crime in combination with minors under 18. Most of those committed a burglary (9), 8 were associated in the larceny of motorcycles, 7 committed receiving, 1 petty larceny and 6 committed other offenses. 9 committed crimes that particularly pertain to juveniles: they took children away from the care of parents or guardians. In most of these cases a man takes a girl away with whom he is not allowed to have contact. Four people left their children in a helpless situation. There was one case of ill-treatment by a parent of his child. As this group is not as important for the work of the juvenile bureau as the previously mentioned cases against minors under 18, there are no distinctions made between men and women, nor is there mention of how many were brought before the prosecutor.

C. The Prevention of Juvenile Delinquency.

The slogan "The juvenile delinquent of today is the criminal of tomorrow" is still too true to be neglected. The prevention of juvenile delinquency is therefore one of the most important duties of the juvenile bureau. Before mentioning what the juvenile bureau does in terms of prevention it will be well to linger a little on the concept of juvenile delinquency itself.

It is not easy to give an exact answer to the question what is meant exactly by the term juvenile delinquency. This is understandable if we consider the many different types of juveniles one gets at the juvenile bureaus and the juvenile courts. Juveniles with different backgrounds, living in different areas, committing different crimes, in short, if we are looking for a definition of juvenile delinquency we have to keep in mind all these differences. Furthermore it is clear that people in the field of criminology, social work and sociology will often have different opinions about this subject.

Paul Tappan mentions this also. In his opinion there are two general types of approach of the problem of delinquency: namely the legal or judicial view; and the administrative or casework view. These two viewpoints are to be seen in the work of the juvenile court (in the United States): the adjudication of a juvenile as a juvenile delinquent and the probation supervision.³⁶ Many psychologists and sociologists have given their definitions of juvenile delinquency. Teeters and Reinemann mention for example the definition of Dr. Cyrill Burt, who defines delinquency as occurring in a child "when his anti-social

³⁶Paul W. Tappan, Juvenile Delinquency, New York McGraw-Hill Book Company Inc. 1949, p. 4.

tendencies appear so grave that he becomes or ought to become the subject of official action."³⁷ These definitions have one thing in common: they indicate the fact that the juvenile delinquent is a child who is in serious trouble and who needs help.

The question that will arise first of all is: what is the reason for the misbehavior of the juvenile delinquent and how does he react to his deed? As juvenile delinquency is increasing all over the world it is even more important to answer the above mentioned questions.

What is the juvenile delinquent like? In other words what kind of personality does he have? Is he shy? Is he a repeater? How is his behavior at school, at home and in his recreational activities? What are his relationships? Before answering, it is good to realize that youth nowadays is different from youth 50 years ago.

Professor Dr. J H. van den Berg has given an explanation about the changes in the growing-up of children in his book "Metabletica" or the doctrine of Changes, in which he deals with the elements of historical psychology.

Our ancestors did not need psychological books to advise them how to deal with the problems of their

³⁷ Dr. Cyril Burt, The Young Delinquent, Appleton, New York, 1925, p. 15 (as quoted by Negley K. Teeters and John Otto Reinemann, The Challenge of Delinquency, New York, Prentice Hall, Inc. 1951, p. 5).

children for the simple reason that they did things in continuity. The child stood beside them. Nowadays the child does not live beside the parents anymore. There is a much greater distance between them.

(translation)³⁸

Every person interested in and concerned about youth knows that children have their own personalities and are not small adults. This knowledge, however, did not become apparent until the beginning of the twentieth century. Though it is important that people became aware of these facts, Dr. van den Berg points out the great danger at the same time:

When Ellen Key shouted in 1901 that the century of the child had arrived, all children could exult in the fact that there was at last someone who saw the miserable state to which the child and the adolescent had arrived by the complications of being grown-up, but at the same time they could burst into tears from the fact that this was necessary.

When the child draws the attention of the adults, there is something the matter with that child and with these adults. The child and the adolescent were never as safe as when there was no youth psychology. That psychology is the consequence of a state of emergency.

(translation)³⁹

According to Dr. van den Berg, society is at fault for the bad adjustments of our children. It is in his opinion more important that society is ill than that a particular individual is ill.⁴⁰

³⁸Dr. J. H. van den Berg, Metabletica, Fourth Edition, G.F. Callenbach, N.V., Nijkerk, 1957, p. 93.

³⁹Ibid., p. 104.

⁴⁰Ibid., p. 172.

He blames the school system on all levels. He says that the present school education is more infantile than years ago.⁴¹

Keeping the above mentioned in mind and coming back to the questions we have to ask ourselves about the juvenile in trouble it is clear that the juvenile bureau should be aware of these problems and these questions and should organize its program accordingly.

Looking at the charts of the juvenile bureau of the Hague, we see the list of cases that can come to the attention of the bureau. Also the agencies are mentioned that can be used for referral. Before referring any child it is absolutely necessary for the police officer to look into the case more thoroughly and to ask himself the previously mentioned questions.

Though the crimes committed by minors under 18 will usually be dealt with by the prosecutor, the chief inspector in charge of the bureau is allowed to make exceptions in cases where it is generally felt that the child will profit more from a wise referral than a court-case. Examples for this are the shoplifting cases, where the

⁴¹Ibid., p. 108

child is caught performing the crime for the first time or in a case where no recidivism is feared. However, it depends entirely on the case itself, and it is not possible to give strict rules for this. The same can be said for the referral itself. Each case will need its own special referral and it will depend entirely on the (mis)deed, the child, his background and his reaction which referral will be the best one.

In the Hague there are many possibilities for referral; this is a fortunate circumstance. The main source for referral is the Children's Protection Board. This board can file petitions to the Juvenile Court in the cases where it is felt necessary that the parents need help in the form of probation by private persons, who can be appointed by the Juvenile Judge. Or, if it is a case of very serious neglect they can file a petition to deprive the parents of their parental rights. In all cases, the juvenile bureau will send a report to the Protection Board to state the facts that have come to the attention of the bureau and the reason why the board is informed.

The cases in which no official action has to be taken can be referred to the more private agencies. In the Hague the Youth Psychiatrist of the Health Service is much used. As mentioned before the child who comes to

the attention of the juvenile bureau is a child in trouble, and it is not possible for the officer of the bureau to say what that trouble is. It is therefore very important to be able to refer a child to a specialist who will talk with parents and child under quite different circumstances than the police officer. Another advantage is the fact that the parents do not have to pay for treatment as the Health Service is a governmental agency. Beside these two, the juvenile bureau stands in close contact with the many schools, clubs and private agencies of general and specialized social work. The Welfare Service will be contacted if the family situation will require so. Agencies for tutorship and probation are the agencies who will provide private persons to the Juvenile Judge for his probation but who will also have a private probation system for the cases where a more official measure is not yet necessary.⁴²

The juvenile bureau of the Hague dealt with 2553 complaints in 1962. The boys were in the majority with a number of 1609 against 944 girls. The run-aways were the greatest number: 1193 (669 boys and 524 girls). Next follows the wantonness: 474 boys and 26 girls. Girls seem to have been more truant than the boys: 220 girls to 213

⁴²See for a more extensive explanation of the Children's Protection Board and the Juvenile Court Chapter I.

boys. Ill-behavior shows the figure of 141 boys and 124 girls. Dishonesty: 62 boys to 9 girls. In promiscuous behavior the figures are practically the same: 35 boys and 34 girls. Two boys and one girl were brought to the police for drunkenness. Eight boys and one girl were caught for begging on the street. For general bad behavior that could not be brought under one of the above mentioned the number is 5 boys and 5 girls. Of all these complaints 39 (19 boys and 20 girls) were referred to the Protection Board, and 73 were referred to other agencies. Thirty-six of these to the Youth Psychiatrist and 35 to an agency of social work. One was referred to the Juvenile Judge without contacting the Protection Board and one was referred to the Ministry of Education for a placement in a camp of this Ministry for difficult children. (The reason that the juvenile bureau does not refer more often to this Ministry lies in the fact that the Youth Psychiatrist will often refer cases to this Ministry for placement and the Ministry prefers to have a psychiatric report before placing a child.)

In the year 1962 nineteen hundred sixty five juveniles were released to the parents without referral or proces-verbaal. A contact with the juvenile bureau is very often preventive enough and it is therefore not always necessary to refer to a special agency. The juvenile officer has often so much experience with youth that it

is possible for him to advise the parents and the child to change their attitude without having to refer them to other agencies.

The juvenile bureau of the Hague deals also with family problems. In 1962, 123 cases were dealt with. Fifty-two cases of neglect were referred to the Protection Board. Seventeen cases of ill-treatment (that did not fall under the crime of ill-treatment and therefore did not go to the prosecutor) were referred to agencies of social work and the youth psychiatrist. Fifty-one cases of bad conduct of the parents were reprimanded by the officer of the juvenile bureau and one case was sent to the juvenile judge.

The bureau has a very sporadic control of so-called "hang-outs". The reason for this is not that it is not felt as a very important duty but simply that there are not enough personnel to fulfill this duty. The vice-squad and the bureau in charge of licenses and special by-laws have a regular control of these places. If necessary they will report to the juvenile bureau and a combined control takes sometimes place.

The chief inspector and the inspectors of the juvenile bureau are often speakers who lecture to different groups of people: parents associations, women's clubs, etc. Beside that they are members of different associations in

the community that deal with the problem of recreation and youth. It is felt at the bureau that public relations are very important. Very often one realizes that parents have no idea what a juvenile police bureau is or does, and they will hesitate to come to such a bureau with their problems. Only when their child has done something very wrong and the police have taken action, are the parents compelled to come to talk about it or to take their child home. Through the talks given by the members of the bureau it is possible to reach more parents and to assure them that it is better to come and talk about their problems before something goes wrong than after.

In conclusion, one can say that the juvenile bureau in the Hague has an extensive program and is constantly moving along with the changes in the society and its own community. From a social agency it has changed into a real police unit where the crime-detection is of enormous importance but where it is also realized that crime-prevention is the start of dealing with the problem of juvenile delinquency.

CHAPTER IV

THE ORGANIZATION OF THE POLICE JUVENILE PROGRAMS
IN THE NETHERLANDS

Of the sixty-three police forces that answered the questionnaire which was sent out to them (see Appendix II) fifteen did not have a special juvenile unit. These fifteen are from cities with a population that varies from 20,000 to 84,000. The majority lies, however, between 20,000 and 40,000. All fifteen gave some information about their dealing with juveniles. In all fifteen forces the Detective Division deals with the cases of juveniles, especially with the crimes committed by minors. Five have a special officer of the Detective Division who deals with these cases, and in addition, has other duties. Three of these five use only men for this job, and two have a police-woman performing this duty. Four of them have two persons for this particular work. The men doing this work have had their ordinary police training and have their police diploma Aa or B. One policewoman had that same training and the other has, besides her police diploma Aa, a diploma of a school of social work and a diploma of Child Protection Work A. She followed her social training on an in-service basis.

Of the other ten only five gave the number of the

personnel of the Detective Division with their training. The largest force (the city with approximately 84,000 inhabitants) has thirteen men working in the Detective Division: ten detectives, one sergeant, one adjutant and one chief-inspector. All of them have their normal police diplomas. Besides the chief-inspector who has a diploma of a H B.S., only one has a M.U.L.O. diploma. None of them followed an in-service training. The other four from cities with a population of 23,500, 26,000, 26,400, and 40,000 with a number of active personnel varying from 34, 59, 37, and 52, have the following number of people working in the Detective Division: four, seven, four, and six respectively. All are men and they have all had their normal police training. The only city that is somewhat striking is the one with a population of 26,000 and a number of active personnel of fifty-nine with seven men working in the Detective Division. The solution for this might be found in the fact that this city is very close to the Hague where most of the Corps Diplomatique is established. Many of these representatives of foreign countries live in this city. This requires special duties of the police. None of the men working in these Detective Divisions has had any in-service training.

Of the forty-eight other forces, three fall directly under the authority of the Chief of Police and two under

the Deputy-Chief. All the rest fall under the authority of the Detective Division in their force. This does not mean, however, that their juvenile programs are completely independent units. In the organization of their forces the juvenile program is merely one of the units like others under the Detective Division, like the organization in the Hague. These forty-eight forces are divided in the following groups:

Forces from cities with a population of:

10,000 - 20,000 inhabitants	(1)
20,000 - 30,000	" (4)
30,000 - 40,000	" (6)
40,000 - 50,000	" (6)
50,000 - 60,000	" (6)
60,000 - 70,000	" (4)
70,000 - 80,000	" (4)
80,000 - 90,000	" (2)
90,000 - 100,000	" (1)
100,000 - 125,000	" (4)
125,000 - 151,000	" (4)
174,000 - 261,000	" (3)
600,000	" (The Hague)
750,000	" (Rotterdam)
900,000	" (Amsterdam)

10,000 - 20,000

- 1) Character of the city: industrial.
- 2) Number of active personnel: 25.
- 3) Personnel of the juvenile program: 1 detective who is directly responsible to the commanding officer of the Detective Division, but who is no essential part of that division like the situation was in the five cases where no real independent juvenile program exists.
- 4) Training: the detective has his police diploma B and a diploma of a school of social work.
- 5) In-service training: the detective followed the courses for his social work training on an in-service basis.

20,000 - 30,000

- 1) Character of the city: 2 mixed and 2 industrial.
- 2) Number of active personnel: 30, 34, 36, and 44.
- 3) Personnel of the juvenile programs: all 4 forces have a policewoman. One of these women is called a social worker.
- 4) Training: the social worker has her inspector's diploma. She is a gymnasium or H.B.S. graduate. One of the women has her Child Protection Diploma B. Two have their police diploma Aa and two are M.U.L.O. graduates.
- 5) In-service training: two of the women followed some field training in other forces before starting the work

in their own juvenile program.

30,000 - 40,000

- 1) Character of the city: 4 mixed and 2 industrial.
- 2) Number of active personnel: 36, 42, 46, 47, 48, and 54.
- 3) Personnel of the juvenile programs: 1 has two detectives; 1 has a female sergeant and a detective working half-time; 1 has a policewoman; 1 has a female adjutant and a female clerk; 1 has a female inspector and a female clerk; 1 has a female sergeant.
- 4) Training: 7 women have a diploma of a school of social work; 1 woman has the inspector's diploma; 3 persons have the police diploma Aa; 4 persons are H.B.S. or Gymnasium graduates; 1 is a M.U.L.O. graduate.
- 5) In-service training: 1 woman attended classes in Social Psychology and Social Psychiatry at a university; 1 woman followed a course in Criminal Law and Criminal Procedure and Social Psychology.

40,000 - 50,000

- 1) Character of the city: 2 industrial and 4 mixed.
- 2) Number of active personnel: 45, 56, 56, 63, 67, and 68.
- 3) Personnel of the juvenile programs: 1 has a female sergeant and a detective; 1 has a female assistant-inspector while a detective of the Detective Division

assists her; 1 has a female adjutant, 2 detectives and a female assistant; 1 has a female assistant; 1 has a male sergeant and a policewoman; 1 has a male sergeant.

- 4) Training: 1 woman has a law degree; 2 women have a diploma of a school of social work; 5 persons have a police diploma B; 3 persons have a police diploma Aa; 3 women are H.B.S. or Gymnasium graduates; 2 persons are M.U.L.O. graduates.
- 5) In-service training: 3 women followed in-service training; 1 did field-work at a Children's Protection Board, a Juvenile Court and other juvenile programs; 1 got her police diploma B on an in-service basis and is working on her inspector's diploma; 1 followed a course in psychology.

50,000 - 60,000

- 1) Character of the city: 1 industrial, 3 mixed, 1 residential and 1 other (Navy Base);
- 2) Number of active personnel: 60, 70, 71, 74 (3).
- 3) Personnel of the juvenile programs: 1 has a female inspector, a male sergeant and two detectives; 1 has a female inspector and two policewomen; 2 have a female inspector and two detectives; 1 has a male sergeant and a policewoman; 1 has a male sergeant and a detective and a policewoman.

- 4) Training: 2 women have a law-degree; 1 woman has a diploma of a school of social work; 7 persons have a police diploma B; 6 persons have a police diploma Aa; 1 person has a police diploma A; 1 woman has an inspector's diploma; 4 women are H.B.S. or Gymnasium graduates; 5 persons are M.U.L.O. graduates.
- 5) In-service training: 1 detective got his social work diploma on an in-service basis; 2 persons did field-work in other forces; 1 person followed a course in Criminology at one of the universities.

60,000 - 70,000

- 1) Character of the city: 1 industrial and 1 other (has a more country-like character but is not quite residential).
- 2) Number of active personnel: 68, 82, 87, and 118.
- 3) Personnel of the juvenile programs: 1 has a vacancy for a female inspector; 1 has a male chief-inspector, a male sergeant and a detective; 1 has 3 detectives; 1 has a female inspector, a detective and a policewoman.
- 4) Training: 1 person has a Child Protection Diploma B; 1 person has the inspector's diploma; 1 detective has a diploma of a school of social work; 3 persons have a police diploma B; 4 persons have a police diploma Aa; 1 person has a police diploma A; 2 persons are H.B.S. or Gymnasium graduates; 1 person is a M.U.L.O. graduate.

- 5) In-service training: 1 detective got his social work diploma on an in-service basis; 1 detective is following courses in social work.

70,000 - 80,000

- 1) Character of the city: 2 industrial and 2 mixed.
- 2) Number of active personnel: 83, 95, 100, and 120.
- 3) Personnel of the juvenile programs: 1 has a female inspector, a male sergeant and a detective; 1 has a female adjutant and two detectives; 1 has a female assistant-inspector, a male sergeant and 1 detective; 1 has a female inspector and a vacancy.
- 4) Training: 2 women have a law degree; 2 women have a diploma of a school of social work; 4 persons have a police diploma B; 2 persons have a police diploma Aa; 3 women are Gymnasium graduates; 2 persons are M.U.L.Q. graduates.
- 5) In-service training: 1 woman followed courses for her social work diploma on an in-service basis and 2 women did field work in other forces.

80,000 - 90,000

- 1) Character of the city: 2 industrial.
- 2) Number of active personnel: 118 and 115.
- 3) Personnel of the juvenile programs: 1 has a female

inspector, 1 male adjutant, 1 male sergeant and a police-woman; 1 has a male adjutant, a male sergeant, 1 detective and a policewoman.

- 4) Training: 1 woman has a law degree; 1 woman has a diploma of a school of social work; 1 person has a Child Protection Diploma A; 3 persons have a police diploma B; 3 persons have a police diploma Aa; 1 person has a police diploma A; 1 woman is a Gymnasium and 1 woman is a H.B.S. graduate.
- 5) In-service training: None of the personnel followed any in-service training.

90,000 - 100,000

- 1) Character of the city: industrial.
- 2) Number of active personnel: 132.
- 3) Personnel of the juvenile program: 1 female inspector, 1 male sergeant, 2 detectives and 1 policewoman.
- 4) Training: 1 woman has a degree in criminology; 1 person has a diploma of a school of social work; 1 person has a police diploma B; 1 person has a police diploma Aa; 1 person has a police diploma A; 1 woman is a Gymnasium graduate.
- 5) In-service training: None of the personnel followed any in-service training.

100,000 - 125,000

- 1) Character of the city: all mixed.
- 2) Number of active personnel: 70, 128, 170, and 209.
- 3) Personnel of the juvenile programs: 1 has a female inspector, a male sergeant and 3 detectives; 1 has a female inspector, a male adjutant, a male sergeant, a detective and a male social worker; 1 has a female inspector, a male adjutant, 2 detectives and 2 police-women.
- 4) Training: 3 women have a law degree; 3 persons have a diploma of a school of social work; 8 persons have a police diploma B; 7 persons have a police diploma Aa; 4 persons are H.B.S. or Gymnasium graduates; 1 person is a M.U.L.O. graduate.
- 5) In-service training: 2 persons followed courses for social work; 1 person followed a course in Child Protection Work; 2 persons followed courses in Psychology and Psychiatry.

125,000 - 151,000

- 1) Character of the city: 2 are university cities with an industrial character and 2 are industrial.
- 2) Number of active personnel: 185, 196, 200, and 278.
- 3) Personnel of the juvenile programs: 1 has a female inspector, a female sergeant, 4 detectives and 3 police-

women; 1 has a male adjutant, a male sergeant, 1 detective and 1 policewoman; 1 has a female inspector, 2 male sergeants, 5 detectives and 2 policewomen; 1 has a female inspector, 1 male adjutant, 2 male sergeants, 4 detectives and 2 policewomen.

- 4) Training: 3 women have a law degree; 3 persons have a diploma of a school of social work; 13 persons have a police diploma B; 2 persons have a police diploma Aa; 4 persons have a police diploma A; 5 persons are H.B.S. or Gymnasium graduates or have had an equivalent training; 8 persons are M.U.L.O. graduates.
- 5) In-service training: 1 woman followed a course in criminal procedure at the university.

174,000 - 261,000

- 1) Character of the city: 2 industrial and 1 mixed.
- 2) Number of active personnel: 300, 330, and 500.
- 3) Personnel of the juvenile programs: 1 has a male inspector, a male sergeant, 6 detectives, 1 policewoman and a male clerk half-time; 1 has a female chief-inspector, a male sergeant, 2 detectives and a policewoman; 1 has a male chief-inspector, 1 female assistant-inspector, 1 male adjutant, 1 male sergeant, 11 detectives and 2 policewomen.
- 4) Training: 2 women have a law degree; 4 persons have a

diploma of a school of social work; 2 persons have a Child Protection Diploma or had an equivalent training; 2 persons have the inspector's diploma; 15 persons have a police diploma B; 8 persons have a police diploma Aa; 6 persons are H.B.S. or Gymnasium graduates; 5 persons are M.U.L.O. graduates.

- 5) In-service training: None of the personnel followed any in-service training.

600,000 -- The Hague

- 1) Character of the city: mixed.
- 2) Number of active personnel: 1200.
- 3) Personnel of the juvenile program: 1 female chief-inspector, 2 female inspectors, 2 male adjutants, 3 male sergeants, 12 detectives, 4 policewomen, 3 female clerks and 1 male doorman.
- 4) Training: 1 woman has a law degree; 2 women have a diploma of a school of social work; 2 persons have a Child Protection Diploma A; 16 persons have a police diploma B; 4 persons have a police diploma Aa; 2 persons have a police diploma A; 3 women are H.B.S. or Gymnasium graduates; 6 persons are M.U.L.O. graduates.
- 5) In-service Training: 3 persons worked for their Child Protection Diploma A on an in-service basis. One police-woman is still working for her social work diploma.

The chief-inspector gives an in-service course for new personnel in Child Protection work and the Juvenile Codes.

750,000 -- Rotterdam

- 1) Character of the city: industrial.
- 2) Number of active personnel: 1588
- 3) Personnel of the juvenile program: 2 female chief-inspectors, 2 female inspectors, 1 female assistant-inspector, 5 male sergeants, 1 female sergeant, 21 detectives, 7 policewomen and 3 men and 3 women for other duties (clerks, etc.).
- 4) Training: 3 women have a law degree; 1 woman has a degree in sociology; 1 person has a diploma of a school of social work; 2 women have the inspector's diploma; 10 persons have a police diploma B; 14 persons have a police diploma Aa; 5 women are H.B.S. or Gymnasium graduates.
- 5) In-service training: The chief-inspector in charge of the program gives a course for the personnel in the Juvenile Codes.

900,000 -- Amsterdam

- 1) Character of the city: mixed.
- 2) Number of active personnel: 1710.

- 3) Personnel of the juvenile program: 1 male chief-inspector, 2 male inspectors, 3 male sergeants, 21 detectives, 2 policewomen, 3 men and women for other activities (clerks, etc.).
- 4) Training: 3 men have the inspector's diploma; 8 persons have a police diploma B; 14 persons have a police diploma Aa; 15 persons have a police diploma A; 3 men are H.B.S. or Gymnasium graduates; 2 persons are M.U.L.O. graduates.
- 5) In-service training: None of the personnel followed any in-service training.

The preceding figures and information about the organization and training of the different police juvenile programs in the Netherlands suggest a few points that must be mentioned. Most of the forty-eight forces that actually have a juvenile program have women working in this program. In twenty-six of them a woman is in charge of the program. It is understandable that so many of the programs employ women beside men, for the work of the juvenile programs includes dealing with small children, girls and family problems where a female opinion can be useful. It is not true that men or women are more capable for a special case but the fact should be recognized that they might be complementary to each other; especially in the dealing with children and family problems this advantage should be used. In terms of training it can be noticed that with the exception of

the women in the ranks of sergeant, adjutant, assistant-inspector, inspector and chief-inspector, most members of the juvenile programs have had their ordinary police-training, i.e., the police diploma's A, Aa or B. If they want a promotion to sergeant all police personnel have to get their B diploma.

Though a M.U.L.O. graduation is one of the present requirements the older members of the police forces did not have to answer that requirement. Therefore not all of them have that particular diploma.

The women in the above mentioned ranks have mostly a law degree or a diploma of a school of social work. As is mentioned in Chapter III the training of the women in the higher ranks, i.e., the ranks of assistant-inspector and higher is still not satisfactory arranged so that there is still no uniformity on this point.

On the whole the in-service training is rather disappointing. It is remarkable however, that proportionally the smaller forces are doing more in terms of in-service training than the larger ones.

The smaller forces, in which the police juvenile program consists of only one or a few persons, pay more attention to the training of these people and will allow them to take time off for a special training and even will supply money for such training. If it can be arranged that

certain courses which pertain to the work of a juvenile program can be followed in working hours, it is understandable that it will be much more attractive for members of the juvenile program to attend these courses. As the ordinary police training takes a lot of time, especially the preparing of the classes and up to the rank of sergeant will take many years, it is often difficult for the men who are married to take off more of their spare time. It might be for this reason that of the 24 people who followed an in-service training, 11 were women, 5 were men and 8 were just mentioned as members of the juvenile program and not specified.

As is mentioned in Chapter III the in-service training in a larger force is a question of initiative on the side of the policeman or -woman. It means a lot of sacrifice and with the shortage of people and the accumulation of work it is obvious why there is so little enthusiasm for in-service training. However, these factors might be an explanation for the fact that so few people followed in-service training but it is no excuse for the forces to let things be as they are. As Juvenile Delinquency is on the increase and the juvenile programs of the police forces have to deal with more juveniles every year, the personnel working in these programs should be suitably equipped. Practical experience is very important

but that does not exclude some kind of theoretical training. It would be advisable if, besides the training of the women working in the police juvenile programs, the Ministry of Justice and of the Interior should get advice and information about a follow-up course for the personnel of the juvenile programs. This could be done in the form of the detective courses, that take place for police personnel, who attend such a course for five weeks and live a kind of college life, away from their force. As these detective courses have only been in practice for a short time, there is hope for the future, as it means that there are people in police circles who realize the importance of in-service training. But it cannot be stressed enough, however, that the police officials with an authoritative position in the police juvenile programs should be alert on this point and make suggestions for a good in-service training program which will be satisfactory for all policemen and -women working in this particular specialized unit.

CHAPTER V

THE FUNCTION OF THE POLICE JUVENILE PROGRAMS
IN THE NETHERLANDS

The functions of the police juvenile programs in the Netherlands just as the program in the Hague can be divided in the following groups:

a. The Control of Delinquency and Crime, which can be divided in the crimes committed by juveniles and the crimes committed by adults, and

b. The Prevention of Juvenile Delinquency.

Both groups will be dealt with following the answers of the questionnaire. The figures at the beginning of each set of statistics indicate the question in the questionnaire to which they pertain.

(10) Of the fifteen forces that have no separate juvenile unit six could not give an exact number of juveniles they dealt with over the year 1962. The other nine gave the following figures:

<u>Population</u>	<u>Boys dealt with:</u>	<u>Girls dealt with:</u>
24,000	45	11
26,000	62	15
26,400	95	6
30,500	183	47
40,000	75	20
45,000	85	10
54,600	214	62
58,000	315	84
84,300	423	56

The city that is outstanding with 183 boys and 47 girls is a city with a mixed character, but one in which industrialization is going so fast that the character of the city is rather dynamic. Remarkable however, is that in this force of 44 active personnel only one person (a male sergeant) is in charge of the juvenile policework, though the figures will have been taken from the whole force.

(11) Of the fifteen above mentioned forces only two do not mention cases where a juvenile has committed a crime. Of the other 13 two do not mention exact figures. Of the other 11 the figures are as follows:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>
23,500	29	3
24,000	35	1
25,000	16	1
26,000	45	5
26,400	9	1
30,500	60	9
40,000	60	8
43,000	42	3
45,000	85	3
54,600	88	3
58,000	139	13

As was to be expected the boys are far in the majority; the figures do not differ much if we take the number of inhabitants into consideration. The only city that sticks out with a small number is the one with only nine boys and 1 girl. The reason for this might be found in the fact that this city is on the skirts of a large city (175,000 inhabitants) where a special juvenile program deals with

juvenile cases and where very often children of this smaller city will commit their crimes and will be dealt with.

(12) The crimes that the above mentioned juveniles committed vary from theft to moral offenses which is understandable as there is no special juvenile unit in these forces. The Detective Division is in charge of the juvenile cases and will deal with the moral cases as well. (This in contrast with the larger forces where a special vice-squad will deal with moral offenses). The theft (petty-theft and theft of bicycles and motorcycles) is the crime that is most committed by these juveniles. If we take the above mentioned numbers again then we see the following:

<u>Boys who committed</u> <u>crimes</u>	<u>Girls who committed</u> <u>crimes</u>	<u>Theft</u> <u>Boys</u>	<u>Girls</u>
29	3	20	2
35	1	14	1
16	1	15	1
45	5	39	2
9	1	6	-
60	9	27	9
60	8	unknown	
42	3	38	3
85	3	63	2
88	3	61	3
139	13	131	13

(13) If we take into consideration again that these forces do not have a special juvenile unit, it is understandable that most of the criminal cases were dealt with

- by making up a special report (proces-verbaal) which was sent to the prosecutor to decide whether to prosecute
- (14) or not. From the mentioned cases only a very small number of juveniles were detained. Only in two forces were girls detained.
- (15) None of the fifteen forces has juvenile detention facilities, which is understandable as they have no special juvenile unit. The juveniles are, if
- (16) necessary, in the daytimes detained in a waiting room in the bureau and at night in the ordinary jail. Eight
- (17) of the eleven forces who gave figures about the crimes committed by juveniles have taken boys before the Public Prosecutor. No girls were taken before him.
- (19) It is irrelevant to talk about the crimes committed by adults, as the Detective Divisions that deal with the juvenile cases will also have the adult cases and the questions concerning these cases will not be dealt with for these forces. The Prevention of Juvenile Delinquency includes first of all the dealing with complaints about juveniles and possible referrals, while all forms of Public Relations will work preventively too.
- (22) Two of the fifteen forces do not give any specification about complaints about juveniles they dealt with. Of the other thirteen, three could not

give any figures of the complaints. The ten that are left show the following:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>
25,000	164	1
26,400	86	7
30,500	120	26
34,000	Total: 363	
40,000	18	12
45,000	15	7
54,600	161	57
58,000	64	55
84,300	423	56

As these forces have no juvenile unit the complaints about juveniles will not be dealt with in the same way as will be done in the forces who have special people appointed for this particular work. This does not mean that the policemen of these forces are not capable to deal with juveniles but only that these people have to do their ordinary police work, like detective work and patrol work beside the juvenile cases, so it will be hardly possible for them to look into these cases a little more thoroughly as so very often should necessarily be done.

The complaints in all these forces vary from run-away cases to all kind of wantonness. The boys are again in the majority. With the exception of truancy and run-away cases the real wantonness is more done by boys than by girls. In the forces where

(26) a juvenile program exists more attention is being paid to ill-behavior cases, where girls are very often involved.

(23) In the above mentioned forces the complaint-cases were mostly referred to the Children's Protection

(24) Board. Only six can give figures of these referrals:

<u>Population</u>	<u>Referral to Prot.Board</u>		<u>Referral to Private Agencies</u>	
	<u>Boys</u>	<u>Girls</u>	<u>Boys</u>	<u>Girls</u>
26,400	2	2	none	none
40,000	6	4	"	"
45,000	total: 11		unknown	
54,600	10	11	total: 15	
58,000	11	13	" : 37	
84,300	6	2	" : 3	

(25) The agencies used for referral are mostly Child Guidance Clinics agencies for Child Protection Work, Youth-Psychiatrists and Youthwork agencies.

Besides the above mentioned forces that give figures three forces mention the fact that they refer many cases to agencies in the community like the above mentioned but do not keep a record of them. Once force says it refers only to the Children's Protection Board and this Board will refer to other agencies if necessary.

The forces that only referred to the Protection Board give as reasons for that referral that the Board in their opinion is the best agency for referral as it

is better equipped than other agencies to deal with the different cases. One mentions also the fact that the police officers of the forces that have no special juvenile unit will not have the specialized qualifications to deal with juveniles other than to make up a proces-verbaal.

- (27) The following forces gave figures about the release of juveniles to their parents:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>
25,000	155	1
26,000	24	3
26,400	49	7
30,500	120	26
40,000	36	6
54,600	6	1
58,000	166	19
84,300	430	35

These figures do not give a right impression of the dealing with juveniles of these forces, as some of them have only given the cases where a juvenile was released to his parents without any further referral or measure, while others only gave the referral cases and the rest all the complaints without bothering about the cases where a crime was committed by a minor and a special report was not made up. As these forces have no juvenile unit, it is not relevant to pay too much attention to this fact, for in these cases, a general impression is the most important thing.

- (28) Six forces consider the Protection Board the most important agency for referral while four mention clinics and other Child Protection agencies as second-best. One does not want to give an opinion as it depends according to that force entirely on the case
- (29) which agency is best. Two forces make comments about the resources for referral in their community. One mentions the fact that its community does not have a Child Guidance Clinic with the result that parents will have to go to clinics in other cities if such treatment of their child is requested. The same is true for the Protection Board. It is for this reason that the police will release so many children directly to the parents (166-19). The other force that makes a comment points out that it will often refer to religious agencies or schools in the community as they also do not have a Protection Board in their city.
- (30) Of the fifteen forces thirteen give an affirmative answer to the question if they deal with family cases.
- (31) These cases vary from marriage problems to difficulties with the children where the parents disagree with each other about measures to take, or alcoholism of one of the parents. Most of the forces deal only occasionally with these cases and do not have special figures of them. The forces that give figures are

the following:

<u>Population:</u>	<u>Family Cases:</u>
26,400	9
30,500	9
40,000	10
45,000	94
54,600	328
58,000	16
84,300	31

The force that sticks out is the one with 328 cases. These cases include housing problems and difficulties with neighbors. It is questionable if these are family problems where children are involved.

- (32) With the exception of two forces that did not answer the question the other thirteen have some kind of inspection of so-called "hang-outs". In some forces
- (33) the Detective Division will take care of this, in other the Uniformed Division or the bureau that takes care of the by-laws. Only four forces do something in the
- (35) field of Public Relations in connection with youth and juveniles. Talks are being given to groups of people and two forces cooperate in vacation programs in the community.

The 48 forces that have separate juvenile programs show the following figures, divided in the same groups as in Chapter IV.

10,000 - 20,000

(10) This force does not register the number of
juveniles who come to the attention of the juvenile
(11) unit during one year. During the year 1962, thirty-six
(13) boys and two girls (who had committed crimes),
were dealt with. Twenty of the boys and both girls
got a special report. The crimes these juveniles
(12) committed are mainly theft, joyriding, destruction and
embezzlement, while a few moral crimes committed by
boys were also handled.

(14) Only one boy was detained as juveniles are
(15) usually not detained. This force has no detention
(16) facilities for juveniles and if a case requires
detention the prosecutor will be consulted first.
(17) The same boy was taken before the prosecutor.

(19) This juvenile unit as assistants of the Detect-
ive Division, deals only with crimes committed by
adults; therefore, no figures are mentioned.

(22) The unit dealt with 105 children in terms of
complaints. Twenty-six of them had run-away from
home or from an institution, while the others were
not specified.

(23) Fourteen reports were sent to the Protection
Board and the Prosecutor about complaint-cases. Only
(24) a very few (no figures) cases were referred to other

agencies besides the Protection Board.

- (30) The unit deals also with family problems, but no figures are kept.
- (32) The inspection of the so-called "hang-outs" is done by the juvenile unit but also by members of the Uniformed Division.
- (35) In terms of Public Relations the Chief of Police and the detective who works in the juvenile unit give talks and keep in close contact with persons and agencies in the community who deal with juvenile delinquents.

20,000 - 30,000

- (10) One force does not give any figures of juveniles dealt with during the last year. The other figures
- (11) are as follows:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>
20,000	18	7
25,000	43	-
28,000	36	7

The crimes those juveniles committed are mostly theft and joyriding with motorbikes and a few moral offenses.

The following figures show how many juveniles got a special report and how many were detained:

<u>Population:</u>	<u>Juveniles with special report:</u>		<u>Juveniles detained:</u>	
	Boys	Girls	Boys	Girls
20,000	18	7	1	-
25,000	39	-	6	-
28,000	17	3	-	1

(15) None of the forces has juvenile detention facilities.

If detention is necessary the juveniles are mostly
(16) detained in the ordinary jail.

(17) The following numbers show how many juveniles
were brought before the Prosecutor:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>
20,000	1	-
25,000	5	-
28,000	-	1

(19) Three of the four forces do not deal with crimes
committed by adults. The fourth only deals with them
(20) in so far as children are connected in cases such as
moral offenses where children are heard as witnesses.

(21) All four forces have a combined program.

(22) Of the complaints the figures are as follows:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>
20,000	130	3
25,000	83	30
28,000	72	28

The complaints are in all three forces more or less
the same and vary from running away from home, truan-
cy, ill-behavior at home or at school to any form of
wantonness.

(23) The figures of referral are as follows:

<u>Population:</u>	<u>Referral to Prot. Board</u>		<u>Referral to private agencies</u>	
	Boys	Girls	Boys	Girls
20,000	4	2	no figures	
25,000	3	7	7	9
28,000	4	4	9	10

The agencies these units referred to are Child Protection Board, probation and parole agencies and social workers of the community or the various churches.

One force did not mention the figures of cases referred to agencies in the community but states the fact, though not often, it will refer to social workers and church-workers. Only two forces answered the question about the releasing of juveniles to their parents:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>
25,000	58	3
28,000	42	16

Two forces think that the Child Protection work agencies are the most efficient for referral but one mentions the fact that its community has little or no facility for referral. The third thinks that it depends entirely on the case which agency is best. The last force does not give any opinion.

All four deal with family cases, but only two mention the kind of cases, which are in both cities a number of fifteen and vary from marriage problems to neighbor quarrels.

The third force can only give the number of cases and mentions the fact that there are family clinics in the community. Three juvenile units

have an incidental inspection of so-called "hang-outs" but mostly in combination with another unit such as the Uniformed Division or the unit that deals with the by-laws. The fourth unit only mentions the inspection but does not give any explanation.

- (35) In terms of Public Relations all four bureaus are active. Three mention the giving of talks by members of the units for various groups of people in the community.

In two units the members are often members of the board of various agencies in the society that deal with juveniles or are in the field of Child Protection work.

One program is included in the education of school children in traffic-problems. The force to which this program belongs organizes in cooperation with teachers of different schools socker-games between the boys of the highest forms of these schools. They play on their free afternoons and there is a great interest in the use of this use of leisure. This Police-School Socker Organization gives out a monthly magazine, called "De Schakel" (i.e. The Link).

30,000 - 40,000

- (10) Of the six forces in this group only two can give the number of juveniles their juvenile unit dealt

with during the past year. These numbers are:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>
31,000	600	50
36,000	200	100

- (11) Five of the six units deal with crimes committed by juveniles and one only in cooperation with the Detective Division in moral offenses. This last one does not give any figures. The others show the following:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>
30,000	65	7
31,000	39	-
31,600	43	1
34,200	66	9
36,000	57	2

The crimes committed are as usual mostly theft, destruction, joyriding, and a few moral offenses.

- (13) Two forces do not give the number of juveniles who got a special report and were detained. The other four give the following figures:

<u>Population:</u>	<u>Juveniles with special report</u>		<u>Juveniles detained</u>	
	<u>Boys</u>	<u>Girls</u>	<u>Boys</u>	<u>Girls</u>
31,000	12	-	4	-
31,600	43	1	6	1
34,200	66	9	4	-
36,000	57	2	6	-

- (15) None of the six forces have special juvenile detention facilities. All of the units put juveniles in the ordinary police jail if detention is requested.

- (17) The following figures show how many juveniles were brought before the Prosecutor:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>
31,000	1	-
31,600	1	-
34,200	4	-
36,000	6	-

- (19) None of the juvenile units deals with crimes committed by adults, though most of them cooperate with the Detective Division if requested. This happens mostly where moral offenses are concerned. Five of the six units have a combined program. The one unit that does not deal with juveniles who have committed crimes deals only with complaints about juveniles. Two units did not give figures about the complaints.

The other data are as follows:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>	<u>Total:</u>
31,000	136	6	
31,600			202
35,650			239 (family cases included)
36,000	147	99	

The complaints vary with the exception of the force from the city with the population of 35,650 where the total of the complaints include the family cases, from petty-theft to run-away cases, truancy, ill-behavior at home or at school and any other form of wantonness.

- (23) The figures of referral are as follows:

	<u>Population:</u>	<u>Referral to Prot. Board</u>	<u>Referral to private agencies</u>
(24)	31,000	none	7 1
	31,600	total: 34	unknown
	35,650	" : 49	total: 29
	36,000	" : 20	" : 50

(25) All six mention the various agencies they refer to if necessary. These agencies vary just as in the other forces from Guidance Clinics and Child Protection Agencies to probation and parole agencies and social

(27) workers in the community. Three units cannot give the figures of juveniles who were released to the parents.

The others are:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>	<u>Total:</u>
31,000	2	6	
35,650			41
36,000	200	100	

(28) Four units think that the Child Guidance Clinics are the best agencies for referral though one is a bit skeptical as it mentions the fact that the parents will not go again after one or two visits. One unit thinks that referral depends completely on the case itself. The last unit did not give any

(29) comments on this point. Two units have no opinions about the agencies of referral in their community. One mentions the excellent cooperation between the unit and the various agencies and three complain about the long waiting lists and the fact that their

communities do not have the various agencies as the large cities for example.

- (30) All units deal with family cases. Two do not
(31) mention the kind of these cases but the other four
vary from marriage problems to the parents being
(32) alcoholics. Two units have no inspection of the so-called "hang-outs". Three have this inspection in cooperation with other units like the Uniformed Division and the Detective Division. In the forces where the
(33) juvenile unit does not have this inspection these just mentioned units will have this duty. In terms of
(35) Public Relations all six forces are active. The members of the units give talks to various groups of the population, are appointed by the juvenile judge to probation officer (tutor) in difficult cases or are members of boards of Child Protection agencies in the community. In one force the traffic-education of the school children is used to get a better contact between youth and the police. The unit that has an excellent contact with the various agencies in its community mentions the personal contact with the people of these agencies, schools and social workers.

40,000 - 50,000

- (10) Two forces did not give the number of juveniles their juvenile unit dealt with. The figures of the others are as follows:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>	<u>Total:</u>
40,000	95	53	
42,000	162	21	
45,000			389
47,500	93	41	

- (11) All units deal with crimes committed by juveniles.

- (12) The figures of the units that mention them are:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>	<u>Total:</u>
40,000	60	2	
40,000			35
42,000	76	2	
45,000	78	19	
47,500	67	11	

The crimes are mostly theft, destruction, joyriding and a few moral offenses.

- (13) The figures of the special reports and detention are:

<u>Population:</u>	<u>Juveniles with special reports</u>		<u>Juveniles detained</u>	
	<u>Boys</u>	<u>Girls</u>	<u>Boys</u>	<u>Girls</u>
40,000	total: 35		unknown	
40,000	93	8	16	-
42,000	42	-	9	-
44,000	total: 211		5	-
45,000	74	18	5	-
47,500	53	11	-	-

- (15) Four units have no special juvenile detention facilities and will detain juveniles in their police-jail.
- (16) One unit does not give figures about juveniles brought before the Prosecutor. The others are:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>
40,000	9	-
42,000	-	-
44,000	3	-
45,000	2	-
47,500	2	-

- (19) None of the units deals with crimes committed by adults but two mention the fact that they will assist by hearing in moral offenses.
- (21) All six have a combined program.
- (22) The figures of the complaints are as follows:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>	<u>Total:</u>
40,000			279
40,000			380
42,000	92	19	
44,000	No figures given but the mentioning that there were more complaints about boys than about girls, though the complaints about the girls were more serious.		
45,000			350
47,500	26	14	

The complaints vary from wantonness in different forms to run-away cases and ill-behavior.

- (23) Four units could not give exact figures about referral. The other two gave the following:

<u>Population:</u>	<u>Referral to</u> <u>Prot. Board</u>		<u>Referral to private</u> <u>agencies</u>	
	Boys	Girls	Boys	Girls
42,000	4	8	4	8
47,500	1	2	6	1

- (25) All the units mention as private referral agencies, Child Guidance Clinics, various agencies for Child Protection work, probation and parole agencies, Welfare agencies and social workers of the community or the different churches.
- (27) Three units cannot give the number of juveniles who were released to the parents. The others show:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>	<u>Total:</u>
40,000	95	53	
42,000	58	6	
45,000			281

- (28) Two units consider the Children's Protection Board the most important source for referral. Three do not give comments on this point and one thinks that it depends on the case, though the agencies of psychological nature like the Child Guidance Clinics are preferred.
- (29) Four units have no comments about referral-possibilities in their community. One mentions the fact that referral in its community is difficult and people will therefore go to Amsterdam as the nearest large city while the last unit mentions many agencies for referral and a very good cooperation between them.

- (30) All units deal with family cases which vary
- (31) from marriage problems to the leaving of children.
- (32) One unit has no inspection of the so-called "hang-outs".
- (33) In that force the Uniformed Division and the Detective Division have this duty. The other five have this inspection in cooperation with other units of the force.
- (35) Three units do not do anything in terms of Public Relations. In two forces talks for various groups of the population are considered and there is contact with the schools on this point. One unit (population: 44,000) helps a private agency in community work to organize an annual camp for maladjusted boys of 10 to 16 years of age. Most of these boys have been in touch with the juvenile unit, while the agency takes care of the financial part.

50,000 - 60,000

- (10) There are six forces in this population group. The juvenile units of these forces dealt with the following number of juveniles during the past year:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>	<u>Total:</u>
50,000	150	290	
50,000	767	169	
52,000	236	32	
52,000			443
54,000	39	1	
57,000	240	109	

(11) All units deal with juveniles who have committed crimes:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>	<u>Total:</u>
50,000	26	2	
50,000	212	46	
52,000	93	14	
52,000			140
54,000	39	1	
57,000	163	17	

(12) The crimes vary from theft (which is the greatest number) to embezzlement, joyriding, destruction and a small number of moral offenses.

(13) The following numbers show the special reports and detention:

<u>Population:</u>	<u>Juveniles with special reports</u>		<u>Juveniles detained</u>	
	Boys	Girls	Boys	Girls
50,000	26	2	2	-
50,000	81	12	19	-
52,000	14	2	6	-
52,000	total: 36		2	-
54,000	39	1	7	-
57,000	77	5	21	-

(15) None of the units has juvenile detention facilities.

(16) All of them will put juveniles if necessary in the ordinary jail. One force is near Amsterdam and will bring girls if necessary to the special home for girls of the juvenile program of Amsterdam.

(17) Juveniles brought before the Prosecutor:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>
50,000	2	-
50,000	11	-
52,000	6	-
52,000	-	-
54,000	6	-
57,000	10	-

- (19) All units will deal, if requested, with crimes committed by adults, but all are doing this in cooperation with other units such as the Detective Division or the vice-squad. The crimes are mostly moral offenses and, in cooperation with the Detective Division, the leaving of children without care or protection.
- (21) All units have a combined program. One unit could not give the exact number of the complaints.
- (22) The others are as follows:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>	<u>Total:</u>
50,000	314	457	
50,000	544	106	
52,000	44	25	
52,000			135
57,000	85	110	

The complaints vary from all kinds of wantonness to run-away cases, ill-behavior and truancy. The numbers

- (23) of referral are as follows:

<u>Population:</u>	<u>Juveniles referred to Prot. Board</u>		<u>Juveniles referred to private agencies:</u>	
	Boys	Girls	Boys	Girls
50,000	47	33	total: 78	
50,000	9	5	19	15
52,000	6	4	total: 15	
52,000	total: 17		" : 27	
54,000	5	6	no figures	
57,000	17	20	11	6

(25) The private agencies used in the community vary from Child Guidance Clinics to Family Clinics, agencies for Child Protection work. Welfare agencies, probation and parole agencies and social workers of the different churches, factories or town-hall.

(27) Figures about the release of juveniles to the parents are:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>	<u>Total:</u>
50,000	All the juveniles the unit dealt with except 2 boys who were brought before the Prosecutor.		
50,000	658	137	
52,000	55	21	
52,000			104
54,000	55	6	
57,000	86	12	

(28) Three units think the Child Guidance Clinics the most important for referral. One mentions the fact that these clinics pay more attention to the physical condition of the child and the parents expect more guidance in the psychological sense with the result that there are many disappointments. One unit thinks referral depends entirely on the case itself and one considers the after-care agency for mentally retarded children and the family clinics the best referral agencies in its community. Only two

(29) units have comments about the referral possibilities in their community. One mentions the need for a

school for mal-adjusted children and the other has a protestant family clinic which will take cases of all denominations but people will not go there.

(30) All units deal with family cases, which vary

(31) from marriage problems to educational problems with

(32) their children. All units have the inspection of

so-called "hang-outs" but this inspection is in many

of the forces done in cooperation with other units of

(33) the force.

(35) Only one unit does not do anything in terms

of Public Relations. Of all the others members of the

unit give talks to various groups in the community

or schools. Members are sometimes tutors (probation

officers) appointed by the juvenile judge and members

of boards of youth agencies or agencies for Child

Protection work.

In one city (population: 52,000) there is a

good cooperation with Youth Boards to organize

recreation-activities during the vacations. In the

same city there is a Youth Traffic Brigade. The

members from 15 to 19 years of age will assist on

the weekends on pedestrians crossings. In cooperation

with some factories in this community a film is being

made of the activities of this Brigade and this film

will be shown to youth groups.

60,000 - 70,000

- (10) There are four forces in this population group. One, however, has had a vacancy in the juvenile unit for a female police officer for such a long time that it was impossible to give any figures at all. Of the other three units only two were able to give figures of the juveniles they dealt with.

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>
60,000	89	26
62,000		vacancy
65,000	290	50
67,000		no figures

- (11) Only the two that gave the figures deal with crimes committed by juveniles:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>
60,000	68	10
65,000	52	2

- (13) The figures about special reports and detention are as follows:

<u>Population:</u>	<u>Juveniles with special reports:</u>		<u>Juveniles detained:</u>	
	<u>Boys</u>	<u>Girls</u>	<u>Boys</u>	<u>Girls</u>
60,000	26	8	3	-
65,000	23	1	7	-

- (15) None of the units has juvenile detention

- (16) facilities and they will detain juveniles in jail.

- (17) Only the unit from the population of 65,000 took two boys before the Prosecutor the last year.

- (19) The units do not deal with crimes committed by adults though they will assist by the hearing of juveniles in moral cases. The two units that gave figures have a combined program. The one that does not deal with crimes committed by juveniles (67,000) cannot give any figures or nature of complaints. Of the other two the figures are as follows:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>
60,000	22	5
65,000	260	55

The complaints are mostly wantonness and run-away cases. Only the referral to the Protection Board

- (23) has been put down:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>
60,000	2	-
65,000	13	9

- (24) Referral to private agencies took place often but as these referrals very often were done by phone no figures were written down. The private agencies used for referral are Child Protection agencies and the social workers of the various churches and Child Guidance Clinics.

- (27) The figures of release to the parents are the following:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>
60,000	74	9
65,000	100	20

- (28) The unit of the last force (65,000) considers the Child Guidance Clinic as the most important for
- (29) referral. The unit from the largest city (67,000) says the Child Protection agency for probation and parole is the most active in the community.
- (30) All four units deal with family problems if requested. Only the two already mentioned give figures and nature of the problems, which varies from marriage problems to difficulties with neighbors.
- (32) All four units have in theory the inspection of the so-called "hang-outs" but in practice will
- (33) this inspection take place in cooperation with other units (by-laws and Uniformed Division).
- (35) Three of the units do a little in terms of Public Relations, in the form of talks to various groups of the population. In the force of the population of 65,000 a female sergeant of the Uniformed Division does more in terms of Public Relations than her colleagues of the juvenile unit. She organizes the school-traffic brigades, the park-brigades of juveniles who voluntarily help in the parks, the so-called "building-clubs", which consists of juveniles who will try to prevent wantonness in the neighborhood of constructions etc. She also organizes vacation-recreation activities in various forms.

70,000 - 80,000

- (10) Of the four units in this group one cannot give the number of juveniles the unit dealt with. The other gave the following numbers:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>	<u>Total:</u>
70,000	165	61	
75,000			760
77,000	143	71	

- (11) One unit does not deal with crimes committed by juveniles. The others are as follows:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>	<u>Total:</u>
70,000	141	12	
70,000	39	2	
75,000			39

The crimes do not show any differences with the crimes committed by juveniles in the previous mentioned groups and vary from theft to destruction and in the joyriding with a few moral offenses and a case of arson.

- (13) The figures of special reports and detention are as follows:

	<u>Population:</u>	<u>Juveniles with special reports:</u>		<u>Juveniles detained:</u>	
		<u>Boys</u>	<u>Girls</u>	<u>Boys</u>	<u>Girls</u>
(14)	70,000	46	-	12	-
	70,000	23	1	1	-
	75,000	no figures		no figures	

- (15) One unit has no special detention facility for
(16) juveniles and one has a special cell in the jail.

(17) Juveniles brought before the Prosecutor are the following:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>
70,000	12	-
70,000	-	-
75,000	9	-

(19) The three units that dealt with crimes committed by juveniles deals also with crimes committed by adults. These crimes are mostly crimes committed by adults in cooperation with juveniles and the crime withdrawal of children from parents or guardians. These three units have a combined program while the last one (77,000) only deals with complaints. The figures are as follows:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>	<u>Total:</u>
70,000	no figures		
70,000	126	50	
75,000			661
77,000	143	71	

The complaints vary from ill-behavior to truancy and run-away cases. Only one unit (70,000) gives figures of referral. (Protection Board: 24 boys and 32 girls, and 3 boys and 3 girls to private agencies.) The agencies for referral are mostly Child Protection and Welfare agencies and Child Guidance Clinics. Only the unit that gave the figures for referral gives figures of release to the parents: 16 boys and 1 girl. None of the units makes special

- (28) comments about the referral though two mention the fact that referral depends on the case in question and
- (29) there is a need in their community for a Child Guidance Clinic and a Family Clinic.
- (30) All four units deal with family problems,
- (31) varying from marriage problems to alcoholism of the
- (32) parents. One unit has the inspection of the so-called
- (33) "hang-outs" and the other three have this inspection in cooperation with other units (Uniformed Division or by-law unit).
- (35) All four units have duties in terms of Public Relations. The members give talks to various groups of the community; in some forces members are tutors (probation officers) appointed by the juvenile judge and in three units the inspector is a member of various boards of agencies for youth work.

80,000 - 90,000

- (10) The two units in this group dealt with the following juveniles during 1962:

<u>Population</u>	<u>Boys:</u>	<u>Girls:</u>
82,000	327	217
85,700	359	219

- (11) Only the last one could give figures about the crimes committed by juveniles as the first one only started to deal with this group on January 1, 1963.

- (12) The last one gives the following figures: 143 boys and 24 girls. The crimes vary from theft, which is as usual the largest portion, to joyriding and a few (13) moral offenses. Sixty-one boys and 3 girls got a special report while 20 boys and no girls were detain- (14) ed. There are no special juvenile detention facilities (15) but a new police building has been planned where these facilities will be. Thirteen boys and no girls were (17) brought before the Prosecutor.
- (19) The two units do not deal with crimes committed by adults. The figures of the complaints dealt with (22) are as follows:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>
82,000	276	210
85,700	216	195

- The complaints are the same as in the other groups and vary from run-away cases and truancy to ill-behavior and wantonness. Referral shows the (23) following:

(24) <u>Population:</u>	<u>Referral to</u> <u>Prot. Board</u>		<u>Referral to</u> <u>private agencies</u>	
	Boys	Girls	Boys	Girls
82,000	26	13	no figures	
85,700	4	13	13	11

The figures of referral to the private agencies are not complete as the last unit mentioned the fact that referral took place more often, for example in cases

where repeaters are concerned and the agency, that had contact before, is informed. The agencies this unit (25) uses are Child Guidance Clinic, schools and Welfare agencies.

(27) The figures of release to the parents are:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>
82,000	80	25
85,700	157	79

(28) The first unit has the opinion that referral depends entirely on the case in question. The other thinks the Protection Board the most important and mentions the long waiting lists of the Child Guidance (29) Clinics which make referral very difficult. Both (30) units deal with family problems. The last unit has a special social section of the unit that deals with these (31) problems, which vary, as usual, from marriage problems to alcoholism of the parents. Both units try the (32) inspection of the so-called "hang-outs", but lack of time and personnel makes it necessary to do this (33) in cooperation with other units as in many other forces.

(35) The first unit does not do anything in terms of Public Relations. Talks to various groups of the population, if requested, are given by other members of the force. Tutorship (probation officers) is not assumed any longer as it gave conflicts with the

police duties of the police officers. The other unit works in terms of Public Relations as follows: a policewoman works weekly in a club-settlement. Members of the unit have functions in various boards of agencies in the field of Child Protection work.

90,000 - 100,000

- (10) There is only one force in this group (93,000) which cannot give too many figures. It has not registered the number of juveniles with which it dealt during 1962. About the crimes committed by juveniles
- (11) the figures are: 215 boys and 19 girls, while the
- (12) crimes are as usual mostly theft, joyriding and destruction.
- (13) Hundred ninety-eight boys and 18 girls got a special report. It is not known how many were detain-
- (14) ed. There is no special juvenile detention facility
- (15) and the juveniles will, if necessary, be detained in
- (16) the jail. Ten boys and no girls were taken before
- (17) the Prosecutor. The unit deals with crimes committed
- (19) by adults and the only crime they dealt with during
- (20) 1962 was the leaving without care of children. The
- (21) unit has a combined program but cannot give figures of the complaints, which vary from ill-behavior and
- (22) truancy to run-away cases and wantonness in various

(23) forms. No figures are given about referral. The
 (24) private agencies used for referral are Child Guidance
 (25) Clinics, Family Clinics, Welfare and Child Protection
 (27) agencies. No figures about the release to the parents
 (28) are given. The unit considers the Protection Board
 the most important for referral and mentions the fact
 (29) that there are sufficient sources for referral but it
 (30) is often impossible to give help immediately. The unit
 deals with family problems but does not give the nature
 of these problems. It has the inspection of the
 (32) so-called "hang-outs". In terms of Public Relations
 (35) talks are given sometimes for parents-teachers organi-
 zations.

100,000 - 125,000

(10) Of the four units in this group one (110,000)
 cannot give any figures over the year 1962 as the
 commanding officer (female inspector) was on sick-leave.

The figures of juveniles dealt with of the other
 units are as follows:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>
100,000	298	65
115,000	823	94
125,000	1956	941

- (11) All of the units deal with crimes committed by juveniles:

	<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>
	100,000	184	20
(12)	115,000	total: 796	
	125,000	637	20

- (13) The figures of the special reports and detention are as follows:

	<u>Population:</u>	<u>Juveniles with special reports</u>		<u>Juveniles detained</u>	
		Boys	Girls	Boys	Girls
	100,000	total: 63		5	-
	115,000	" : 91		14	1
	125,000	587	17	7	-

- (15) None of the units have special detention facilities for juveniles and they will be detained in
(16) the ordinary police jail. The following numbers show
(17) the juveniles brought before the Prosecutor:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>
100,000	2	-
115,000	7	1
125,000	7	1

In all three units the crimes committed by juveniles are partly dealt with by the Detective Division. The above mentioned figures for the unit of the population of 125,000 inhabitants are therefore combined with the figures of the Detective Division. As usual is theft the most common crime for this age-group and the other crimes vary from

joyriding to destruction and arson.

- (19) Three units deal with crimes committed by adults.
The last unit (125,000) does not deal with these crimes.
- (20) The crimes of the first three are a few moral offenses and the crime of leaving children without care.
- (21) All four have a combined program.
- (22) The figures about the complaints are as follows:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>	<u>Total:</u>
100,000			310
115,000			316
125,000	1312	921	

The complaints vary from ill-behavior to run-away cases and truancy and various forms of wantonness.

- (23) The figures of referral are as follows:

	<u>Population:</u>	<u>Referral to Prot. Board</u>		<u>Referral to private agencies</u>	
		Boys	Girls	Boys	Girls
(24)	100,000	15	37	total: 12	
	115,000	total: 8		no figures	
	125,000	66	75	277	209

Only the last two units mention the nature of the

- (25) agencies for referral. These vary from agencies for Child Protection work and probation and parole to Child Guidance Clinics and Welfare agencies.
- (27) The figures of the release to the parents are:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>	<u>Total:</u>
100,000	197	61	
115,000			902
125,000	no figures		

- (28) One unit does not make any comments about the referral preference. Two think that referral depends always on the case itself and one mentions the Protection Board and the Clinics for Child Guidance and Family cases as the most practical. The last unit
- (29) (125,000) would like to have a home in its community for people who are temporarily without abode.
- (30) All four units deal with family problems. These
- (31) cases are mostly marriage problems and alcoholism of the parents. One unit has the inspection of so-called "hang-outs" (110,000). Three have this inspection
- (32) only in cooperation with other units (by-law unit and
- (33) vice-squad). All four units have some duties in
- (35) terms of Public Relations in the form of giving talks to various groups in the community and the writing of articles in magazines about Juvenile Delinquency.

125,000 - 151,000

- (10) Of the four units in this group one only sent an annual report over 1962 and not all figures are given accordingly to the questionnaire while questions about Public Relations and detention facilities were not answered for example. This is the unit from the city with 130,400 inhabitants. Only one unit could give the number of juveniles it dealt with during 1962. Population: 136,000, 1788 boys and 608 girls.

(11) All four units deal with crimes committed by juveniles:

(12)	<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>	<u>Total:</u>
	130,400			166
	136,000	517	26	
	140,000	122	10	
	150,000	458	57	

(13) The figures about special reports and detention are as follows:

<u>Population:</u>	<u>Juveniles with special reports</u>		<u>Juveniles detained</u>	
	Boys	Girls	Boys	Girls
130,400	total: 166		unknown	
136,000	572	27	22	-
140,000	122	10	5	-
150,000	88	10	35	1

(15) The three units who have answered the question about the detention have no special facilities on this point for juveniles and children will, if requested, be

(16) detained in the jail.

(17) The figures about juveniles brought before the Prosecutor are:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>
136,000	14	-
140,000	5	-
150,000	18	-

(19) Three of the four units deal with crimes committed by adults but only one deals with moral offenses and one with crimes committed by adults in combination

(20) with juveniles. The last one deals with crimes like

the leaving of children without care and withdrawal from parents and guardians.

(21) All four have a combined program.

(22) The figures about the complaints are:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>	<u>Total:</u>
130,400			572
136,000	1197	614	
140,000			712
150,000			603

(23) Only two units can give figures about the referral to the Protection Board or private agencies:

<u>Population:</u>	<u>Referral to</u> <u>Prot. Board</u>	<u>Referral to</u> <u>private agencies</u>
	Boys Girls	Boys Girls
130,400	total: 48	total: 38
136,000	total: 42	14 23

(25) The private agencies for referral vary from Child Guidance Clinics to all kind of agencies in the field of Child Protection work.

(27) The figures about the release to the parents are:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>	<u>Total:</u>
130,400			181
136,000	1216	581	
140,000			303
150,000	341	47	

(28) One unit does not give any comments about referral (only annual report). One thinks that the agencies in the field of Child Protection work are

(29) the most useful and mentions the fact that there are

many of these agencies in its community. Two think that the Protection Board is important while one of these gives a second place to the Child Guidance Clinics, though here too long waiting lists are a problem.

- (30) All units deal with family problems, which
 (31) vary from ill-treatment to marriage problems. All
 (32) four units have the inspection of the so-called
 "hang-outs", though two have this inspection in
 (33) cooperation with the by-law unit and the Uniformed
 (35) Division. Three units mention Public Relations
 activities. Members give talks to schools and
 various groups of the population. Articles are
 published in police magazines and police officers of
 the unit are members of boards of agencies in the
 field of social work and Child Protection work.

174,000 - 261,000

- (10) There are three units in this group. The
 figures of the juveniles the units dealt with are as
 follows:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>
174,000	1340	270
175,000	351	20
260,000	485	37

- (11) All three units deal with crimes committed by juveniles:

(12)	<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>
	174,000	1133	95
	175,000	188	11
	260,000	538	81

The crimes are as usual theft in various forms, joy-riding, destruction and in one case a few moral offenses.

- (13) The figures of special reports and detention are:

<u>Population:</u>	<u>Juveniles with special reports</u>		<u>Juveniles detained</u>	
	Boys	Girls	Boys	Girls
174,000	673	27	134	-
175,000	70	11	38	7
260,000	220	45	28	4

- (15) One unit has special juvenile detention facilities. The other will detain children, if requested, in the police jail.
- (17) The following numbers show the juveniles brought before the Prosecutor:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>
174,000	26	-
175,000	35	3
260,000	17	1

- (19) The first unit does only deal with adults who have committed crimes in cooperation with juveniles. The second does not deal with this group and the last
- (20) does deal with these crimes; they are withdrawal of children from parents or guardians, the leaving of children without care and elopement.

(21) All three units have a combined program.

(22) The second unit cannot give figures about the complaints. The others show the following:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>
174,000	678	309
260,000	1175	368

(23) The figures about referral are as follows:

<u>Population:</u>	<u>Referral to</u> <u>Prot. Board</u>	<u>Referral to</u> <u>private agencies</u>
	Boys	Girls
174,000	total: 30	16
175,000	none	total: 63
260,000	no figures	no figures

(25) The nature of the referral agencies varies from Child Guidance Clinics to various kinds of Child Protection agencies.

(27) The figures of the release to the parents are:

<u>Population:</u>	<u>Boys:</u>	<u>Girls:</u>	<u>Total:</u>
174,000			678
175,000	152	9	
260,000	208	29	

(28) One unit considers the Protection Board the most efficient agency for referral and one has the opinion that referral depends entirely upon the case itself. Referral to Child Guidance Clinics and the like would not have too much effect as the people are not going when referred to them. The first unit mentions

(29) the good cooperation between the unit and the various agencies in the community.

- (30) All three units deal with family cases. One unit cannot give the nature of these problems. The
- (31) first and the third unit mention marriage problems, alcoholism of the parents and problems with lodgers.
- (32) The second unit does not have the inspection of the so-called "hang-outs" but the other two have this
- (33) duty, while other units cooperate with them like the by-law unit and the vice-squad. The first unit
- (35) (174,000) has many duties in terms of Public Relations. Talks are given to various population groups; tours through the police building; cooperation in a recreational program, that was originally set up by the police and which has already organized during 7 years annual summer camps for boys between 12 and 18 years of age; cooperation with agencies of social work and Child Protection work in the community in the form of membership or attending lectures. The second unit (175,000) has also Public Relations activities. Talks are given and there is a bicycle-club for children, which was created by a member of the unit and is now in the hands of a civilian (former police-officer). In the last force (260,000) there is a special Public Relation Bureau which deals with the Crime Prevention and the juvenile unit will cooperate if requested.

Although the Hague is being dealt with separately, a comparison between the three largest cities in the Netherlands is here being made. The Hague has a population of 600,000 inhabitants, Rotterdam of 750,000 and Amsterdam of 900,000 inhabitants.

- (10) Rotterdam cannot give the number of juveniles its unit dealt with during 1962. For the Hague and Amsterdam the figures are:

The Hague:	2936 boys	and	1141 girls
Amsterdam:	3177 boys	and	1932 girls

- (11) All three units deal with crimes committed by juveniles:

(12)	<u>Boys:</u>	<u>Girls:</u>	<u>Total:</u>
The Hague:			1366
Rotterdam:	2153	150	
Amsterdam:	1682	170	

The crimes are mostly theft in various forms, destruction, joyriding, arson and receiving and embezzlement.

- (13) The figures of special reports and detention are:

(14)	<u>Juveniles with special reports</u>		<u>Juveniles de- tained</u>	
	Boys	Girls	Boys	Girls
The Hague:	333	11	92	2
Rotterdam:	623	30	415	18
Amsterdam:	575	60	513	26

- (15) Rotterdam and Amsterdam have special detention facilities for juveniles.

(17) Juveniles brought before the Prosecutor:

	<u>Boys:</u>	<u>Girls:</u>
The Hague:	40	-
Rotterdam:	215	11
Amsterdam:	150	13

(19) All three deal with crimes committed by adults. These

(20) crimes are the leaving without care, ill-treatment by parents or guardians, elopement and withdrawal of children from parents or guardians. All three have

(21) a combined program. Rotterdam cannot give figures

(22) about the general complaints but mentions 1505 run-away cases.

	<u>Boys:</u>	<u>Girls:</u>
The Hague:	1609	944
Amsterdam:	1533	1817

The run-away cases are the largest number; in Amsterdam twice as many girls as boys run away. The other complaints are ill-behavior, turancy and wantonness in various forms.

(23) Amsterdam and Rotterdam could not give figures of referral to private agencies. Rotterdam does not register any referral. The referral to the Protection

(24) Board shows in the Hague: 19 boys and 20 girls and in Amsterdam a total of 60 juveniles. The Hague referred 44 boys and 19 girls to private agencies. The

(25) agencies for referral in these three cities are more

or less of the same character and vary from the Youth Psychiatric Clinic of the Health Center or Child Guidance Clinics to agencies for probation and parole and Child Protection work.

(27) Only the Hague registered the number of juveniles
(28) released to the parents: a total of 1965. All three
units have the opinion that referral depends entirely
(30) upon the case. Family cases are being dealt with by
(31) the three units and vary from marriage problems to
(32) neglect cases and ill-treatment. Amsterdam has the
inspection of the so-called "hang-outs" but the other
two have the inspection only in cooperation with the
by-law unit and the vice-squad.

(35) All three units have various duties in terms
of Public Relations. Talks are given to groups of the
population. The members of the units are often members
of the boards of various agencies of youth work. Some
officers of the units are tutors (probation officers)
appointed by the juvenile judge. In Rotterdam the unit
cooperates with the vacation-recreational program. In
all three forces other units like the traffic squad
and the Public Relation Bureau will take care of other
duties in terms of Public Relations.

In conclusion one can say that on the whole
there is not much difference between the functions of

the various juvenile units. The crimes committed by juveniles are more or less the same all over the country and the boys are far in the majority in all the cities. The crime that is mostly committed is theft in various forms followed by joyriding, which will mostly take place with the so well-loved motorbikes, for which no driving-license is necessary. Detention facilities are rare all over the country. It is for this reason that juveniles are detained as seldom as possible and that girls are hardly ever detained. As in most police jails there is no female guard, it is understandable that if detention of the girls can be avoided, this will be done to prevent difficulties in the form of sexual fantasies on the side of these girls. The police jails in the Netherlands are not like the jails in the United States, open-barred, but consist of separate cells, which makes it a little easier to put juveniles in the same building. In terms of complaints the nature of the complaints is always the same. Referral often depends on the possibilities in the community while referral to the Protection Board very often is the easiest and most efficient.

It is rather disappointing that in looking at the figures given to the various questions the conclusion can be drawn that there is no uniform way of keeping statistics

of the work of the units. The functions in themselves are uniform but the figures given do not show this. It is therefore impossible to get a full impression of juvenile delinquency in the Netherlands in terms of figures as the answers of the questionnaire cannot fully be trusted on this point.

In terms of Public Relations all units seem active in various forms and it is hopeful to notice that also in the smaller forces the necessity of good publicity in one way or another is appreciated.

CHAPTER VI

SUMMARY

I. Conclusion

The preceding chapters and especially the chapters that deal with the answers to the questionnaire suggest a few things ought to be mentioned.

Most departments have answered the questionnaire very extensively and some Chiefs of Police have expressed their interest in this research project and their looking forward to the results. Those are forces where the statistics were kept very well and where most figures were available.

There are, however, many where statistics were not kept that way and which could hardly give any figures at all. Though there is a Central Bureau of Statistics in the Netherlands where all figures from the police are annually edited, the figures from the various juvenile units do not give the impression that there is any uniformity about the keeping of statistics. The figures of the various forces even in the same population groups vary too much sometimes to blame the type of the city or the number of officers assigned to the unit for this difference. This is especially so as the cases the units deal with are more or less the same.

In looking at the answers in terms of figures and after talking to police officers of the police juvenile programs one gets the impression that many police officers do not regard statistics as very important and think that it is too much trouble to be exact in the giving of figures. This might also be caused by the special way of collecting figures by the Central Bureau of Statistics which very often does not give the right picture of the way the police deals with cases.

Another reason for the great difference between the number of figures may lay in the fact that nearly all the units use different forms and cards for their administration. Some use the same formats and files as the detective divisions for adults and others will only have a card system in which personal data are mentioned while there are also forces where an extensive card system in connection with a file system is used. Even the forms used for the data that go with the proces-verbaal to the prosecutor vary from city to city, though between the three largest cities there is some uniformity on this point.

The last question of the questionnaire about suggestions for the work of the juvenile units was answered more or less extensively by thirty-two units which is only half of the number of forces that sent the questionnaire back. This is a disappointing result and

shows a dangerous lack of interest in the work of the units and the problem of juvenile delinquency. Eight units complain about the lack of in-service training for the juvenile officers and the training of the women assigned to the programs. Two units of smaller forces would like more coordination between the smaller forces on the subject of police juvenile work. Five units complain about the lack of uniformity in the interpretation of the functions of the juvenile units given by the Minister of Justice (see page 56). Only one thinks that there should be more uniformity in the keeping of statistics. Seven units complain about the cooperation with agencies like the Protection Board and the schools and mention the fact that the Protection Board, for example, works so slowly that it makes the referral by the units to the Board hardly advisable.

Besides the above mentioned items the following suggestions are also given: more background information about the juvenile offenders and more intensive study of the causes of juvenile delinquency in order to try to interest the society for this problem; the appointment of special police juvenile officers in more forces, especially small ones; more stimulation by the juvenile units of community organization; more literature about the work of the juvenile units; appointment of special officers

for the Crime Prevention Work; better selection of juvenile officers; and no publicity of juvenile cases aside from the prevention point of view.

One unit prefers a special social section of the juvenile units to deal with the more social cases. It is, as mentioned before, a sad circumstance that the selection and training of the personnel assigned to the police juvenile work is not better regulated. Especially the selection of the women in the higher ranks is a constant cause for problems and concern. As there is no special training for them it is understandable that many women will be disappointed after having joined a police force when they learn they have to get an additional training to their former, very often strenuous, education. As this additional training is furthermore not pertaining especially to police juvenile work, many policewomen in the higher ranks who have joined, for example, a smaller force where they will be more or less in charge of the juvenile unit get discouraged and will leave after a couple of years.

A policewoman's job should be a professional job. This is also the opinion of Lois Higgins:

The writer has at all times advocated that police-work for women be placed on a professional basis. In view of this conviction two problems become apparent; the need to prepare a group of fully trained potential policewomen able to meet the exacting demands of professional policework, with possibilities of leader-

ship in the field, and the ability to supervise less prepared women; and the immediate need to instruct the already existing groups of policewomen with basic equipment in the field of social service.¹

The things Lois Higgins mentions can also be applied to the need for a good selection and training program of policewomen in the Netherlands. Thinking about such a program should, however, never make one forget the danger that is attached to this problem. The danger, namely, that policewomen are going to be appointed because there is a lack of male officers. The policewomen should supply a need in the police juvenile programs which cannot be filled by men. The training of the policewomen should take care of that. Policewomen themselves should keep this danger in mind. They should not behave like men, tough and "muscle bound lady cops". They should never forget that they are first and foremost women and should behave accordingly. The Dutch policewomen should also keep in mind that their training is something that concerns all of them. They should work for it and give suggestions. They should be careful that they are not considered to be social workers as the character of the juvenile units, as mentioned before, has changed from a social agency to a real police unit.

¹Dr. Lois Lundell Higgins, Policewoman's Manual, Charles C. Thomas Publisher, Springfield, Illinois, USA, 1961, p. 116.

The complaint about the lack of cooperation with and between the referral agencies is another serious point. From the prevention viewpoint referral to agencies in the community and also to the Protection Board is immensely important. What is the goal of prevention but to try to prevent juvenile offenders to become repeaters or worse: adult criminals. Though pessimists will certainly point out that the result of this prevention has never reached this goal, this does not mean that the prevention should be considered an unimportant subject that can be forgotten. A police juvenile program that does not work on its prevention-program is a lost case. Police officers very often seem to forget that even the making-up of a proces-verbaal or the bringing of a juvenile before the prosecutor can work preventively. Even police officers often consider such a juvenile delinquent a born criminal who will become a repeater automatically. That this concept is completely wrong and even dangerous goes without saying. A better cooperation with and between the agencies should certainly be propagated while it is important to find a solution for the fact that many cases are being dealt with by several agencies at the same time.

II. Future needs

In terms of training there should be made suggestions about (1) the selection of women in the higher ranks with the consideration of their former training and (2) the in-service training of all personnel of the juvenile units, men and women.

To get women in the commanding ranks who will be able to be in charge of the police juvenile work of a force, it will be absolutely necessary to establish a training-program equivalent to that of their male colleagues in Hilversum. The Ministry of Justice and the Ministry of the Interior should get together about the establishment of such a program. Besides the elementary subjects of ordinary police training where the Dutch Lawbooks, criminalistics, criminology and other matters pertaining to real police subjects, which the women could follow with their male colleagues, the women should get a training in the Juvenile Codes, Child Protection and social work, sociology, psychology and especially child-psychology, the possibilities for referral and the necessity of background information about the juvenile delinquent. Their training and selection should be completely equivalent to that of the men and they also should have to answer the requirements before being admitted at the Royal Police Institute. The argument

that there are too few women who will try to get into the institute is not consistent as it has never been tried before and there are many women who have for example, had a social-work training, who will not join the police after their graduation from a school of social work for the simple reason that they do not want to start studying all over again. These girls would certainly go to a police college after they leave the H.B.S. or the Gymnasium. Instead of forming another committee the Minister should make a try of it. It would be a good experiment to try it out when the new Institute will be established in a very short time.

The in-service training of police juvenile officers should be a constant subject of concern for not only the Minister of the Interior and of Justice but also for the police administrators and first of all for the commanding officers of the various units. Hardly anything is done on this point and there is certainly no uniformity. From the side of the government initiatives should be taken to establish special training programs for the officers of these units where they can go for a couple of weeks to get follow-up training for this difficult work. As the government has started such training programs for the detective divisions it is advisable to get similar programs

for the juvenile work. The subjects for these programs should be carefully selected and should pertain to the practical dealing with juvenile cases. Besides the dealing with criminal cases it should be stressed that the prevention is very important and the various forms of referral should be dealt with. It would be advisable to get people from the field of social work, child protection work and the like to give lectures. One should be careful, however, that the lectures should not be too theoretical.

On the other hand the officers should be made aware of the fact that it is very important to know what is being done in the community outside the police forces in terms of the dealing with juvenile delinquency. They should be conscious of the fact that the concept of youth is constantly changing and that it is impossible for adults, and therefore also for police officers, to understand juveniles and youth if they do not know what are the interests of these juveniles, how they live, what they like or do not like. It will be well to stress again the importance of the background information of every juvenile the police officer deals with.

The Government, i.e. the Ministers of Justice and of the Interior should provide possibilities for more research projects. But these studies should not result in

large reports that are put away in back-drawers. The research should be based on and aimed at the practical work in order to get better understanding in the community for this important work and more interest on the side of the police juvenile officers to get supplementary training on this subject.

A solution for the difficulties with the various agencies in terms of cooperation might be found, at least partly, in following the example of many American cities where a Center for Clearance of Contact of Agencies exists. Where such a Center is established it is not necessary for various agencies to deal with the same case without knowing of the other's existence, as all agencies will send the names of the cases they deal with to this particular Center. The Center will give information to all agencies about the referrals that already have been made in a particular case.

Though on the whole one can say that most juvenile units of the Dutch City Police forces do a good job, it is a fact that there is great danger that the majority does not realize that they should move on with the changing of times and concepts. They should realize that the fighting of and the dealing with juvenile delinquency should be a constant challenge to every single member of the police forces and the juvenile units especially.

That this is not a new standpoint might be concluded from the following quotation:

Police prevention work has become a part of all social forces working to resolve one social problem. It has a specific place at which to stand in the fight on delinquency. It arrived on one of these infrequent steps that society takes in changing its concepts of crime and criminals. It was this step that followed the one ushering in the children's court. Should police prevention work not accept the challenge to advance its worth, society shall take a step backwards.²

The police juvenile units should accept this challenge with all their might, to prevent crime and delinquency and to protect society and its members.

²James J. Brennan, Ph.D. The Prevention and Control of Juvenile Delinquency by Police Departments, and Abridgement of a dissertation for the degree of Doctor of Philosophy, printed by the Juvenile Aid Bureau of the New York City Police Department, August, 1952, p. 19.

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APPENDIX

APPENDIX I

Name of City	Population	Sep. unit	Personnel	Boys	Girls	Crimes comm by juveniles	Crimes comm by adults	Combin. prog	Complaints only	Child Prot. Board	Private	Both	Family case	Juv. unit	Other unit	Public Rel.
Alkmaar	45,000	x	2	x	x	x		x				x	x	x		
Almelo	54,600		2	x	x	x	x	x				x	x		x	
Amsterdam	900,000	xx	34	x	x	x	x	x				x	x	x		x
Apeldoorn	110,000	x	5	x	x	x		x				x	x	x		x
Arnhem	125,000	x	6	x	x	x		x				x	x	x		x
Assen	30,500		1	x	x	x	x	x				x	x	x		x
Bergen op Zoom	36,000	x	2	x	x	x	x	x				x	x			x
Beverwijk	40,000	x	2	x	x	x	x	x				x	x	x		x
De Bilt	25,000			x	x	x		x		x			x		x	
Bloemendaal	20,000			x	x	x		x		x						
Breda	115,000	x	5	x	x	x	x	x				x	x		x	x
Bussum	40,000		2	x	x	x		x		x			x	x	x	x
Delft	75,000	x	3	x	x	x	x	x				x	x	x	x	x
Deventer	58,000		3	x	x	x		x				x	x		x	x
Doetinchem	28,000	x	1	x	x	x		x				x	x	x	x	x
Dordrecht	85,700	x	5	x	x				x			x	x		x	x
Ede	62,000	x	1	x	x				x				x	x		
Eindhoven	174,000	x	11	x	x	x		x				x	x	x	x	x

Name of City	Population	Sep. unit	Personnel	Boys	Girls	Crimes comm. by juveniles	Crimes comm. by adults	Combin. Prog.	Complaints Only	Child Prot. Board	Private	Both	Family cases	Juv. unit	Other unit	Public Rel.
Emmen	70,000	x	3	x	x	x	x	x				x	x	x		x
Enschede	130,000	x	10	x	x	x	x	x				x	x	x		x
Geleen	34,200	x	2	x	x	x		x				x	x	x	x	x
Gorinchem	20,000		1	x	x				x			x	x			x
's-Gravenhage	600,000	x	28	x	x	x	x	x				x	x	x	x	x
Groningen	150,000	x	10	x	x	x	x	x				x	x	x		x
Haarlem	175,000	x	5	x	x	x		x				x	x		x	x
Haarlemmermeer	47,500	x	1	x	x	x		x				x	x	x	x	x
Heemstede	26,400			x	x	x		x				x	x	x		
Den Helder	52,000	x	4	x	x	x	x	x				x	x	x		x
Helmond	44,000	x	4	x	x	x	x	x				x	x	x		x
Hengelo	65,000	x	3	x	x	x		x				x	x	x	x	x
's-Hertogenbosch	77,000	x	2	x	x							x		x	x	x
Hilversum	110,000	x	4	x	x	x	x	x				x	x		x	x
Katwijk	31,000	x	2	x	x	x		x				x	x	x		x
Kerkrade	50,000	x	3	x	x	x	x	x				x	x	x	x	x
Leeuwarden	84,300		13	x	x				x			x	x		x	x
Maastricht	91,000	x	5	x	x	x	x	x				x	x	x		x
Meppel	18,700	x	1	x	x	x		x				x	x	x	x	x

Name of City	Population	Sep. Unit	Personnel	Boys	Girls	Crimes comm. by juveniles	Crimes comm. by adults	Combin. Prog.	Complaints only	Child Prot. Board	Private	Both	Family cases	Juv. Unit	Other Unit	Public Rel.
Middelburg	23,500		4	x	x	x		x		x		x	x		x	x
Nieuwer-Amstel	52,000	x	2	x	x	x	x	x				x	x	x		
Nijmegen	136,000	x	9	x	x	x	x	x				x	x		x	x
Renkum	31,000			x	x			x							x	
Rheden	43,000			x	x	x		x		x						
Roermond	35,650	x	1	x	x				x			x	x		x	x
Roosendaal	40,000	x	1	x	x	x		x				x	x		x	
Rotterdam	750,000	x	44	x	x	x	x	x				x	x		x	x
Rijswijk	42,000	x	2	x	x	x		x				x	x	x	x	x
Schiedam	82,000	x	4	x	x	x		x				x	x	x	x	x
Sittard	31,600	x	2	x	x	x		x				x	x		x	x
Smallingerland	30,000	x	1	x	x	x		x				x	x		x	x
Tilburg	140,000	x	4	x	x	x		x				x	x		x	x
Utrecht	260,000	x	17	x	x	x	x	x				x	x	x	x	x
Velsen	67,000	x	3	x	x	x		x				x	x	x		x
Venlo	57,000	x	3	x	x	x	x	x				x	x	x		x
Vlaardingen	70,000	x	3	x	x	x	x	x				x	x	x	x	x
Vlissingen	29,000	x	2	x	x	x		x				x	x	x		x
Voorburg	45,000		6	x	x	x		x				x	x		x	

Name of City	Population	Sep. Unit	Personnel	Boys	Girls	Crimes comm. by juveniles	Crimes comm. by adults	Comb'n. Prog.	Complaints only	Child Prot. Board	Private	Both	Family cases	Juv. Unit	Other Unit	Public Rel.
Vught	24,000			x	x	x		x				x	x		x	x
Wassenaar	26,000		7	x	x	x		x				x	x		x	x
Weert	30,000		1	x	x	x		x				x	x		x	x
Zaandam	50,000		3	x	x	x	x	x				x	x	x	x	x
Zeist	54,000		3	x	x	x	x	x				x	x	x	x	x
Zutphen	25,000		1	x	x	x		x				x	x	x	x	x
Zwolle	60,000		3	x	x	x	x	x				x	x			x

APPENDIX II

QUESTIONNAIRE

1. What is the name of your city? _____
2. What is the approximate population of your city? _____
3. Would you classify your city as being most typically:
 - _____ industrial
 - _____ residential
 - _____ mixed
 - _____ other
4. What is the total number of sworn personnel in your force? _____
5. Do you conduct an organized program in delinquency prevention as part of your police organization?
Yes _____ No _____
- 5a. To what main unit of the police organization is the Youth Bureau answerable? _____
6. How many of your police personnel are assigned to this work (see following list)

PERSONNEL	MALE	FEMALE
Chief Inspectors	_____	_____
Inspectors	_____	_____
Assistant Inspectors	_____	_____
Adjutants	_____	_____
Sergeants (<u>Brigadiers</u>)	_____	_____

Detectives	_____	_____
Policewomen	_____	_____
Other (clerical, etc.)	_____	_____

7. How many of your personnel in your juvenile unit come under the following categories of educational achievement?

Law Degree _____

Diploma of School of Social Work _____

Diploma of Child Protection A _____

Diploma of Child Protection B _____

Police Inspectors Diploma _____

Police Diploma B _____

Police Diploma Aa _____

Police Diploma A _____

Hogere Burger School or
Gymnasium graduate _____

Meer Uitgebreid Lager Onderwijs
(M.U.L.O.) graduate _____

8. Have your personnel had any special training since being assigned to the juvenile unit? yes ____ no ____
9. If they have had special training, where was it given and what did it consist of?
10. How many boys and girls did your juvenile unit deal with last year? Boys: ____ Girls: ____ Total: ____
11. Does your juvenile unit deal with crimes committed by juveniles? yes ____ no ____

12. If so would you please, if possible, list the number of cases in terms of crimes committed during the last year?

CRIME	NUMBER OF CASES	BOYS INVOLVED	GIRLS INVOLVED	TOTAL INVOLVED
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____

13. In how many of these cases was a special report (proces-verbaal) made up? Boys: ____ Girls: ____ Total: ____
14. How many of the above mentioned boys and girls were detained? Boys: ____ Girls: ____ Total: ____
15. Do you have juvenile detention facilities? yes ____ no ____
16. If not where do you detain juveniles? _____
17. How many of the above mentioned boys and girls were taken before the Public Prosecutor?
Boys: ____ Girls: ____ Total: ____
18. If your unit does not deal with crimes committed by juveniles which unit in your force deals with these cases? _____

19. Does your juvenile unit deal with crimes committed by adults? yes ____ no ____

20. If so, would you please list the number of these crimes committed during the last year?

CRIMES	NUMBER OF CASES	MEN	WOMEN	TOTAL
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____

21. Does your juvenile unit have a combined program of dealing with crimes committed by and complaints about juveniles (in that case up to 21)?

Combined program: ____ Complaints only: ____

22. In terms of complaints would you please, if possible list the cases and their numbers of your juvenile unit dealt with during the last year?

COMPLAINT	NUMBER OF CASES	BOYS	GIRLS	TOTAL
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____

23. How many of these complaints were referred to the Children's Protection Board? Boys: ____ Girls: ____
Total: ____

24. How many individual cases handled by your juvenile unit were referred to agencies in the community of either a public or a private nature? (do not include the referrals to the Children's Protection Board)

COMPLAINT	NUMBER OF CASES	BOYS	GIRLS	TOTAL
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____

25. Would you please list the names of the agencies used for referral and the number of cases referred to each agency. Also, if possible, we would like to know the type of service to which you make referrals. (e.g. a psychological service agency, a family case work agency, a recreational agency, etc.)

NAME OF THE AGENCY	TYPE OF SERVICE	BOYS	GIRLS	TOTAL
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____

26. If you have not referred cases to agencies other than the Children's Protection Board or the Public Prosecutor, would you please tell us why?
27. How many cases did your juvenile unit dispose of by releasing the juvenile (after having committed a crime or in a complaint case) to the responsibility of the parent? Boys: _____ Girls: _____ Total: _____
28. What kind of agencies do you consider most important to your juvenile unit for referral of juveniles in need of help?
29. Have you any comments you wish to make concerning resources for referral purposes in your community?
30. Does your juvenile unit deal with family cases (e.g. marriage problems etc.)? yes _____ no _____
31. If so, how many of these cases did your unit deal with during last year?

CASES	NUMBER
_____	_____
_____	_____
_____	_____
_____	_____

32. Does your juvenile unit have the inspection of places that can be harmful to juveniles (so-called "hang-outs") like bars, ice-cream parlors, busstations, beaches, parks etc.? yes _____ no _____
33. If not does another unit of your force take care of such an inspection? yes _____ no _____
34. If no unit has this kind of responsibility can you tell us why?
35. What does your juvenile unit do in terms of Public Relations? (e.g. public talks by members of the unit, membership of community organization, a police recreational program for juveniles in the community, members of the unit being probation officers etc.)
36. What kind of records and forms does your juvenile unit use? Could you, if possible, please include a copy of each when returning this questionnaire?

37. Could you, if possible, please give any comments you would like to make about your juvenile unit in connection with this questionnaire?
38. Are there any other activities other than those covered in this questionnaire that your juvenile unit or your department conduct which you consider as delinquency prevention and control?
39. Could you give any suggestions that you believe would improve the work of the police in the field of prevention and control?

CITY POLICE FORCE OF THE HAGUE

To -----

Enclosed you will find a questionnaire in duplo with an explanation made-up by the Inspector of my force Miss L. ter Haar.

Inspector ter Haar studied at Michigan State University in the United States of America from September 1961 to June 1962. Her major subject was Crime Prevention and Control of Delinquency. As she has to write a thesis to finish-off this study, she is planning, after consultation with her professors at the above mentioned university, to make an intensive study of the organization and functions of the Dutch police juvenile programs.

This research-project will investigate if the Dutch police juvenile programs answer their goal and, if possible, directions for the organization and the functions of these programs will be given.

As this study is of importance to all juvenile units in the Netherlands I would like to ask you to take the trouble to fill in this questionnaire in order to use the answers to complete this study.

You can keep one copy of the questionnaire.

After the conclusion of this study I hope to be able to send you the results.

THE CHIEF COMMISSIONER

J.H.A.K. GAULTHERIE VAN WEEZEL

THE HAGUE, JANUARY 1963

EXPLANATION OF THE QUESTIONNAIRE

The following explanation may help you in filling in the questionnaire.

- No. 5. Even when you have no special juvenile unit in your department but one or more officers who deal especially with juvenile cases, you are requested to answer the question in the affirmative and to answer the following questions as if you had a juvenile unit.
 - No. 8. A special training is that training that is especially connected with the prevention and control of juvenile delinquency (e.g. child protection's diploma's, training in child psychology etc.).
 - No. 15. Juvenile Detention facilities are special facilities where the juvenile unit can detain juveniles (not in the ordinary police-jail).
 - No. 21. This question aims at the combination of the preventive duty of the juvenile unit (the complaints about incorrigibility, truancy, run-away cases etc.) and the repressive duty (the dealing with crimes committed by juveniles).
 - No. 23. No distinction is made between oral referrals or written referral in the form of letters or reports.
 - No. 24. Agencies of public nature can be the City Health Service, the City Welfare Agency etc.
 - No. 26. This question needs only to be answered if you did not use any agency in your community for referral.
 - No. 32. A nearly regular inspection is meant by your juvenile unit of "hang-outs" for juveniles.
 - No. 35. In the United States there are many Police Juvenile Programs that have a recreation-program for juveniles who are not accepted in other recreational programs.
-

If there are still points in this questionnaire that are not clear you are kindly requested to call Inspector L. ter Haar of the Youth Division of the City Police Force of the Hague, tel. 614141, extension 2474, who is very willing to give an oral explanation.

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