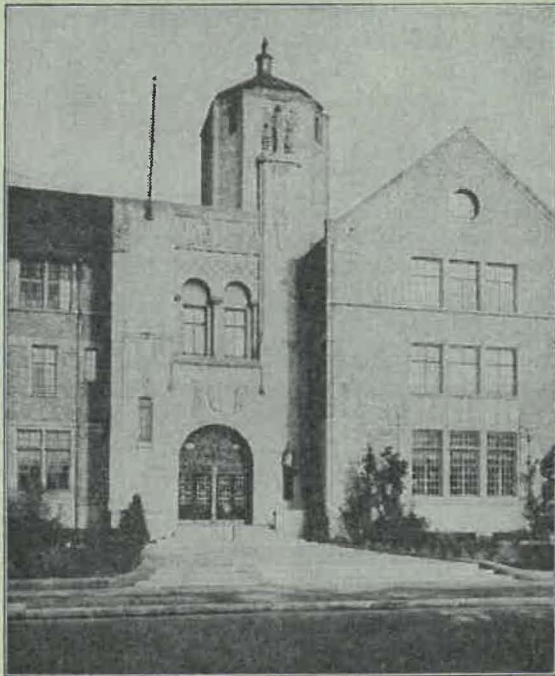


ANNUAL REPORTS

FOR THE YEARS

1933~1934



ERNST STUDIO

ENTRANCE—JUVENILE COURT

OF THE

CUYAHOGA COUNTY JUVENILE COURT

CLEVELAND, OHIO

**ANNUAL REPORT OF THE
CUYAHOGA COUNTY JUVENILE COURT
FOR THE YEARS 1933 and 1934**

New Buildings At the beginning of the period covered by this report, the Court and its dependencies had just occupied the new building group. Some of the finishing touches remained to be done. During the next six months these were completed and the staff became adjusted to their new quarters.

Pictorial Art A number of paintings have been presented to the Court and hung in appropriate positions. The members of the staff collected a sum of money out of which John Csoz, C.S.A., was commissioned to paint a symbolical picture for the juvenile hearing room. It is hung over the court room fireplace and has been given the title, "Tomorrow . . .". It symbolizes the service of the Juvenile Court in directing children toward better things.

The same artist was later commissioned to paint two other pictures, the gift of Judge Eastman. One is hung in the boys' hearing room. It shows three boys, with their dog and fishing tackle, seated on an old boat and gazing upward at an aeroplane winging its way above the wind-tossed waters of Lake Erie. It might bear the title, "Aspiration."

The other is hung in the girls' hearing room and might be called "Girlhood." It pictures a pleasant spring landscape. In the foreground an adolescent girl is seated beneath an apple tree in full bloom, while in the middle distance three younger girls are gathering daisies.

Through the interest of Mr. William M. Milliken, Director of the Cleveland Museum of Art and of the Ninth Region of the Public Works of Art Project, a large painting by Max Bachofen, depicting a rural landscape, was assigned to the Court and hung in the children's play room in the Detention Home. A large framed print of children flying a kite was presented by Judge Eastman and placed over the fireplace in the public parlor of the Detention Home. Other pictures have been given the home by Miss Henry, Mr. Lewis, and other members of the staff.

Visitors Since their opening, the buildings have been visited and inspected by a large number of people, both local and from distant points. Particular interest has been shown by building commissions and architects

planning similar buildings. Judge Schram of Pittsburgh, with members of his building commission, architects and staff have visited the group on several occasions. Architects for similar buildings at Kansas City, Missouri, and Shreveport, Louisiana, have also inspected the group, as have commission members from Nashville, Tennessee.

Among other distinguished visitors have been Miss Grace Abbott and Miss Katherine Lenroot of the Federal Children's Bureau of Washington; Professor Sheldon Glueck, the distinguished writer and member of the faculty of the Harvard University Law School; Dr. William Palmer Lucas and Dr. Samuel Langer of San Francisco.

Foreign Visitors Among distinguished foreign visitors may be mentioned: Dr. Gertrude Jedlicka, Assistant Director, Public Health School of Prague; Dr. Nathan Radke, educator, Cologne; Dr. Ella Drescher, newly appointed judge of the Children's Court, Dusseldorf, Germany; Mrs. E. M. Hugh-Jones, Probation Officer, Oxford, England, studying American courts and their methods; Miss Andre Colin, Geneva, Switzerland, and Mr. R. E. Byington, Director of the Orphanage at San Paulo, Brazil.

Better Facilities and Methods The new buildings have facilities which have made possible improvements in handling the work of the court and in the convenience of the public. Many of these will be mentioned in the departmental division of this report.

Cooperating Agencies The Court takes pleasure in acknowledging the help and cooperation it has received from public and private bodies and social agencies, without which its effectiveness would be greatly restricted. Relief and child caring agencies, despite their increased case loads and decreased budgets, have continued their helpful cooperation. Among public bodies, the police department and public schools have rendered invaluable assistance. The Bar Associations of the county and the newspapers have been helpful when occasion arose. The Prosecutor's office has been called upon for service on various occasions and has responded promptly and cheerfully.

Educational Activities The Court has taken advantage of every opportunity to inform the public of its work and methods and to cooperate with other agencies in the social service field. The judge and various members of the staff have served on boards and committees of a diverse group of public and private organizations. Talks have been given before a wide variety of groups and papers read before others.

The State Conference Several members of the staff were on the program of the Ohio State Welfare Conference which met in Cleveland in October, 1933. Judge Eastman read a paper on "Interpreting the Juvenile Court to the Community." Dr. Kirkpatrick also delivered an address. During the conference the court was visited and inspected by judges and probation officers from all over the state.

N. E. A. Conference During the National Conference of the National Educational Association in February, 1934, the Judge read a paper before the Section of Superintendents on "The School's Responsibility in Juvenile Delinquency," and Mr. Laird presented his graphs and talked on "Outline Studies in Delinquency."

National Probation Conference The Judge was among the first to call attention to the mistaken conclusions drawn by Dr. Richard Cabot from the Gluecks' survey, "One Thousand Juvenile Delinquents," and to point out the fundamental errors of that book. He was invited to appear with Professor Glueck before the Annual Conference of the National Probation Association at Kansas City in May, 1934, and discuss the book in question. His paper, "The Juvenile Court Today," has been widely reprinted. At that conference he was elected to the Board of Trustees of the Association. Several other members of the staff attended the conference.

Other Conferences The Judge was also invited as a delegate to the Attorney General's National Conference on Crime, held in Washington, December 10 to 13, 1934. He spoke twice in Toledo, discussing "The Juvenile Court and Probation Standards" before a citizens' group interested in improving the Lucas County Court in April, 1933, and again before the Toledo League of Women Voters on the same subject in December, 1934.

Local Speeches The Judge and members of the staff have spoken frequently before local groups. The following is a partial list of such engagements by the Judge:

Nov. 20, 1933. The Cleveland Parent-Teacher Association. "The School and the Court."

Dec. 12, 1933. The Cleveland Bar Association. "Legal Counsel and the Juvenile Court."

Feb. 4, 1934. St. James Forum. "Making Society Safe for Civilization."

Feb. 15, 1934. Bay Village Parent-Teacher Association. "The Boy as a Citizen."

March 26 and April 18, 1934. The Cleveland Police School sponsored by the Cleveland Bar Association. "The Police and the Juvenile Court."

May 1, 1934. Council for the Retarded Child. "The Retarded Child in the Juvenile Court."

May 9, 1934. Phi Gamma Mu Social Science Fraternity, Baldwin-Wallace College. "Juvenile Delinquency during the Depression."

The Judge and members of the staff addressed numerous church, settlement and neighborhood groups, discussing the problems of their particular areas.

College Activities Groups from various colleges in the city and northeastern Ohio have visited the Court and been addressed by members of the staff. Miss Bialosky and Miss Neary have continued their relations with Western Reserve University. Mr. Laird was invited to Wooster College to lecture before the classes in Sociology and Criminology, which later paid a visit to the Court.

Ohio State Judges' Association As a result of a movement set afoot by the Judge's address before the Ohio State Welfare Conference in 1933, the Ohio State Association of Juvenile Court Judges was organized in Columbus on January 8, 1934. Judge Eastman was chosen as its first president and Mr. Laird was made recording secretary. Both were retained in office at the annual meeting in 1935.

Statistical Department The statistical department has continued to develop and has demonstrated its usefulness in many ways. It has furnished data to social agencies, settlements, schools and colleges and also to speakers, study clubs and students. It has cooperated with Western Reserve, Michigan, Ohio State, Miami and Ohio Universities by making its files accessible to students preparing their master's and doctor's theses. The Welfare Federation group studying the services rendered to boys in the Tremont area found many helpful tabulations in its files. Two studies begun by the department (to be described later) served as the basis of a paper read before the American Orthopsychiatric Association by Dr. Kirkpatrick and later published in its journal. As the department becomes better known, inquiries from colleges and organizations throughout the country are becoming more numerous.

In Memoriam Judge George S. Addams, who served the Juvenile Court from December 5, 1905, until his appointment to the Probate Court, May 16, 1926, passed away at Atlantic City, April 13, 1933, at the age of sixty-four years. Through his long service in the Juvenile Court, Judge Addams became widely known and was regarded as an authority on juvenile questions.

Dr. Donald Linard, Court Psychiatrist, died at St. Luke's Hospital on March 12, 1933, after a brief illness. His work was of a high quality and his sympathetic personality endeared him both to the staff and clients alike.

Emmett L. Doran, the grand old man of the Juvenile Court, passed away June 14, 1934, at the age of eighty-four years. He came to the court on February 4, 1907, and was placed in charge of the bookkeeping and cashier's department. He was quiet, kindly and had a rare sense of humor which won him the affectionate regard of all his fellow workers.

DEPARTMENTAL REPORTS

Receiving Secretary The Receiving Secretary for the Court and Probation Department had 7,628 interviews in 1933 and 8,600 in 1934, an increase of slightly more than 6%. The two years total 16,228 or an average of 30 interviews for each working day. Of this total, 1,229 interviewers were referred to other agencies for the proper handling of their complaints; 1,104 came for consultation only; and 1,366 were satisfactorily handled by correspondence. The remaining 12,529 were disposed of through the court, either through official or unofficial hearings or by the probation or neglect departments. There were received by transfer of jurisdiction from the Court of Common Pleas 508 cases in 1933 and 596 in 1934. These were handled in the Juvenile Court as neglect or dependency cases.

TABLE I

Total Complaints, Official and Unofficial, Filed in the Past Three Years

Type of Complaints	Number Filed Each Year		
	1932	1933	1934
Total Official and Unofficial Complaints.....	7086	6867	7566
Official Complaints—Total.....	3385	3075	3580
Delinquency—Total.....	2232	2082	2204
Boys.....	1690	1667	1707
Girls.....	542	415	497
Dependency.....	518	509	763
Neglect.....	584	433	562
Consents to Marry.....	44	45	48
Adults tending to cause delinquency.....	6	2	2
Motions, etc.....	1	4	1
Unofficial Complaints—Total.....	3748	3792	3985
Delinquency—Total.....	2708	2566	2479
Boys.....	2109	2066	2060
Girls.....	599	500	419
Dependency.....	211	198	209
Neglect.....	829	1028	1297

Volume of New Cases Beginning in 1927, except for the year 1928, the volume of complaints handled by the court increased each year, reaching a peak of 8,132 complaints in 1931. By 1933 the number had declined to 6,867 complaints. The increase in 1934 over the preceding year is approximately 10%. When these figures are analyzed, this is found to be due wholly to increases in the complaints of dependency and neglect.

Definition of Neglect Neglect is the wilful failure to provide proper parental care, or to contribute toward such care, for children under eighteen years of age. Parental care includes training, education and discipline, but the complaints usually brought in juvenile court are for failure to provide, or contribute toward, the physical necessities, food, clothing, shelter and medical or surgical attention. If a parent is financially unable to provide these things a complaint is not entertained, except to require him to contribute within his means when that is possible.

Dependent Child Defined A dependent child is one under eighteen years of age who, for any reason, is dependent upon public or private charity for care and support, or whose physical or moral well-being is injured or threatened by reason of the neglect, cruelty or depravity of those having his custody and control, and whose condition is such as to warrant the state in assuming his guardianship. A child may become dependent because of the neglect of his parents, but the greater number are orphaned, deserted or victims of the depravity of their environment.

Increases in Neglect Complaints Neglect complaints decreased during the depression because lack of gainful employment made it impossible for parents to contribute to the support of their children.

With the improvement of employment conditions, agencies and individuals who have carried the burden of the support have turned to the court to compel parents, now able to do so, to contribute to the support of their children. A difficult task is imposed upon the court to decide when and to what extent parents are able to contribute. In order to avoid persecution or injustice, practically all neglect complaints are first heard unofficially without formal complaint. It is in this classification that the increase, 400 cases in 1934 over those of 1933, is noted. More than half of these complaints were satisfactorily adjusted unofficially. While the number of official neglect complaints in 1934 increased by 129 over those in 1933, they were still under the total for 1932 and did not exceed the average for the past ten years.

Increases in Dependency Dependency complaints have steadily increased during the depression and will not reflect industrial improvement as rapidly as neglect complaints. The increase is due to the progressive exhaustion of the financial resources of agencies and individuals and the consequent necessity of securing public aid.

This has caused a larger number of dependents to be committed to the County Child Welfare Board. In 1933 these commitments numbered 348, slightly less than those for 1932. But in 1934 the number increased 110% to 732. In April of that year, the Humane Society transferred 144 cases it had been carrying on a voluntary basis and in July, about 100 additional cases. To secure their transfer to the County Board these children had to be committed by the juvenile court. Similar transfers, but on a smaller scale, have been made by other agencies, and surrenders by individuals have also increased considerably.

Delinquencies Unofficial delinquency complaints against both boys and girls have decreased slightly during both of the past two years. Official complaints have fluctuated slightly but still continue the downward trend begun in 1928. The total delinquency in 1933 was the lowest it has been in the past ten years, while 1934 ranks eighth, only 122 cases higher.

TABLE II
Official Delinquency Cases by Sex and Type—1933-1934

Type of Complaints	Boys		Girls		Total	
	1933	1934	1933	1934	1933	1934
Grand Total, All Complaints	1667	1707	415	497	2082	2204
Against the Person—Total	142	123	3	2	145	125
Robberies and attempts	104	77	0	0	104	77
Simple assaults	22	27	2	2	24	29
Felonious assaults	8	4	1	0	9	4
Rape and attempts	3	7	0	0	3	7
Homicides	4	7	0	0	4	7
Other complaints	1	1	0	0	1	1
Against Property—Total	890	949	31	46	921	995
Breaking and entering	412	465	0	0	412	465
Other stealing	297	288	26	43	323	331
Auto thefts	112	132	0	0	112	132
Other complaints	69	64	5	3	74	67
Sex Offenses—Total	14	18	93	80	107	98
Malicious Mischief—Total	256	217	114	135	370	352
Incorrigible	182	144	112	123	294	267
Violation of auto ordinance	24	30	0	0	24	30
Other complaints	50	43	2	12	52	55
Runaways—Total	167	206	108	136	275	342
Local children	53	63	57	77	110	140
Out-of-town children	114	143	51	59	165	202
Truancy	198	194	66	98	264	292

Official Delinquency Among Boys During the past five years there has been a substantial decrease in the number of official delinquency complaints filed, especially against boys. Taking the 2,024 complaints against boys filed in 1930 as 100%, the decreases for the past four years are: 1931, 3%; 1932, 17%; 1933, 19.5%; and 1934, 18.7%. Offenses against the person, mostly robbery and attempts, while still about 8% of the total complaints each year, have shown a considerable numerical decrease. Property offenses have declined both numerically and proportionately. This is most noticeable in auto thefts. These were 338 in 1930 but declined to 112 in 1933 and only slightly increased in 1934. Breaking and entering and other forms of stealing have not varied to any appreciable extent, but minor forms of property damage have decreased considerably. Decreases are apparent among malicious mischief complaints. Runaway boys continue in about the same number. Out of town runaways held for return to their homes are twice as many as local runaways. Truancy has increased somewhat, due to the scarcity of employment opportunities and the requirements of the Gregg law that children under eighteen must either be employed or attend school.

Official Delinquency Among Girls Decreases in official delinquency complaints against girls have not been so gratifying. There was an increase during 1931 of 5.5% and in 1932 of .8% over the 538 complaints filed in 1930. In 1933 there was a decrease of 23% but in 1934 it was only 7.5% below 1930. During the past five years there has been an increase in

stealing complaints over the previous five years when it averaged about 8% of all complaints. This percentage reached 12.5 in 1932, dropped to 7.5 in 1933 and rose to 9.5 in 1934. Sex complaints, formerly constituting about 25% of the total, dropped to 21% during 1932 and 1933 and further declined to 16% in 1934. This is partially offset by increases in complaints of incorrigibility from 24 to 27% and of runaway from 21 to 27% and some slight increases in truancy.

TABLE III
Dispositions in Official Delinquency Cases—1933-1934

A—Disposition of Juveniles	Boys		Girls	
	1933	1934	1933	1934
Total delinquency cases filed.....	1667	1707	415	497
Committed to parents, relatives and individuals....	293	173	14	18
Committed to agencies for supervision.....	126	144	44	82
Placed under supervision of probation officers.....	620	757	180	192
Committed and returned to institutions—Total.....	399	387	102	107
Ohio State Reformatory, Mansfield.....	35	15	0	0
Boys' Industrial School, Lancaster.....	199	202	0	0
Girls' Industrial School, Delaware.....	0	0	21	20
Boys' City Farm School, Hudson.....	163	168	0	0
Blossom Hill Girls' Farm, Brecksville.....	0	0	32	49
Convent of the Good Shepherd.....	0	0	49	38
Bureau of Juvenile Research, Columbus.....	2	0	0	0
Returned to Institution for Feeble Minded.....	0	2	0	0
Dismissed.....	55	41	1	8
Not apprehended.....	19	17	4	11
Returned to other jurisdictions.....	110	146	50	62
Continued or other disposition.....	42	40	20	17
Held to the Grand Jury.....	3	2	0	0
B—Disposition of Adult Contributors				
Total adult contributors to delinquency.....	30	14	91	82
Dismissed.....	4	0	5	1
Not apprehended.....	2	2	4	1
Committed to Correction Farm or other institution..	5	2	18	18
Commitment suspended, paid fine, costs or both...	10	2	44	33
Assessed fine, costs or both.....	3	5	14	18
Continued conditionally.....	6	3	6	10
Other disposition.....	0	0	0	1

Dispositions—Boys Dismissals were due to the boy being over eighteen years old in 11 cases in 1933 and 13 in 1934. Fewer boys were committed to the supervision of their parents and a larger number were placed under the supervision of probation officers in 1934. Commitments shown include returns for violation of parole. New commitments to the Boys' Industrial School are lower than in any year previous to 1932, and those to the Hudson Boys' Farm are lower than in 1931. Commitments to the Ohio State Reformatory in 1933 were considerably higher than in any other recent year. About half of these were for highway robbery and the remainder for aggravated property offenses. The proportion of new commitments to total complaints approximates 19%, which is 2% below the average for the past ten years.

Dispositions—Girls Dispositions in girls' cases show only slight variations from the percentage distributions of past years: There was a marked increase in runaway girls returned to other jurisdictions. The larger number of commitments to the Convent of the Good Shepherd in 1933 was due to the partial closing of Blossom Hill Farm, which shows a corresponding decrease. The proportion of new commitments to total complaints was 22.9% in 1933 and 21.4% in 1934. There has been a steady decline in the number of girls committed to institutions since 1930. It would seem that the community has better facilities for reeducating its delinquent girls than it has for boys. However, delinquent boys outnumber girls nearly four to one, and have usually progressed further in delinquency before being apprehended and are consequently less easy to reform. There were, however, 21% fewer boys committed in 1934 than in 1928, a year in which 57 more boys were brought before the court.

Dispositions of Adult Contributors Of the 30 contributors in boys' cases in 1933, over half were for permitting the operation of motor vehicles under the legal age, while only two were charged with this complaint in 1934. Three men and two women in 1933 and four men and one woman in 1934 were charged with contributing to sexual misbehavior. Of the remainder, most were for encouraging stealing, a few for truancy.

In girls' cases, in 1933, 60 men and 9 women were charged with contributing to sexual misconduct and 14 men and 2 women with encouraging girls to remain away from home or otherwise escape the control of their parents. In 1934 sex complaints involved 50 men and 9 women; 8 men and 3 women in encouraging incorrigibility; and 5 men and 3 women were charged with encouraging or harboring runaways from home.

Dependency 1933 The 509 cases concerned 932 children and in 135 of these cases, 170 adult were involved as contributors. The Cuyahoga County Child Welfare Board received over 37% of these children for temporary or permanent care while the Humane Society received 15% for the same purpose. About 20% were retained under the supervision of the court by its probation officers and the remainder committed to other child caring agencies, institutions or relatives.

Dependency 1934 The number of cases increased to 763 in 1934 and concerned 1,270 children. There were 126 adult contributors in 103 cases. The County Child Welfare Board received 732 children or 58%, an increase of over 100% above the preceding year. The Humane Society, because of restricted finances, was able to receive only 99, less than 8% and only about half the number it had accepted in 1933. Commitments to Welfare Federation and privately supported agencies were correspondingly low. The present tendency is to put the burden of wholly dependent children upon the tax-supported agencies, leaving the private agencies to care for children whose parents or relatives are able and willing to contribute at least a part of their support. In 1934 only 12% of the dependent children were kept under the immediate supervision of the court, but numerically they exceeded by 33 the 20% kept under court supervision in 1933.

Neglect Cases In 1933 the 433 neglect cases concerned 852 children. In 1934 complaints increased to 562 cases and 1,146 children. The causes of this increase have been discussed earlier in this report. The dispositions of adults led to 58 direct commitments to the Correction Farm in 1933 and 72 in 1934. Suspended sentences and continuances, conditioned upon the payment of support through court, were entered in 180 cases in 1933 and 261 in 1934.

The Neglect Department This department, consisting of the Director, an assistant and a clerk-stenographer, has the difficult task of supervising the adults who are under court order or agreement to pay stated sums toward the support of their children. The task is difficult because the department must not only insist on regular payments but also that they are not decreased or allowed to fall in arrears, and that arrears be made up when the defendant is able to do so. Illness and lay-offs make this task difficult even when employment conditions are good. The depression has greatly increased these difficulties. In 75% of the cases the parents are either divorced or separated and extreme emotional conditions are present. The Director and his assistant are frequently forced to act as conciliators or arbitrators between the parties. Many defendants will pay only when compelled to do so and resort to various subterfuges to avoid or reduce payments. The conduct of the department calls for diplomacy and tact to prevent persecution or evasion and secure a reasonable amount of support for the children, according to the earning capacity of the defendant parent.

Money Collected For Support The money is paid into the cashier's office which reports daily to the neglect department. Where payments have been defaulted, the department investigates and takes such action as seems necessary. It may recommend to the Court that the amount ordered be changed to conform to the defendant's earning capacity. In extreme cases the defendant is taken before the Court and the suspended sentence ordered into effect.

The following table shows the sums collected for support, through both official and unofficial action, during the past five years.

TABLE IV
Money Paid Through Court for Support of Minor Children

Year	1930	1931	1932	1933	1934
Official cases	\$110,272.94	\$ 81,920.22	\$60,195.09	\$52,947.23	\$ 72,133.15
Unofficial cases	48,063.18	39,452.42	25,972.80	30,308.25	48,443.42
Total	\$158,336.12	\$121,372.64	\$86,167.89	\$83,255.48	\$120,576.57

Due to general unemployment from 1930 to 1933 the amounts decreased each year. Unofficial payments began to recover in 1933 while official payments continued to decrease. The probable explanation is that unofficial payments are made more willingly. Official complaints are brought only when unofficial efforts have failed and some form of compulsion becomes necessary. The unofficial collection for 1934 is over \$300 above that of 1930, while the official payments are only about 65% of that year. The total 1934 collection approaches within \$1,000 of that of 1931, which indicates a gradual recovery from the depression, for without increased earnings these increases in payments could not occur.

UNOFFICIAL COMPLAINTS

The number of unofficial complaints is set forth in the first table (page 7) and the changes discussed in that section of the report. Present comment will be confined to an analysis of the complaints and their dispositions.

Unofficial Cases Boys Half of all complaints against boys are for theft or other property damage. Complaints of stealing accounted for 31% of the total in 1933 and mounted to 39% in 1934. Property damage in both years amounted to 15%. Incurrigibility, charged against 17.5% in 1933 dropped to 14% in 1934. Disorderly conduct, less than 5% of the 1933 complaints, rose to 12% in 1934. Truancy and failure to secure work permits comprised 21% of the 1933 complaints but were greatly reduced in 1934, especially the work permit cases, when they amounted to only 12%.

Unofficial Cases Girls Property offenses only constitute 20% of the girls' complaints. Practically all of these are theft, although there were complaints of arson against 6 girls in 1933, a little less than 3% of the total. Incurrigibility made up 22 to 25% of the complaints. Over half of the complaints are for truancy and failure to procure work permits, 58% in 1934 and 54% in 1934.

Delinquency Dispositions Over half of the children appearing unofficially are simply admonished and suggestions given the parents for their better control. Restitution for property loss or damage is made in about 10% of the cases. About 4% of the boys and 6% of the girls are placed under the supervision of probation officers. Unofficial hearing is successful in disposing of a remarkably large proportion of the cases; only 9% of girls and 10% of boys were made official in 1933 and 9% boys and 14% girls in 1934.

Unofficial Dependency and Neglect A large proportion of dependency and neglect complaints are also satisfactorily settled in unofficial hearings. Only about 8% of each type were made official during the past two years. Agreement for payments through court were made in 22 and 28% of the dependency complaints and in well over 40% of those for neglect. Less than 2% of neglect cases were placed under the supervision of probation officers but from 10 to 15% of dependency complaints are disposed of in that manner.

The unofficial treatment of complaints, where practicable, arrives at a solution through agreement, avoids the necessity of legal formality and court records, and reduces the amount of work that would otherwise require the time and attention of the judge and probation staff.

THE PROBATION DEPARTMENT

The Probation Department consists of the Chief Probation Officer, a Case Supervisor and eighteen probation officers. In the summer of 1934 an assistant case supervisor was added by promotion from the staff and the resulting vacancy was filled in September by the employment, on a part time basis, of two students-in-training from the School of Applied Social Science of Western Reserve University.

The probation staff performs a dual service. One is the investigation and preparation of social histories on all new complaints, and the other is the supervision of cases placed on probation.

Investigations In 1933 the staff investigated 3,289 new complaints which required a total of 7,849 individual field calls. The number of cases in 1934 increased to 3,575 and the field calls to 8,310. The following table shows the number and movement of cases under probation supervision during the past two years.

TABLE V
Probation Cases Under Supervision

Year	Movement of Cases on Probation	Total Cases	Delinquents		Neglect and Dependency	Total Children
			Boys	Girls		
1933	Brought forward Jan. 1	981	645	184	152	1238
	Received during the year	1099	713	216	170	1349
	Total under supervision	2080	1358	400	322	2587
	Dismissed during the year	1108	728	221	159	1341
1934	Brought forward Jan. 1	972	630	179	163	1246
	Received during the year	1286	922	211	153	1555
	Total under supervision	2258	1552	390	316	2801
	Dismissed during year	1299	848	247	204	1635
1935	Brought forward Jan. 1	959	704	143	112	1166

Increases in Supervision Nearly 200 more cases, all boys, were placed under the supervision of probation officers in 1934. Conditions were such that the court felt that a larger number of boys needed this close supervision and friendly advice. While recent years have brought fewer cases, greater difficulty is experienced in effecting adjustments and more intensive methods have been developed and employed than were in use ten or twenty years ago.

Field Work The supervision of these probationers required 13,639 field visits and 6,229 office interviews in 1933. In 1934 the number was somewhat less, 12,023 field calls and 5,857 office interviews. Out of the entire number of children on probation, 154 boys and 36 girls in 1933 and 160 boys and 41 girls in 1934 failed to show satisfactory responses to probationary treatment and were recalled to court for commitment or other further disposition.

Case Loads Considering the area and the number of persons served, Cuyahoga County has one of the smallest staffs of probation officers of any of the larger juvenile courts of the country. Eighteen probation officers handle both investigations and follow-up work. This imposes a case load considerably in excess of what is generally considered desirable for effective work. Each probation officer must make between fifteen and twenty new investigations each month and also serve an average of six other processes. In addition, each officer has an average of 54 probationers under supervision at any one time. A standard case load of 50 is considered the limit for effective work, and when the additional investigations are added, each requiring considerably more time than an ordinary follow-up case, it is apparent that the average case load per officer is considerably in excess of the accepted standard. Each officer must be present in court at least two days a week. A certain amount of office time is needed for dictation and records. The actual time spent in the field is less than three days a week.

Considerable thought and experimentation has been devoted to obtaining the maximum efficiency from the efforts of the officers. An increase of fifty per cent in the staff would effect a far greater increase in effective service and would be an economical investment for the county, paying large returns in the welfare of its children. Such an increase is not contemplated as a possibility at this time, but it should receive the careful consideration of the public, to be effected as soon as improved conditions will permit.

THE DETENTION HOME

Superintendent's Report The present report is largely the story of progress through new and better facilities. And those who have worked in inconvenient residences, poorly adapted to institutional use, can appreciate the difference modern facilities make in the care of children, especially where the turnover is rapid.

Grouping One of the greatest advantages of the new building is the handling of children in groups of not more than twenty-five. This permits one person to exercise continuous supervision which avoids confusion and lessens the number of conduct problems. Most of all, it decreases contagion and quarantines. Only the unit or group in which the contagion develops need be quarantined. The routine use of receiving units and isolation rooms for suspicious cases results in less illness and prevents the spread of disease.

Food Handling The well equipped kitchen and central dining rooms make possible the prompt service of hot meals, unheard of in the old quarters. Six groups can be served simultaneously in the two dining rooms with a minimum of effort.

Clothing Worn Children, during detention, are furnished inexpensive clothing such as might be worn in ordinary homes. The psychological effect upon the children of clean, whole and well fitting clothing is most wholesome and beneficial.

Recreation The playground is the most popular spot in the place. Each unit has its scheduled share of sunshine and fresh air, of exercise and play. While only the gym can be used in inclement weather, it shares honors with the playground. It is also used as an auditorium for religious services, movies and performances of various kinds.

Daily Program Each unit has a regular program, including school, gym, handwork, manual training and other activities. An effort is made to keep each unit occupied as much of the time as possible in some constructive manner. Quiet games and reading in the day room fill in the rest of their waking time.

Schools The Cleveland Board of Education furnishes three full time academic teachers and one part time teacher. A manual training teacher has been supplied by the Emergency Schools during the past two years. This work appeals to the boys and teaches them how to use tools and how they can find creative expression with a little painstaking effort.

Community Interest The Home has had a great number of visitors including some from foreign countries. It has discovered many warm friends in Cleveland who keep it supplied with books and current magazines. The Cleveland Public Library furnishes groups with 40 books at a time. Both Protestant and Catholic groups send volunteer workers regularly to hold religious services for the children. They have also provided treats on holidays. Talking picture film and the services of two operators have been donated each month by the film companies and the operators' union.

Services of the Detention Home The Home has, for some time, provided physical and psychological examinations for each child, and psychiatric interviews in the more perplexing cases. In addition to these services, with the aid of the high type of supervisors now employed, it is possible to study the child in his daily work and play and record information of value to the probation officer or social worker who carries on the social treatment after the child leaves the home. It will be the aim of the Home to become of greater service to the community and to the individual child who comes under its care.

TABLE VI

Children Under Care in the Detention Home

Registration	1933			1934		
	Boys	Girls	Total	Boys	Girls	Total
Attendance totals (including readmissions).....	3117	1292	4409	2376	925	3301
Actual registrations (individuals).....	2190	811	3001	2290	869	3159
Total attendance days.....	29255	14975	44230	30826	17547	48373
Average daily attendance *.....	81	40	121	84	49	133
Average days stay.....	0	0	15	0	0	15
Percentage distribution						
Delinquents * *.....	84%	76%	....	91%	74%	....
Dependents.....	16%	24%	....	9%	26%	....

* Includes delinquents and dependents. The latter must be cared for a longer time pending the finding of foster homes. The average stay of a delinquent is 6½ days.

** Included in these delinquents 9% of the boys and 12% of the girls were out of town runaways in 1933. In 1934 the proportion was somewhat lower, 7% boys and 8% girls. In 1932 the figures were 9% for both boys and girls.

Medical Division The small group unit plan has proved its value from a medical standpoint during the past two years. It has gone far toward reducing the communicable diseases in the Home and, at the same time, greatly reduced the number of children who would, of necessity, have been held under quarantine under the old system.

The medical department consists of a physician, a graduate nurse who is in constant attendance and a clerk-stenographer. The latter also serves the psychiatrist and psychologist.

Physical Examinations Each child admitted to the Home is examined on the following morning. Any defects, such as acute infections or contagious diseases, are noted and the patient immediately isolated for treatment. Those that are amenable to treatment in the Home are given the necessary attention. Recommendations are made to the Court for the correction of conditions not requiring immediate attention.

Outside Services In addition, examinations are made of children referred in by the court, which prevents unnecessary detention. The physician is also responsible for the medical supervision of the children at the Hudson Boys' Farm and the Blossom Hill Farm for Girls, thereby continuing the initial contact made with the child in the Detention Home and centralizing the medical direction. Children committed to child placing agencies are re-examined immediately prior to their discharge from the Home and medical approval given for their placement in foster-homes or institutions.

Special Services Together with a general physical examination, such special tests as Kahn precipitations, Neissers, throat cultures, urinalyses and others are made when indicated. All cases of acute infections or contagious diseases are hospitalized immediately and treated until they are eligible for return to their own homes, or for foster home or institutional placement. Medical, surgical and pediatric cases requiring immediate care are also transferred to a hospital, while cases of a minor nature are treated in the Home.

The following table summarizes the work of the medical division during the past two years. Of the examinations made only 32% were found to be normal and free from medical defect or disease.

TABLE VII
Summary of Medical Services at the Detention Home

Services	1933	1934
Total examinations made.....	2767	3071
Dispensary—Treatments given.....	2952	3295
Bed patients.....	122	164
Bed days.....	354	495
Quarantine—Contagious diseases.....	54 days	171 days
Hospitalization—Total.....	75	56
Contagion.....	7	20
Venereal disease.....	26	27
Other causes.....	42	19

Psychiatric Division The report for this division for 1933 is necessarily incomplete. Dr. Linard died, following a brief illness, in March, and for the following two months the psychiatric service was furnished by the Child Guidance Clinic. Dr. Milton E. Kirkpatrick took charge of the division in May, but the orderly tabulation of services for the year was hopelessly disrupted. Dr. Kirkpatrick resigned to accept the direction of the Child Guidance Clinic at Worcester, Massachusetts, early in 1935 and had not the opportunity to prepare a complete report for 1934. The following is taken from his notes and other sources.

The work of the division is largely diagnostic and advisory. In 1934 the psychiatrist interviewed 407 new patients referred to him by the probation and Mothers' Pension departments. Treatment service was given on 87 cases and required 235 interviews. In addition to the written reports made to the court, the psychiatrist had 337 conferences with probation officers and 190 with social workers from cooperating outside agencies.

Extension of Services Psychiatric service has been extended to include unofficial cases where it has been requested by parents. The following letter on a case of this kind was received from an attorney who appreciates the social utility of this work and is quoted with his permission:

June 2, 1933.

My dear Judge Eastman:

You may recall that some time ago I talked to you concerning a lady whose son was causing her a good deal of worry. You suggested that she come to the juvenile court where the matter could be taken up unofficially.

I am in receipt today of a letter from her which I am enclosing. It occurred to me that you might be interested to know how grateful she feels for what was done for her. She told me personally that she felt deeply grateful for what Dr. Kirkpatrick had accomplished.

It seems to me that this particular type of unofficial work which you have handled so successfully is a high compliment to your administration, and a word of appreciation is, I know, always acceptable.

Thanking you again for your cooperation in this matter, I remain

Very sincerely yours,
Harold M. Metcalf.

A Mother's Letter The mother's letter cannot be reproduced in full, but the following passages are abstracted from it. "I want to thank you, Mr. Metcalf, for sending me to the juvenile court, and to tell you that the change in my son since that talk is remarkable. I feel that we are fortunate in having a man like Dr. Kirkpatrick at the head of such a department, and I feel that the way he handled this case was remarkable. If ever I can be of assistance to anyone in that organization it will be more than a privilege, as I am grateful for the help I received."

Value of Psychiatric Service The present service of the psychiatrist is invaluable in discovering the hidden causes and emotional disturbances that frequently underlie children's social maladjustment and misbehavior. This information is often the necessary basis without which a rational plan of probationary or institutional treatment cannot be formulated. If it were possible to add one or two psychiatric social workers to the division it would greatly extend the range of its usefulness. When the time comes that such help can be added it will be a profitable investment for the community in the welfare of its children.

Psychological Division The psychologist gave 3,183 mental tests during the years 1933 and 1934. In 1933 the Stanford Revision of the Binet-Simon test was given to 395 girls and 870 boys and the Otis Administering Test to 57 girls and 145 boys. In 1934 the Binet-Simon Test was given to 204 girls and 403 boys and the Otis Test to 290 girls and 819 boys. The Otis group tests were given to children who were in court on minor complaints; the Binet-Simon, which is an individual test, was given to the more serious offenders.

Results of the Binet-Simon tests are shown in the accompanying table. The figures show the percentage of each total that fell within the six usual groupings. The significance of these per cents is apparent when compared with those for an unselected group of school children, shown in the right hand column.

TABLE VIII

Intelligence of Detention Home Children Compared with Unselected School Children, Expressed in Per Cents

Intelligence Ratings	Detention Home Children				Unselected School Children
	Boys		Girls		
	1933	1934	1933	1934	
Total Children Tested = 100%	870	403	395	204	Not Stated
Very Superior—I. Q. Above 120 . . . . .	....	....	....	....	6.
Superior —I. Q. 111 to 120	8	7	1.	1.	24.
Normal —I. Q. 90 to 110	21.	17.	19.	14.	33.
Dull Normal —I. Q. 80 to 89	24.	26.	26.	23.5	25.
Borderline —I. Q. 70 to 79	23.4	30.7	31.	32.4	10.
Subnormal —I. Q. Below 70	21.	25.	23.	29.	2.

Interpretation Of the number tested during two years only 6 girls and 10 boys were found to have superior intelligence. Their I.Q.'s ranged from 111 to 127. Six were placed in boarding homes or institutions for child care. The others were placed on probation to either their parents or probation officers. None have returned to court and apparently all are making successful adjustments.

The percentage of those in the normal group in the Home is only two-thirds as large as among unselected school children and the dull normal children closely approximate the percentage in the school group. The borderline percentage is two to three times as large as among the school group and the subnormals ten to fifteen times as large.

The Subnormal In the subnormal group (I.Q. below 70) there were 161 children in 1933 and 244 in 1934, a total of 405. It was not recommended that all of these children be sent to the Feeble Minded Institution because many of them were able to adjust to society under suitable supervision. Only 12% were committed. A larger number could be benefited by institutional training, but it is impossible to gain admittance for any but the least hopeful cases because of the present overcrowded conditions of all the state institutions.

Nature of Service Psychological tests do not pretend to measure the entire mentality of the subject. There is no pretense of testing the emotions or the will beyond the extent to which they naturally display themselves in the tests of intelligence. If further study in these fields is indicated, it is done by the psychiatrist. The Binet-Simon Test is capable of bounding roughly the vocational and educational territory in which the subject's intelligence will probably permit success, but it cannot bring to light the idiosyncrasies of special talent. The results of these tests need to be interpreted in the light of supplementary information regarding the subject's personal history, including medical records, school successes, home environment, play habits and other factors. All these data are combined in order to forecast the possibility of the child's future improvement and to enable the court to plan a course of social treatment that may be effective toward this end.

MOTHERS' PENSION DEPARTMENT

Special Problems For the last five years, the Mothers' Pension Department has had to meet family problems made more acute by economic conditions and unemployment. Mothers who formerly were able to supplement their allowance by some employment have been unemployed; older children who anticipated taking over financial responsibility have been unable to procure work. For these reasons, Mother's Pension has been obliged to continue an allowance in families that otherwise would have been self-supporting, thus carrying case work over a longer period.

Financial Planning When a mother makes application, the case worker attempts to secure a detailed estimate of her family's needs and former habits of spending. In working out a plan, the family's needs are balanced with any income or resources, and wherever possible the amount of the pension is the amount necessary to make up the difference. Sometimes the restrictions of the Pension Law make this impossible. If the total resources of the family and the pension allowable fall so far short of the family's needs as to indicate a danger-

ously low scale of living, it may seem wise to continue the family on relief until a more satisfactory plan can be worked out. We have unusual cooperation with other social agencies in the city through case conferences, discussion with individual workers and representatives of other agencies present at the Advisory Board meetings. Through working together we aim to give to families the service of the agency best equipped to meet their needs.

Services to Applicants During the past year and a half we have been giving advice to mothers who, at the time of application, have a considerable amount of insurance and are, therefore, not at the moment eligible for pensions. A plan of future expenditures is worked out with each mother based on the possible allowance which may be given and she is encouraged to try spending her money as nearly as possible according to this plan. If the mother is overwhelmed with worries, responsibilities or illness, she may choose to be referred to a family service agency where she can secure advice, encouragement and assistance in working out her problem until a pension can be granted. When this service is given we hope it may decrease misunderstandings between client and department and lessen any misapprehension or fear she may have in establishing herself in this new contact.

Education Since the statutes require that children between sixteen and eighteen years of age either be in school or at work, many of this group, unable to get work, have remained in school. Some have used the opportunity to enter technical high or trade schools in order to better fit themselves into industry. This school attendance has occupied their time and, we believe, has been one means of diminishing delinquency. However, it has been difficult to finance their continued education. Some scholarships have been secured from clubs and individuals to cover the additional school expenses, clothing, carfare, lunches and special fees. More help of this kind would be very valuable.

Special Resources Special resources have been used to supplement family incomes wherever possible. It has been the privilege of the department to send about 130 boys to the C. C. C. camps during the past two years. Of great value during this time of rising prices has been the department's sharing of the Federal Relief Commodities, the Home and Field Gardens and the school lunches provided by the Board of Education.

Some of the insurance companies have been very helpful in cooperating on plans to revise a rather expensive life insurance program to one which is sound, inexpensive and satisfactory to the family. Mothers have learned more about insurance and in many instances it has relieved much worry to know that lapsed policies, thought to be worthless, had some value.

Other Services Many opportunities for case work service are presented in Mothers' Pension families besides the financial needs. The disabled husband in the home may be the source of strained relationships when he can no longer be the wage earner. Adolescent boys need guidance which the mother alone cannot always give. Old world customs cause conflicts between parents and American-born children. The worries of illness, or the father's desertion or imprisonment may have a marked effect on growing children. These and other problems create emotional maladjustments that the case worker is called upon to meet.

Staff Training With the recognition that every family's situation is different and that each needs individualized treatment, has come the need for case workers to be continually improving their skills. Staff members have availed themselves of extension courses offered at Western Reserve School of Applied Social Science, Cleveland College, and Smith College Seminar.

The Advisory Board It has been said that "the Board is the continuing stream of the life of a society. It is the visible sign of a community's endorsement of a project." The Mothers' Pension Advisory Board not only fulfills this definition but also, through its weekly meetings, serves the department directly. All applications are presented to the Board with sufficient information so that they have a basis for discussion of the problems and for making recommendations to the court. The members of the Board are:

Mrs. Harvey Mierke, Chairman
Mrs. James E. Cutler, Vice-Chairman

Miss Mary Jane Adams	Mrs. L. S. Brookhart
Mrs. Elmer F. Boyd	Mrs. David Gaeher
Mrs. Robert Collacott	Mrs. Harry B. Horwitz
Mr. John M. Costello	Mrs. Ray T. Miller
Mrs. Joseph F. Coulston	Mrs. John Coffinberry Morley
Mrs. Robert O. Evans	Mrs. Arthur J. Reinthal
Mrs. William A. Williams, Jr.	Mrs. A. H. Tennent

Inter-City Affiliation The Cuyahoga County Mothers' Pension Bureau is now listed in the Directory of the Family Welfare Association of America. This involves giving service through correspondence to other agencies, so listed, and also makes available to us a large number of correspondents in other cities and states.

Organization The Mothers' Pension staff consists of the Director, Case Supervisor, Home Economist, Receiving Secretary, a field force of seventeen case workers and a clerical staff of seven.

Figures alone cannot measure the service given by case workers to families. However, they do give some picture of the extent of the service and the work being done. The following table presents a few figures:

TABLE IX
Mothers' Pension Statistics for Three Years

Year	1932	1933	1934
Applications pending on Jan 1	34	136	127
Pensions granted during the year	182	222	189
Total families receiving pensions during year	1244	1224	1255
Total children under 16 years	3730	3596	3533
Field visits by case workers	17537	19055	17216
Office interviews by case workers	3468	1938	2662
Letters sent out	2784	3012	3042
Appropriations disbursed each year	\$559,623.00	\$553,952.00	\$594,009.00

DELINQUENT GIRLS

Percentage distribution at each age and by kind of complaint for a total of 1679 delinquent girls in the three years - 1930 - '31-'32.

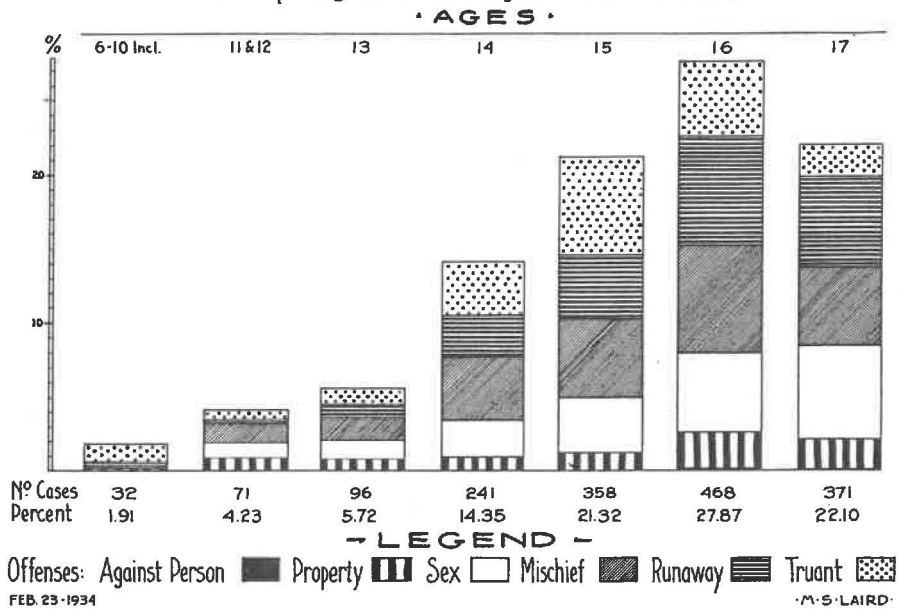


FIGURE "A"

STUDIES IN DELINQUENCY

The Division of Statistics and Research has made numerous studies for the purpose of improving the services and effectiveness of the several departments of the court. Most of these have been concerned with internal operations, but two are of general interest and will be briefly summarized.

Ages of Delinquents The results of a study of the age frequencies and the types of complaints at each age are diagrammatically shown in the accompanying figures. All the children brought before the court on official delinquency complaints during a three year period, 1930 to 1933, were included in this study. There were 1,679 girls and 5,675 boys. Each sex was treated separately. First a distribution by age was made and then each age was distributed by type of complaint.

The girls' group is represented in Figure A and the boys' in Figure B. The proportion of each age to the group is represented by the height of the age columns, with the scale at the left showing per cents. The reader is cautioned to observe that the two figures are drawn to slightly different scales. The scale used for the boys' proved to be too large for graphic representation when the girls' figure was drawn. With this difference in mind the reader should have no difficulty in understanding the two figures.

The number of cases in the lower brackets were so few that the ages 6 to 10 were combined in one column and 11 and 12 in another. The total in each age group is shown directly under the column with the percentage of the entire group immediately below.

DELINQUENT BOYS

Percentage distribution at each age, and by kind of complaint for a total of 5675 delinquent boys in three years. 1930-'31-'32.

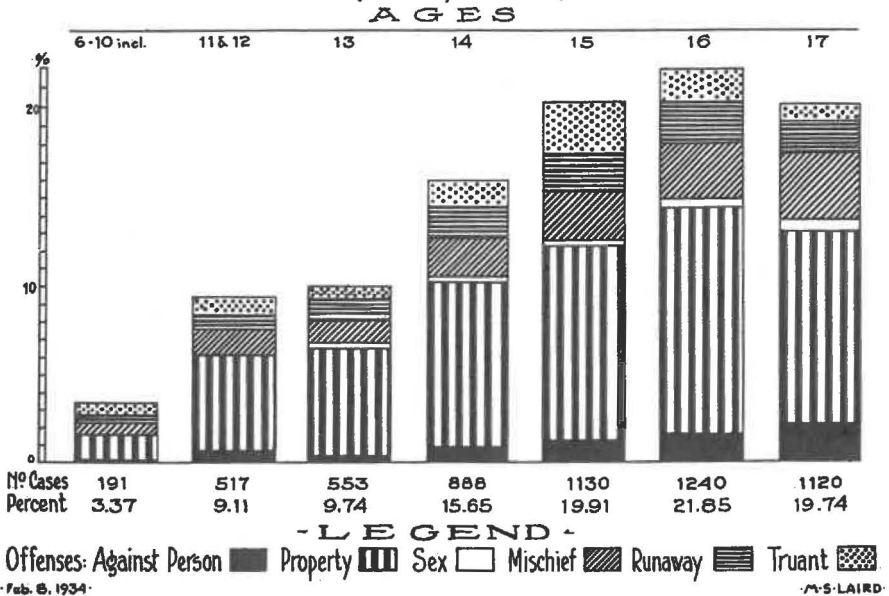


FIGURE "B"

The six major complaint types which have been employed in these reports for the past six years are explained in the legend at the bottom of the figures. What these include can be determined by references to the table of complaints on page 9 of this report. The space occupied by each legend within the column is proportioned to the percentage of that offense type to the total at each age.

The 6 to 10 year group is relatively small. Among boys, the 11 and 12 year group is approximately three times larger than the group representing the preceding five years. The 13 year group is slightly larger than the combined 11 and 12 year group. There is a very marked increase at 14 years over 13 years after which there is a fairly symmetrical curve reaching a peak at 16 and falling somewhat at 17. There is a larger percentage of girls in the 16 year old group than boys, 27 and 21 per cent respectively.

Sex Differences In Complaints

There is a striking difference between the sexes in the types of complaints which predominate. Among girls, offenses against the person are so few that they fail to register in Figure A. Among boys the average is about 6% in each column. In comparing this feature of the 11 and 12 year column with the 13 year column it must be remembered that the former represents two years, and, if divided, this element would be no larger than at 13 years.

Property complaints, relatively few among girls, constitute approximately 54% among boys at each age.

The marked differences in sex complaints between boys and girls require some explanation. Girls are more closely watched in this respect, more because

of physical than moral consequences. Boys are less likely to be apprehended than their sisters. Whether they do or do not engage in this form of misbehavior as much as or more than girls cannot be determined from any evidence at hand. Girls mature earlier than boys. They have fewer activities in which the sex urge may be sublimated. On the contrary, many of their popular social activities contain the possibility of sex stimulation. Sex appeal may be used by them as a means of securing other social satisfactions. Seldom is a boy charged with sex delinquency with a girl near his own age. The contributor to a girl's sex delinquency is usually not a juvenile. In 1934, to 80 sexually delinquent girls there were 60 male contributors over 18 years of age. There are probably many more whose identities are never discovered. Practically all sex complaints against girls are based on intercourse. Among boys, well over a third concern perverse practices, exposure and obscene literature.

The larger percentage of runaway complaints against girls is based on an attitude similar to that in sex complaints. There is an immediate concern about the dangers to which she may be exposed. There is less concern about the boy, a feeling that he can look out for himself and that he will be glad to come home after a short period of hardship and adventure.

Likewise, the larger proportion of truancy among girls than boys is no indication that boys are less inclined to play truant. Boys are not kept home to mind the baby, wash clothes and perform other household tasks. Better personal hygiene might reduce absences among girls that become so frequent that they must be regarded as truancy.

Boys, while runaway or truant, are frequently apprehended and charged in court with more serious offenses, so that many of these complaints are overlapped by and absorbed in such complaints as stealing, burglary and larceny, and auto theft. To a lesser extent runaway or truant girls may be brought to court on complaints of incorrigibility or sex delinquency, so these items in the two figures are not strictly comparable.

A striking feature of the two figures is the great increase which occurs between the 13th and 14th year. This practically coincides with the onset of puberty. The adolescents (14 years and over) among boys constitute 77% of the entire group, while among girls it is even larger, 85% of the whole. The significance of this fact will be discussed later in this report when the conclusions and recommendations are presented.

FIVE HUNDRED FIRST OFFENDERS

The Glueck Survey

"One Thousand Juvenile Delinquents" by Sheldon and Eleanor Glueck appeared early in 1934. This study of the Boston Juvenile Court in relation to the Judge Baker Foundation found, as one of its major conclusions, that 88% of the boys studied continued their delinquency after passing through the court and clinic. It implied that the same proportion would hold true for other juvenile courts and questioned the effectiveness of the juvenile court movement and of behavior clinics. This survey gave rise to considerable discussion both in social work circles and among intelligent lay people.

The defect of this and many similar surveys is that the sample on which its conclusions are based is not truly representative of the larger group of children who pass through the juvenile courts. The Gluecks' sample consisted of 1,000 boys, many of whom were appearing in court for the third time, who were considered such serious problems that they were referred to the Judge Baker Foundation, a psychological clinic, for study and recommendation. Obviously, they were a difficult group, most of whom had resisted previous methods of treatment. Other studies have selected their cases from among inmates of institutions and reformatories, the least favorable material that passed through the courts.

A real evaluation of the effectiveness of the juvenile court treatment requires that the subjects selected be studied from the time of their first appearance as delinquents and followed through to discover the proportions of success or failure.

The Division of Research undertook such a study with the aid of help furnished by the Public Works Authority. Sixty per cent of all the delinquents appearing each year are first offenders. Their number was too large to work with effectively, so 500 were selected, 125 taken consecutively, as entered on the docket, beginning with the first of each quarter of the year 1928. Their ages, the types of their delinquencies, court dispositions, reappearances, commitments and probation records were carefully studied during the subsequent five years. The older group, who might possibly have appeared in the criminal courts during this period, were also carefully checked. Field workers then traced them since their last contact with the court to learn their present social adjustments. All this information was recorded on carefully prepared schedules.

The Number of Recidivists

The first result was to find that 335 or 67% of these boys never appeared in juvenile court but once. This reduced the number of recidivists to one-third or 33% as compared with the Glueck finding of 88%. Of this remainder, 95 or 19% only reappeared once; 36 or 7.2% twice; 23 or 4.6% three times, and only 11 or 2.2% more than three times. These proportions are graphically represented in Figure C.

Of the whole group, 58.4% never appeared again in any court. Over half of the 788 complaints lodged against these 500 boys over a period of five years were for stealing or some form of property offense, while the next highest group, 20% was truancy.

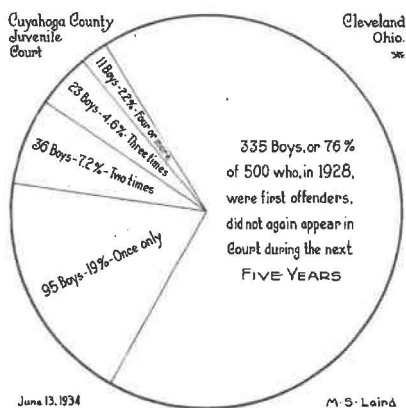


FIGURE "C"

Appearance In Criminal Courts

Of these 500 boys, 417 or 83% have passed their eighteenth birthdays and could have appeared in the adult courts. But records could be found for only 72 or 17% of this number. Only 51 or 12% of these were in the criminal courts. Of these latter, 42 appeared only once, 7 twice and only 2 three times or more.

Age At First Appearance

The largest age group at the time of first appearance was at fifteen years and included 121 boys. Only 12 of these have since appeared in criminal courts, and only 6 out of 99 sixteen-year-olds and 8 out of 70 seventeen-year-olds were found to have criminal records. Of the 51 held for criminal courts, 2 were no-billed by the grand jury, 2 dismissed by the trial judge and 4 found not guilty. Following 60 complaints lodged against these 51 boys, 19 were placed on probation and 33 were committed to correctional or penal institutions.

Present Social Adjustment

The next step was to locate as many as possible of these boys and learn their present social adjustment. It was learned that 5 were dead and 89 could not be found. Of the original group 406 or 81% were located, their parents, employers and other persons were

interviewed and from the information thus obtained the following ratings were determined. The 406 boys located are now taken as 100%.

Satisfactory social adjustment	275 boys, 67.73%
Fair social adjustment	42 boys, 10.35%
Indifferent social adjustment	17 boys, 4.19%
Poor social adjustment	32 boys, 7.88%
Definitely bad social adjustment	40 boys, 9.85%

Included in the last group were 24 boys (5.91%) who, at the time of the survey were inmates of either juvenile correctional institutions or adult reformatories or prisons.

While a large number of the boys studied in this survey were charged with such minor delinquencies as truancy, runaway and malicious mischief, yet 57.77% of the complaints were for serious offenses against the person or against property. With the personnel and facilities at present at its command, the juvenile court is rehabilitating or deterring the greater number of delinquent boys who are brought before it. No small measure of the failures may be attributed to the poor mental and moral endowment of a large number of these boys and the inadequate facilities now provided for giving them the intensive training or treatment of which they stand in need. Given a larger staff and better state and community facilities and supported by an alert and informed public opinion, who can say that the present percentage of non-successful cases could not be considerably reduced?

This study was begun in February, 1934. On April 1st the P. W. A. was suddenly terminated and its help withdrawn, so that further work on this project had to be suspended. Not all the possibilities suggested by the collected material have been fully explored. It is hoped that research workers connected with a college or public or private agency can be interested to volunteer their help to carry this project to completion. It contains material for several studies, valuable from the standpoint of practical sociology.

CONCLUSIONS AND RECOMMENDATIONS

Some Summary Facts

Sixty per cent of the boys, and eighty per cent of the girls who appear each year as delinquents in the juvenile court are first offenders. Eighty per cent are the underprivileged children of economically dependent or marginal families. Considerably more than half are of borderline or subnormal intelligence. Sixty per cent live in congested and slum areas of the city. Eighty per cent are known to one or more charitable or family welfare agencies.

The Delinquent Age Period

The study previously discussed revealed that 77% of the boy and 85% of the girl delinquents were adolescents, 14 to 17 years of age. This should not lead us to assume that, for the majority of children, delinquency begins at the age of fourteen. There is reason to believe that this age simply marks the emergence of delinquent attitudes that have been germinating for a considerable period of time. The young child observes the activities and interests that furnish satisfactions to his older brothers and sisters and to the adults in his environment. He patterns his desires and ambitions on the model of his elders and longs for the day when he too can engage in their pleasures and activities. Adolescence brings the necessary freedom from close supervision and restraint, the physical strength and moral courage to realize the ambitions of his younger days. If his patterns have been anti-social, he tends to become delinquent, and this tendency is increased in the measure that outlets for normal satisfactions are absent or frustrated in his social environment.

Society has given far too little attention to the really formative period of early childhood. It has relied too implicitly on the home without checking up on its effectiveness and taking measures to correct its deficiencies. It has counted on the church and school to supplement the training of the home. It has overlooked the many whom the church does not reach on the one hand, and on the other it has expected the schools, by mass methods, to effect a training of the very young that needs to be highly individualized. It has also overlooked that whatever may be accomplished by the schools can be nullified and negated by a faulty home situation.

Practically all organized character building devices are planned mainly for the adolescent group. Few of them are concerned with the child under 12 or 13 years. He is left to himself to construct his own attitudes toward life and its satisfactions from his uncritical observation of his elders, and the movies. What wonder that he frequently reacts to adolescent freedom with anti-social behavior. And yet society continues to concentrate on the correction and neglects the prevention of socially unacceptable attitudes.

The Juvenile Court and Pre-Delinquency There are those who would have the court enter into the field of pre-delinquency and take over the work that belongs to the home, the church, the school and other character building agencies. This is an example of wishful thinking that is neither logical nor practicable. The juvenile court was not designed to prevent children from becoming delinquent; its function is to diagnose the evil after its development and to attempt such treatment as may restore the child to social health and useful citizenship. Its place in the social plan is clearly defined by the statutes under which it is set up and operated. It is clearly not intended to deal with pre-delinquents.

Preventive Agencies The prevention of delinquency is a matter of education and training. Society has long placed this responsibility upon the home, the church and the school. Later, such character building agencies as settlements, Y. M. and Y. W. C. A.'s, clubs, scouts and similar organizations have assumed parts of the task. Community interest and support are necessary to the success of their efforts.

The schools have studied the problem intensively and have set up special activities to meet certain phases of the situation. Among these are special classes for the retarded, the handicapped and the defective. The Pathfinder Clubs, now being conducted in certain schools as an experiment, have produced results which seem to warrant their further development and extension. The Citizens Committee on Character Education in the Schools is an indication of the interest and activity of our schools in this direction. Cleveland schools are closely following the national experiment and demonstration of character education sponsored by the Federal Congress in the schools of the city of Washington. Churches, settlements and similar organizations are attempting in many ways to increase their efficiency in combating delinquency.

Limitations Of These Agencies But in spite of these, or because of their limitations, a certain percentage of children become delinquent. It is unreasonable to expect that delinquency will ever be wholly eradicated. But it can be reduced to a minimum far below what it is now. Educational and social agencies alone cannot bring about this reduction. There are opposing forces and conditions which their unaided efforts are powerless to combat. The evils of unwholesome environment, poor housing and living conditions, demoralizing commercial amusements, the open solicitation of vice and crime, the lack of opportunities for wholesome recreation and satisfying outlets for creative aspirations and adventurous cravings, are handicaps that can only be removed or overcome by cooperative community action.

Community Responsibility Every recent study of the cause and prevention of delinquency has stressed the necessity for concerted community action. The New York Crime Commission, after one of the most thorough studies of its kind set up, in its 1930 report, a program of community action as an imperative in any permanent reduction of juvenile delinquency and adult crime. It recommended setting up, under a community-wide council, "neighborhood councils whose membership would consist of neighborhood business men, social workers, professional men, political leaders, and representatives of public services; whose concern would be the present and future needs of the neighborhood, based on fact finding, and whose problem it would be to integrate all of the forces within the neighborhood that are working for social welfare, into a harmonious program." (Page 178.)

Community Councils The City and County of Los Angeles, California, were the first to put this recommendation into effect on a large scale. The first council was sponsored by the Rotary Club in January, 1932. By October, 1934, their number had increased to fifty-two. These councils include representatives of the schools, religious federations, welfare groups, parent-teacher organizations, character building agencies, the juvenile court, the offices of the police and sheriff, the recreation department, local clubs and nationality organizations and leading citizens, politicians, business and professional men within the neighborhood.

The accomplishments of the Los Angeles Councils have attracted nationwide attention and encouraged the formation of similar councils in other cities. The Federal Children's Bureau has interested itself to the extent of cooperating with the University of Chicago in organizing a council in a section of that city as a departmental experiment. The Los Angeles project was discussed before the Attorney General's Conference on Crime in Washington last December and favorably received.

The Councils in Los Angeles and in Portland, Oregon, were initiated under the leadership of the juvenile courts. The Los Angeles authorities have expressed the opinion that this was a mistake. The Portland group early reached the conclusion "that the program itself would be unwisely limited if too closely identified with court administration." As a result the leadership of the movement has been taken over by the Council of Social Agencies.

Local Application The local social welfare field is well organized and the efficiency of the various agencies in their several spheres is well recognized. Studies looking toward a still better coordination and integration of their activities are now being conducted by a Committee of the Welfare Federation. The question here submitted is the advisability of some form of neighborhood organization that will include the participation of groups and individuals outside the social service field. Since other communities have found the organization of councils of this kind helpful, not only in combating conditions giving rise to delinquency, but also in effecting community betterment along other lines, some adaptation of this plan should be effective in similar neighborhoods in this community.

Public and Private Institutions In a democracy, the progress and efficiency of public institutions reflect the interest taken in them by its citizens as a whole. Unless a considerable body of the public take a lively interest in it, no institution can approach the maximum of the service it is capable of rendering to the community. Each needs the informed support of the public in order to encourage its officials, and to help them secure additional facilities when needed. This is one of the purposes of annual reports.

The juvenile court of Cuyahoga County has progressed because it has been able to secure the intelligent interest and support of a large part of the community. It bespeaks the same interest for local and state institutions that care for dependent, delinquent and defective children because they are so intimately related with its own work. The effectiveness of each of them affects, in some measure, that of the court.

Among privately supported agencies, those giving shelter, protection and care of physical and moral health, furnish facilities necessary to the social treatment prescribed by the court. As such they perform public services that commend them to the interest and support of the community. The Convent of the Good Shepherd performs a valuable service in its ministrations to wayward and delinquent girls. Orphanages receive children by commitment of the court, train them and place them in private homes. The character building activities of social settlements tend to reduce delinquency and aid in the reformation of those who already have become delinquent.

City Institutions The city operated institutions for delinquents, the Hudson Boys' Farm and the Blossom Hill Farm for Girls are valuable adjuncts to the juvenile court. Citizens should inform themselves of the work of these institutions and see that they have the necessary financial support and other facilities to carry on their work to the maximum of their possibilities.

State Institutions Citizens should familiarize themselves with the work carried on by the State Industrial Schools, the one for boys at Lancaster and the other for girls at Delaware. Both these schools are within driving distance of Cleveland. Visitors are welcomed and will come away with a new appreciation of what the state is doing in the reeducation of its delinquent children. Both institutions desire to make improvements which can only be accomplished through the support and backing of the public at large.

The Feeble Minded Local newspapers and public discussion have recently centered on the desperate need of expanding the state institutions for the care of the feeble minded. The court wishes to add the weight of its own observations and experience and urge that the public demand an early solution of this problem. The feeble minded delinquents are seldom proper subjects for probationary treatment. Their proper care demands institutionalization. At present it is impossible to get any but a very small per cent admitted to the proper institutions. The Industrial Schools properly discourage the commitment to them of feeble minded children and desire that they should be excluded.

Recommendations of The Bureau of Juvenile Research A study of the children admitted to the State Industrial Schools in 1931, prepared by Dr. C. H. Growdon and Dr. C. H. Calhoun of the Bureau of Juvenile Research, recommended that 74 out of 1,004 boys and 55 out of 313 girls should be transferred to the Institution for Feeble Minded, and observed that these children should not have been committed to the Industrial Schools in the first place. The reasons they gave are worthy of very serious consideration by the public.

"We believe, naturally," they say, "that the definitely feeble minded should be sent to the Institution for Feeble Minded. The care and training given at the Industrial Schools is entirely unsuited for these children. Many of these will require either several years training at the Institution for Feeble Minded or permanent custodial care. * * * * It seems useless to handicap the training of more capable children by having these persons present to demand a considerable amount of attention which might otherwise be centered upon a group of more responsive children."

The Dilemma of the Court The Court recognizes the soundness of the above reasoning. However, it is frequently confronted with the problem of feeble minded delinquents, such as arsonists and sex offenders, where commitment is a necessity both from the standpoint of public safety and the child's welfare. As long as their admission to the Institution for Feeble Minded is impossible, or interminably delayed, the Court has no choice other than to commit them to the State Industrial Schools.

Defective Delinquents Drs. Growdon and Calhoun, in the report above quoted, also deal with the defective delinquent and their recommendations deserve careful consideration by our legislators and the public.

"For the defective delinquent," they observe, "Ohio does not have any suitable institution. Several states have provided separate institutions for this type of individual, but Ohio has not yet done so. All of these cases are defective mentally, both from the standpoints of intelligence and emotional stability. From an early age they have displayed definite anti-social tendencies.

"From our experience with a large number of individuals we firmly believe that they are essentially abnormal from the mental standpoint. We believe that the mental hygiene type of institution is more suitable for defective delinquents than the corrective or penal institutions. * * * * * Considering the very serious problems these defective delinquents present we believe that a very definite plan of handling them should be formulated. A separate institution would be most desirable."

The Court finds itself in general agreement with these recommendations. Dr. C. C. Kirk, Superintendent of the Institution for Feeble Minded at Orient, in a paper read before the Ohio State Medical Association in 1933, reported that in a study of 4,586 cases, 11.2 per cent were found to be defective delinquents. He stressed the urgent need of a special institution or a separate unit of a regular institution for individuals of this type and concluded with the statement that "The majority of such patients should be retained for life in institutions adequately equipped to prevent their escape." The court submits that Ohio should not allow itself to lag behind New York and Massachusetts in making proper provision for this type of delinquents.

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Further Information This report cannot attempt to cover all the facts and figures compiled by the Department of Statistics and Research. It can only call attention to the outstanding features of the Court's services during the past two years. Citizens, students and others who desire more particular information may visit the court, where every effort will be made to give them courteous attention and service. It is the desire of the Court that this report may stimulate the interest of the public in the services that the Juvenile Court renders to the dependent, neglected and delinquent children of this county, and enlist their informed support and cooperation in extending and improving these services wherever needed.

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CUYAHOGA COUNTY JUVENILE COURT

PERSONNEL—1935

HARRY L. EASTMAN, Judge

G. L. SPENCER..... Chief Clerk
JOHN B. SHELLER..... Assistant to the Judge
T. L. LEWIS..... Chief Probation Officer and Boys' Referee
ELEANOR R. WEMBRIDGE..... Girls' Referee
ALMA M. LUCHT..... Receiving Secretary
M. E. BUEHRLE..... Director, Neglect Department
RICHARD D. WACHTELL..... Complaint Clerk
GEORGE STURGISS..... Cashier
M. S. LAIRD..... Director, Research and Statistics
A. E. PATTON and EDWARD DI LEONE..... Bailiffs

PROBATION DEPARTMENT

LOTTIE BIALOSKY, Case Work Supervisor
MARY A. NEARY, Assistant Case Supervisor

PROBATION OFFICERS

MAUD ADELSTEIN
MARIE G. BIGHOUSE
FLORENCE A. DELANEY
INEZ E. FAIRFAX
ESTHER M. GREENE
HAZEL K. HITE
ANNA M. MARRER
L. PEARL MITCHELL

FLOY Y. RUSSELL
DOROTHY E. SPARROW
LEOTA STEEVER
JOHN S. BECKA
FRED W. BOEKE
R. A. DAMBACH
W. T. HUGHES
BENJ. G. KAHN

HARRY WEINBERG

Students in Training

DAN G. PESUIT

CLARANCE A. YEAGER

MOTHERS' PENSION DEPARTMENT

NELL F. COLLOPY..... Director
MRS. M. KELLEY..... Receiving Secretary
DOROTHY G. KIMMEL..... Domestic Economist

CASE WORKERS

MYRA L. MYRICK, Supervisor

ANN M. FAY
FRANCES FERAN
HAZEL GEISLER
CECILIA HARTMAN
CLEMENTINE HEDGES
ANNA L. KELLEY
MARY D. MACK
HELEN A. SILVER

MABEL H. SHEPHERD
NAOMI K. SLAUGHTER
CHRISTINE SMITH
DORA A. SMITH
NADA C. SPEETH
KAYE WEISS
KATHERINE WILLIAMS
ALICE Y. ZWICKI

Students in Training

EDITH M. CAIN

IRENE M. HOLLERBACH

ILA SPOTTS

DETENTION HOME

DOROTHY DOAN HENRY..... Superintendent
LOUISE MOYSE..... Assistant Superintendent
DR. C. J. CASSIDY..... Physician
DR. M. E. KIRKPATRICK..... Psychiatrist (resigned Mar. 1, 1935)
DR. MAURICE A. R. HENNESSY..... Psychiatrist (appointed May 1, 1935)
EDITH DOMBEY..... Psychologist