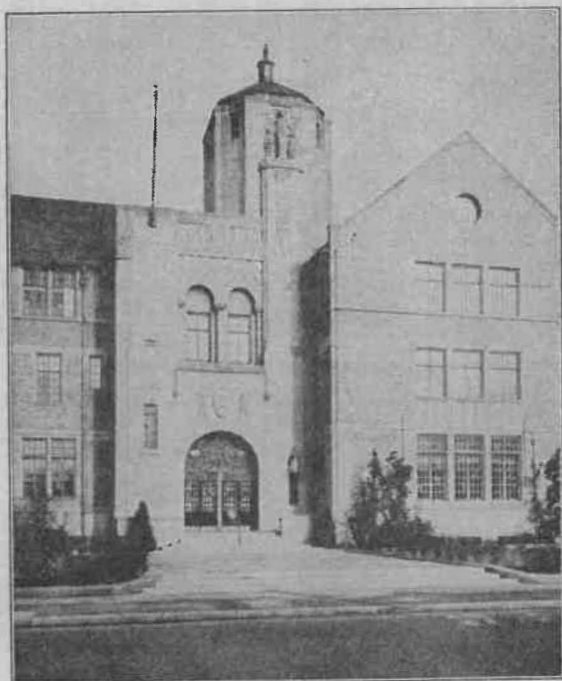


# ANNUAL REPORT

## • 1935 •

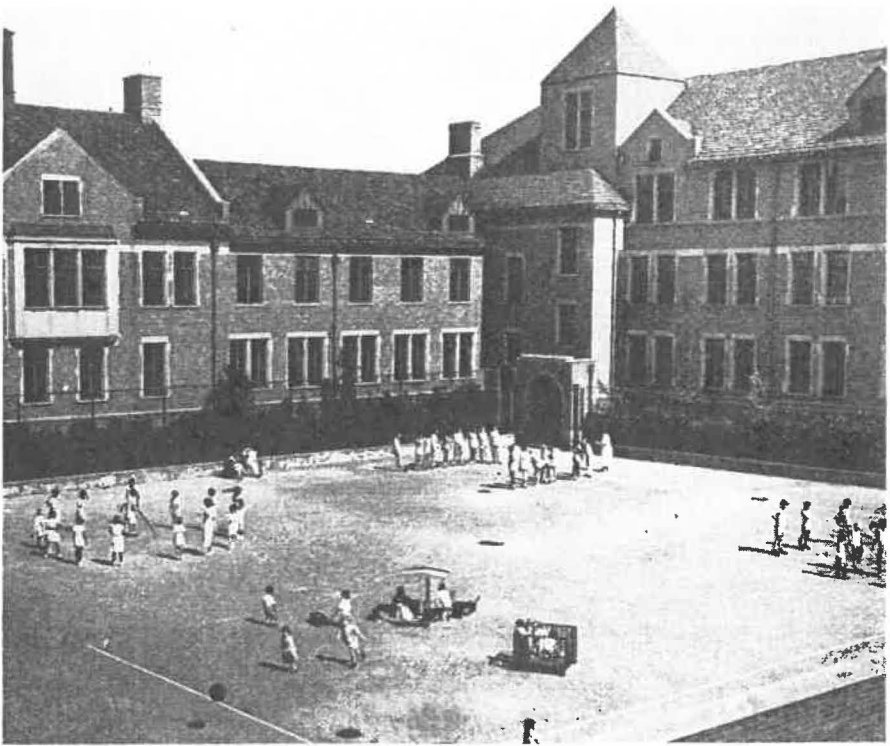


OF THE  
CUYAHOGA COUNTY  
JUVENILE COURT  
CLEVELAND, OHIO

*There abides in the heart of the "less equipped" boy, the same desire of expression, the same desire for a chance in the world, the same desire to create for himself an opportunity to prove his talent and to demonstrate his skill and loyalty, as is found in the heart of the boy, who by education and training is equipped to constructively participate in social progress and civic reform.*

*Human need unsatisfied and human desire undirected, is likely to take subversive and destructive forms which too frequently create and become serious handicaps to the less equipped boy as he competes in his daily life with the clear-headed, well-trained, well-equipped boy.*

WALTER W. HEAD, *President,*  
BOY SCOUTS OF AMERICA,  
RADIO ADDRESS, 11-8-36



THE DETENTION HOME PLAYGROUND

*Delinquency is a spare-time activity. Every increase or improvement of recreational opportunities for children, beside making for a happier and more wholesome childhood, tends to materially decrease delinquency in the areas affected.*

ANNUAL REPORT  
OF THE  
CUYAHOGA COUNTY JUVENILE COURT

1935

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During the past few years there has been a general and widespread interest on the part of the citizens of Cuyahoga County in their juvenile court. Inquiries concerning its beginning and development have become numerous. Students in our schools and colleges, members of study and service clubs, social workers and plain citizens, all have shown a keen curiosity on this subject. So numerous have these inquiries become that in 1932 a manuscript was prepared as an authoritative reference to which inquirers could be referred. After four years' use, this manuscript has become so dilapidated as to require replacement. The interest already shown suggests this more permanent form which can be more widely distributed and kept for future reference. Only the essential facts and dates, such as are most frequently requested, can be included in a pamphlet of this size.

Another fact which makes the publication of these notes opportune at this time is that the present annual report covers the first year in which the court has operated as an independent full time unit, devoting all its time and energies to handling cases and complaints concerning nothing but juveniles, their well being, care and protection.

**HISTORICAL NOTES ON THE JUVENILE COURT**

**Children in Jails in 1901** The need for a special court dealing with children was brought to the attention of the community by Newton D. Baker, then City Solicitor. He read a paper, "Conditions of Children in Cleveland Jails", before the Social Service Club in November, 1901. The conditions revealed in his paper were shocking. In those days there was little difference between a child and an adult offender in the sight of the law and only slight concessions were made in favor of the youthful offender, by those charged with its administration. Adolescent boys, and even those younger, were confined in intimate contact with hardened malefactors. Young girls were held with prostitutes. Today such conditions are unthinkable. Thirty-five years ago they were commonplace.

**The Movement for A Juvenile Court** Glen Shurtleff, then General Secretary of the Y.M.C.A., persuaded Mr. Baker to re-read his paper before the Social Service Club, an organization that counted among its membership many who were later to leave their mark upon the political and social welfare life of the community. A committee was formed to effect some amelioration of the conditions Mr. Baker had described. A conference was arranged with the Judges of Police Court and the com-



mittee proposed that volunteer probation officers be appointed to supervise young offenders and avoid their incarceration. The proposal was accepted, and a number of public spirited men volunteered for this service under the supervision of A. B. Gott.

Meanwhile, the attention of the Committee was drawn to the Juvenile Court in Chicago which had been functioning for about two years. Thomas E. Callaghan, a member of the Committee and a candidate for judge of the Court of Insolvency was delegated to visit the Chicago court and report on its operation. His report was enthusiastically in favor of the organization of a similar court here. He brought back a copy of the Illinois statute under which the court was created and operated. The committee accepted his report and took immediate steps to have a similar court created here.

Fred C. Howe, then a city councilman, re-drafted the Illinois bill to fit local conditions and Senator John F. Herrick introduced it in the state legislature. It was passed April 18, 1902, and immediately signed by Governor George K. Nash, and became effective on the first of May, 1902.

**Powers of the First Juvenile Court** The first Ohio Juvenile Court Act was so drawn as to affect only the County of Cuyahoga. Its administration was placed under the Court of Insolvency to which Thomas E. Callaghan had been elected judge. Its jurisdiction covered only delinquent and dependent children under the age of sixteen years. It provided that such children might be placed under the supervision of volunteer probation officers, or they might be placed in free or boarding homes if support was voluntarily contributed, or committed to institutions or accredited child caring agencies willing to receive them.

**Opening of the New Court** The first session of the court was held on Wednesday, June 4th, 1902, when twenty boys were arraigned, the complaints entered, and all cases continued until the following day. Judge Callaghan had secured the promise of thirty-eight prominent men to serve as volunteer probation officers. Many of these were present when court opened on Thursday morning. The first boy tried, a fourteen year old charged with stealing a pair of shoes, was placed under the care of Newton D. Baker. The second boy tried was assigned to attorney George T. Chapman, and the third to J. C. McWatters of the McWatters-Dolan Co. Bob Paine, editor of the Press, became an "official father" as these volunteer probation officers were called, and published a long editorial about his new job. Two days later, Mrs. George Lemmon became the first "official mother."

**Amendments to the Juvenile Court Act** The first juvenile court act was rather simple and its application soon indicated where it needed amplification and strengthening. The first amendment was passed in 1904. It authorized the employment of paid probation officers and provided for similar courts in eight additional counties of the state.

The provisions of the first act had been weak in that, while it empowered the court to make orders concerning the care and disposition of neglected (now dependent) children, it provided no effective way of dealing with the adults who were responsible for the condition of neglect. This was partially remedied by an amendment in 1906 which permitted the court to assess fines and costs against adult contributors. The same amendment increased the number of paid probation officers permitted and made the appointment of at least one woman officer mandatory.

An amendment passed in 1908 raised the jurisdictional age from under 16 to under 17 years for both delinquents and dependents. Delinquent boys, 16 years old or over, who had committed felonies could be committed to the Ohio State Reformatory. Penalties against adult contributors were increased to include fines from \$10.00 to \$1000.00 and imprisonment up to one year, or both. County Commissioners were authorized to provide detention homes, either by purchase or lease.

An act passed in 1911 extended juvenile courts to seventeen counties of the state. It further defined the powers and duties of probation officers and provided that findings against a child in a juvenile court could not be used as evidence against that child in any other court.

The act passed in 1913 made juvenile courts mandatory in every county in the state and raised the jurisdictional age for all children to under 18 years, where it has since remained. It more clearly defined the powers and limitations of the court and also the terms 'delinquent', 'dependent' and 'proper parental care'. It provided for physical and mental examinations of all children committed to institutions. In the same year the first Mothers' Pension law was enacted and the responsibility for its administration placed upon the Juvenile Courts. The State Civil Service Act was also passed in that same year and probation officers were included in its provisions. No major changes have been made in the Juvenile Code since 1913, although a number of minor amendments have been passed.

**Cuyahoga County Given an Independent Juvenile Court** A bill to create an independent Juvenile Court for Cuyahoga County was introduced in the 89th General Assembly by Representative Wm. Zoul. It was passed April 7th, 1931, but did not become effective until midnight December 31st, 1934. The act also abolished the Court of Insolvency.

The Cuyahoga County Court was the first Juvenile Court created in the State of Ohio, likewise it is the first independent, full time court created in this state. This court also has the distinction of being the second juvenile court to be created by legislative act in the United States.

The Illinois Act, creating the Chicago Juvenile Court was passed April 21, 1899—the Ohio Act was passed April 18, 1902. The California Juvenile Court Law was not enacted until February 26, 1903, almost a year

after Ohio, and the Colorado Act creating the widely known Denver court about a week later, on March 3rd, 1903.

**Judges of the Court** Judge Thomas E. Callaghan was elected in 1901 for a term of five years. He died suddenly on November 29, 1904, after being in office three years.

Judge Thomas H. Bushnell was appointed by Governor Herrick to serve until the next general election, at which he was defeated. He served from Dec. 1st, 1904, to Dec. 5th 1905. He died March 22nd, 1936, at the age of 79 years.

Judge George S. Addams took office Dec. 5, 1905. He was re-elected with little or no opposition each term until he resigned May 15, 1926, to accept the appointment to the Probate bench made vacant by the death of Judge Alexander Hadden. He still occupied that post at the time of his death on April 13, 1933.

Judge Harry L. Eastman, the present incumbent, was appointed by Governor Vic A. Donahey to fill the vacancy created by the resignation of Judge Addams. He was not a candidate for the short term of seven weeks and 3 days between the November election of 1926 and the beginning of the full term in January, 1927. Joseph Feniger was elected for this short term without opposition.

Judge Eastman was the successful candidate for the full term and has been re-elected and has served continuously since that time.

**Chief Probation Officers** The late Wm. A. Greenlund was Judge Callaghan's first Chief Probation Officer, serving on a volunteer basis until he became secretary to the Director of Schools. A group of business men having raised a fund to guarantee a salary for a full time Probation Officer, George B. Kennerdell was appointed and served until after Judge Callaghan's death. Meanwhile, the Austin Juvenile Court Bill was passed by the legislature (May 5, 1904) carrying an amendment providing for the employment of full time probation officers to be paid by the county.

Judge Bushnell appointed John A. Alburn as his Chief Probation Officer and directed him to reorganize the probation department along more practical and efficient lines.

Judge Addams appointed Thomas L. Lewis as Chief Probation Officer on the recommendation of Harris R. Cooley, then Director of Welfare. Mr. Lewis has held the position for the past thirty years, during much of which time he has also acted as Court Referee in boys' cases.

**Development of the Detention Home** The chief object of the original juvenile court law, according to Fred C. Howe who drafted it, was to remove the young offender from the contaminating influences of confinement with adult criminals in police stations and jails. During the early years of the court this was only partially accomplished.

While the very young offenders were turned over to their parents, some form of detention care was needed for a considerable group. A few delinquents were given temporary care in the homes of volunteer probation officers, Judge Callaghan himself setting the example. Dependent and neglected children were received temporarily in orphanages and similar institutions. But jail detention, although expressly forbidden for children under twelve years of age (later raised to fourteen years) was still the only available method of caring for a large number of children who required restraint and active surveillance.

**Early Requests for Detention Quarters** Judge Callaghan, backed by the public press, repeatedly urged the County Commissioners to provide some suitable place for the detention of the court's wards, but without success.

Judge Bushnell, in 1905, made an appeal to the public for donations with which to rent a house and furnish it as a detention home. For a time it appeared that he might succeed, but the plan fell through. Later in the year he appealed to the Chamber of Commerce for help, but was unsuccessful. Before leaving office he recommended in his annual report that the legislature amend the law, the County Solicitor's office having ruled that, as it then stood, no money could legally be expended for a detention home. This change in the law was not made, however, until in 1908.

Judge Bushnell had also suggested that the Board of Education operate a boarding home for truants. In 1906, after Judge Addams had taken office, the school authorities set aside \$200.00 to equip such a home at the old Boys' School. Judge Addams persuaded the County Commissioners to share in the upkeep of this home and for about two years a limited number of boys were detained there.

**Detention Care for Girls** In the same year (1906) the newly organized Catholic Ladies Aid Society became interested in delinquent girls. They induced the Sisters of the Good Shepherd to set aside a floor of their convent building for the detention of delinquent Catholic girls. A lay woman was placed in charge and the Ladies Aid Society financed the equipment and running expenses.

A short time later Judge Addams was offered the use of the third floor of the Salvation Army Rescue Home on Kinsman Rd. It had to be equipped and funds assured for its maintenance. Judge Addams and Chief Probation Officer Lewis solicited among friends of the court and raised the money. The late Samuel Mather was the most substantial contributor. Protestant and other delinquent girls were given care in this home.

**First Boys' Detention Home** In 1908 Judge Addams secured permission from Mayor Johnson to use the third floor of the Eighth Precinct Police Station at Detroit and Fulton Road, as a detention home for boys. The County Commissioners agreed to set aside funds

for its equipment and maintenance. The city furnished heat and janitor service. Twenty beds were installed and Mrs. F. E. McCarthy was placed in charge. Two years later she was succeeded by Mrs. Minerva Ridley and the number of beds increased to thirty. Still later a portion of the second floor was also used so that the home could care for about forty boys.

It was still necessary to detain older and more unruly boys in the county jail. Sheriff Edward Barry set aside the top floor of the women's department for the detention of boys and so prevented their association with adult prisoners. The use of these jail quarters continued until the Franklin Avenue Detention Home was opened in 1917.

**First Girls' Detention Home** Maintenance of detention facilities for girls at the Convent of the Good Shepherd and at the Salvation Army Home at the expense of private charity drew considerable adverse criticism. Pressure upon the County Commissioners finally led to their agreement to equip a detention home for girls. A house was rented on Beech St. (now E. 43rd) a short distance north of Scovill Ave. Mrs. Luella Roberts was employed as matron. A short time before the home was closed a Mrs. Goodrich succeeded her.

**The Franklin Ave. Detention Home** The number of children requiring detention care having increased beyond the capacity of the two homes, it was decided to house both groups in one building.

In August, 1914, the old Meckes residence at 2905 Franklin Avenue was purchased by the County. Extensive alterations and additions were made to adapt it to its new purpose. The building was ready for occupancy in February, 1917. James B. Vining was placed in charge as Superintendent and Mrs. Vining as matron.

In 1919, the residence directly west was acquired and fitted up to house small girls and dependent children. In 1924, the residence property on the east was purchased and a two story addition constructed to house dependent children.

Mr. and Mrs. Vining resigned late in 1919 and Miss Laura A. Marlow was appointed Superintendent.

In 1930, both the East and West buildings were condemned as fire hazards and Judge Eastman immediately ordered that they be no longer used as dormitories. This caused a great congestion in the main building and made more urgent the necessity for constructing larger and more modern accommodations.

In November of 1930, the voters approved a bond issue for the construction of the present County Welfare Group, of which the Detention Home is a part. These modern quarters, which, since their opening, have served as a model for similar buildings in other cities, were occupied during Christmas week in 1932.

Miss Marlow resigned as superintendent in April, 1931. She was



succeeded by Mr. T. E. Browning who served until September, 1932. The present Superintendent is Miss Dorothy Henry, formerly head of the Women's Police Bureau and more recently Superintendent of the State Girls' Industrial School at Delaware, Ohio.

**Volume of Early Court Cases** The first report of the work of the court, prepared by Chief Probation Officer Greenlund, was a very brief tabulation covering the first ten months of its operation.

During that period 1050 children, 932 boys and 118 girls, appeared before the court. Of these, 53 boys and 11 girls were committed to institutions and 620 children were paroled to volunteer Probation Officers.

**Early Results** Judge Callaghan, writing for the Juvenile Court Record (Chicago, August, 1903) said:

"Among the tangible results so far observed in the work of the Juvenile Court of Cleveland, may be mentioned a decrease of over 60% in the past school year in cases of truancy. Another result observed is that police authorities and even parents do not hesitate to bring into Juvenile Court children on apparently trivial charges, whereas under the old system the police authorities would not arrest a child and bring him to a trial court unless the offense was serious . . . . Another result is a decrease of about 50% in the number of children committed to institutions as compared with the old methods in the city police court."

**Unofficial Hearings** The trivial charges to which Judge Callaghan referred became so numerous that they threatened to swamp the court. After Mr. Alburn became Chief Probation Officer, under Judge Bushnell, he instituted the practice of unofficial hearings on such complaints in order to relieve the court. This practice, originated in Cleveland, has since become common to juvenile courts generally. Despite this, Judge Bushnell reported formal proceedings against and official disposition made of 1657 children in ten months—1463 boys and 194 girls. Commitments to Hudson were made of 69 boys and 75 were sent to the Industrial School at Lancaster; 13 girls to the House of the Good Shepherd and 3 to the Industrial School at Delaware.

**Volunteer Probation Officers Reduced** The use of unofficial probation officers had, on the whole, been found unsatisfactory. A feature article in the Plain Dealer on Sunday, April 2, 1905, on the third anniversary of the court, said, in part:—"There can be no question that the original probation system was hailed as more or less of a fad and taken up by enthusiastic and well meaning but sometimes impractical idealists. It would be fair to neither these nor to the faithful, earnest "official fathers and mothers" who have contributed a great share to the Court's success, to assign any definite proportion between the two classes."

Judge Bushnell inherited a list of about 600 such volunteer officers. These he promptly reduced to 150. Those retained included truant officers,

settlement house and other social workers, so that he was able to say in his final report—"Almost all of the children who require strict attention are under the personal supervision of persons having special preparation and fitness, who are familiar with the work, and who are in frequent communication with the court and its officers."

**Improved Standards of Probation Service** We have come a long way since the days of volunteer probation officers. Since they were placed under civil service in 1914 the qualifications and training required of applicants have been steadily raised. The probation officer of today has achieved a professional status.

**College Training Required** Shortly after assuming office, Judge Eastman prevailed upon the School of Applied Social Science of Western Reserve University to make an extension course on the "Principles of Case Work for Probation Officers" available to members of the staff. While not compulsory, 17 of the officers registered and attended these classes during the 1928-29 college year. Similar courses have been offered each succeeding year and have been the means of keeping older members of the staff abreast of the latest social work methods in dealing with delinquency, dependency and neglect. A staff library begun in the same year has grown into a respectable collection of professional books, pamphlets and periodicals.

Applicants for Civil Service positions in the court during the past six years have had to meet professional standards of preparation and training. During the past three years, students in training have been accepted in cooperation with the School of Applied Social Service of Western Reserve University. Several of these have, upon graduation, become regular members of the staff.

**Receiving Secretary Employed** A conviction that the court should exercise some control over the cases it accepts for hearing led the present administration to install a Receiving Secretary in 1928. The Receiving Secretary controls the intake of complaints and determines the initial method of handling each case. Complaints that are not within the jurisdiction of the court are, whenever possible, re-directed to whatever agency can best serve the complainant. In many cases, especially minor ones, the cooperation of public or private agencies is obtained so that remedial action is taken without the necessity of bringing the complaint before the court.

**Reduction in Intake Accomplished** The selection exercised by this officer has effected a considerable decrease in the number of cases brought before the court. As a result of the elimination of trivial complaints and matters that can be handled as effectively by other agencies, the court and its officers can devote more time and attention to the really serious problems brought before it.

**Receiving Office 1935** During the past year the Receiving Secretary interviewed 7703 persons. This was considerably less than the 8600 seen in 1934, but still greater than the 7628 seen in 1933.

Of these 7703 persons, 497 came only for consultation, while 755 more were referred to other agencies for service, so that no further action was taken by the court as the result of 1252 or 16% of these interviews. Action on the remaining interviews resulted as follows: Official complaints filed in 2423 cases (31%); unofficial hearings, 3035 cases (39%); referred to probation department, 155 cases; to Mothers' Pension Division, 2 cases; and 836 cases were handled by correspondence.

Of the 755 cases referred to other agencies, 356 were sent to other courts, 172 to relief agencies and 91 to child caring and protective agencies.

Among the results of this practice of selection has been a very marked decrease in the number of cases accepted for unofficial hearing, as can be seen in Table I. Many complaints formerly heard unofficially before reference to another agency are now referred directly without the formality of an unofficial hearing. The number of cases handled in this manner have increased each year as the various agencies have shown a greater willingness to accept such referrals.

**TABLE I**  
**Total Complaints, Official and Unofficial, Filed in the Past Five Years**

Type of Complaints	Number Filed Each Year				
	1931	1932	1933	1934	1935
Total Complaints, Official and Unofficial..	8132	7133	6867	7565	6712
Official Complaints—Total. ....	3649	3385	3075	3580	3611
Delinquency—Total. ....	2560	2232	2082	2204	2113
Boys .....	1961	1690	1667	1707	1636
Girls .....	599	542	415	497	477
Dependency .....	456	518	509	763	477
Neglect .....	602	584	433	562	553
Consent to Marry .....	31	44	45	48	54
Adults tending to cause delinquency	0	6	2	2	3
Certifications from Common Pleas Court, Motions, etc.....	0	1	4	1	411
Unofficial Complaints—Total. ....	4483	3748	3792	3985	3101
Delinquency—Total. ....	3259	2708	2566	2479	2060
Boys .....	2560	2109	2066	2060	1630
Girls .....	699	599	500	419	430
Dependency .....	297	211	198	209	165
Neglect .....	927	829	1028	1297	874
Adults tending to cause delinquency	0	0	0	0	2



**Complaints for Five Years Compared** Table I shows the volume of new complaints, of all kinds, that have been lodged in the court during each of the past five years. It shows decided decreases in the number of complaints in all major classifications. The 1935 total is 155 less than that of 1933, the previous low.

The total official cases have increased slightly during the past two years. In 1934 this was caused by increases in dependency and neglect cases. These were due, in a large part, to the fact that many previously unemployed parents were reluctant to resume the duty of contributing to the support of their children out of W.P.A. or other work relief earnings unless forced to do so by legal action. The 1935 column also contains an item of 411 certifications from Common Pleas Court, motions, etc., where previous years contained only four or less.

**Certification from Common Pleas Court** Section 8034-1 of the General Code permits the Common Pleas Court, upon the granting of a decree of divorce, to certify the minor children to the Juvenile Court for custody and support orders. During recent years an increasing number of these jurisdictional transfers have been filed. Prior to this year these had not been considered as official cases unless filed with an affidavit of neglect or dependency. Were it not for this item the totals for 1935 would be much below any other in the five year series.

**Disposition of Certifications** There were 405 certifications officially docketed during the past year. Of these, 210 had been handled unofficially during previous years. During the year 1935 new certifications were filed. Of the 405 total, more than half (215) were filed with no further action requested; 180 were ordered to pay support through this court, one through the Bureau of Domestic Relations and one direct.

TABLE II  
Twenty Year Trends in Official Boys' Delinquency Complaints

Complaint Classifications	1915		1925		1935	
	Number	Percent	Number	Percent	Number	Percent
Total Complaints.....	1807	100.00	1937	100.00	1636	100.00
Offenses against the person.....	83	4.59	54	2.79	133	8.13
Offenses against property.....	830	45.93	942	48.63	872	53.30
Offenses of a sex nature.....	29	1.60	75	3.87	31	1.89
Mischievous Behavior.....	498	27.56	337	17.40	242	14.79
Runaway from Home.....	121	6.70	255	13.16	183	11.19
Truant from School.....	246	13.61	274	14.15	175	10.70

\*This designation is substituted for the term Malicious Mischief used in previous reports as being more accurately descriptive. Many of the complaints included in this classification are not really malicious.

**Long Term Delinquency Trends** A comparison of yearly delinquency tables over a twenty year period discloses some marked shifts in the proportions of the various delinquency classifications. These can be explained, in part, by the elimination of minor com-

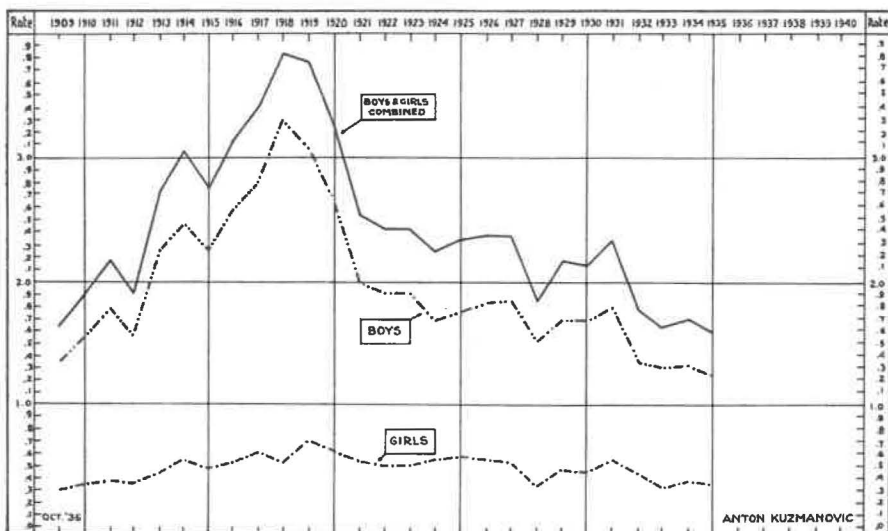
plaints and the gradual reduction of some others by reason of more effective treatment outside the court; In part, also, by better community organization and the more effective leisure time programs of clubs, settlements and play grounds. On the other hand the increase in the number of automobiles and other economic and social changes create new forms of temptation and tend to increase certain types of delinquency. The preceding table shows these trends by a comparison of each tenth year during the past two decades for officially delinquent boys in the six usual classifications.

With one exception, all classifications show numerical increases in 1925 over 1915. During the same period the general population had increased 35%. Between 1925 and 1935 the population increase is estimated at 26% which makes the numerical decreases in that period even more impressive. A greater percentage of the complaints now coming before the court are in the more serious classifications of offenses against the person and against property. This is partially due to the decrease, by elimination, of complaints in the minor classifications. The numerical increase in the offenses against property is negligible and those of offenses against the person not surprising in view of the tremendous increases in population and the present industrial depression.

## CUYAHOGA COUNTY JUVENILE COURT . . . CLEVELAND OHIO

### \* DELINQUENCY RATES PER 1000 POPULATION \*

Calculated on the total population of the county, using U.S. Census returns and estimates by Howard W. Green



**Delinquency Rates** The year 1935, with a total of only 2113 official delinquency complaints filed, establishes a new low delinquency rate.

This rate is the number of delinquents per thousand in the general population. The total delinquency rate (boys and girls combined)

**TABLE III**  
**Official Delinquency Complaints by Sex and Type**

Types of Complaints	Boys	Girls	Total
Grand Total—All Complaints.....	1636	477	2113
Against the Person—Total.....	133	2	135
Robbery and attempts.....	94	0	94
Simple assault.....	22	1	23
Felonious assault.....	7	1	8
Rape and attempts.....	8	0	8
Homicides.....	2	0	2
Against Property—Total.....	872	44	916
Breaking and entering.....	352	0	352
Auto stealing.....	162	0	162
Other stealing.....	303	38	341
All other property complaints.....	55	6	61
Sex Offenses (all kinds).....	31	93	124
Mischievous Behavior—Total.....	242	160	402
Ungovernable, out nights and evil associates.....	152	156	308
Violating ordinances, etc.....	90	4	94
Runaway from Home—Total.....	183	126	309
Local children.....	53	68	121
Out-of-town children.....	130	58	188
Truancy.....	175	52	227

for 1935 is 1.58. This is .04 below the previous low of 1933 and .11 below that of 1934. The rate for boys is 1.23, the lowest it has been since 1909, the earliest report available. These rates are not strictly comparable because in 1909 the jurisdictional age was under 17 years. It was raised to under 18 years in 1913. If age adjustments could be made, the present actual rate should be somewhat lower. The highest rate for boys was 3.3 in 1918 and was influenced by conditions attending the world war. The rate for girls in 1935 was .36, a slight decline from the 1934 rate of .38 but still above the .32 rate for 1933, which was the lowest it had been since 1909. There is less fluctuation in the yearly rates among girls than among boys, due to the smaller number of complaints filed against them. The yearly rates since 1909 are shown in the accompanying graph and are based on annual population estimates furnished by Mr. Howard Whipple Green.

**Boys' Delinquencies** Complaints of highway robbery in 1935 were 10% greater than for 1934. They were practically the same as in 1932 but yet 17% below what they were in 1931. Complaints of breaking and entering have steadily decreased from the 526 reported in 1931. Auto theft and tampering continue to increase after reaching a low of 112 cases in 1933. Other kinds of stealing show a gradual

**TABLE IV**  
**Dispositions of Delinquency Cases—1935**

A—Disposition of Juveniles	Boys	Girls	
Total delinquency cases filed . . . . .	1636	477	
Committed to parents, relatives, individuals . . . . .	38	8	
Committed to agencies for supervision . . . . .	127	40	
Committed to probation officers for supervision . . . . .	833	221	
Committed or returned to institutions—Total . . . . .	411	114	
Ohio State Reformatory . . . . .	28	0	
Boys' Industrial School . . . . .	188	0	
Girls' Industrial School . . . . .	0	34	
Hudson Boys' Farm . . . . .	193	0	
Blossom Hill Girls' Farm . . . . .	0	54	
Convent of the Good Shepherd . . . . .	0	26	
Bureau of Juvenile Research . . . . .	2	0	
Dismissed . . . . .	28	2	
Not apprehended . . . . .	10	4	
Returned to other jurisdictions . . . . .	132	64	
Continued and other dispositions . . . . .	57	24	
B—Disposition of Adult Contributors	Cases of	Boys	Girls
Total adult contributors . . . . .		25	89
Dismissed . . . . .		6	1
Committed to Work House or other institutions . . . . .		6	31
Commitment suspended—paid fine, costs or both . . . . .		1	27
Assessed fine, costs or both . . . . .		6	19
Continued conditionally . . . . .		6	11

increase during the five year period while the miscellaneous grouping of other property complaints have shown a continuous decline. The mischievous behavior group show no significant shifts nor are the variations in run-aways and truancy considerable enough for comment.

**Girls' Delinquencies** Delinquencies among girls show a steady decline in sex complaints, truancy and local runaways. There

**Five Years** is a slight increase in out-of-town runaways over the five year period and a very marked increase in complaints of incorrigibility during the past two years.

Official delinquency complaints for 1935 for both boys and girls are set forth in Table III and the dispositions made of delinquents and contributors is shown in Table IV.

**Dispositions—** The decrease in the total number of official complaints

**Boys** filed has made it possible for the probation department to do intensive follow-up work on a larger number of cases. In 1931 only 39% of the boys appearing before the court were placed under the supervision of probation officers. In 1934 over 44% were placed under supervision and during 1935 the number was increased to nearly 51%. There has also been a small but noticeable increase in the

number paroled to agencies for supervision. On the other hand, the number committed to parents or individuals has steadily declined from 20.65% in 1931 to 2.32% in the present year.

A larger number of boys were committed to correctional institutions than in 1932, 1933 or 1934, but yet 51 less than in 1931. The number committed to the Ohio State Reformatory, while greater than in 1932 and 1934, was considerably less than in 1931 and 1933. Commitments to the Boys' Industrial School were about on a level with 1932, 1933 and 1934, but 77 fewer than in 1931. Commitments to the Hudson Boys' Farm were 31 above the average of the preceding four years.

The number of runaways and other delinquents returned to the jurisdiction of other juvenile courts were only slightly less than in 1934. Both years show a considerable decrease over the preceding three years.

**Dispositions—** As with boys, the proportion of girls placed under the supervision of probation officers has increased. In 1931, the proportion was 32% and has steadily increased, passing 46% in 1935. However, only 8%, which is less than half the usual proportion, were committed to the supervision of agencies. The total number committed to correctional institutions was somewhat greater than the two previous years but still less than those for 1931 and 1932. More commitments were made to the Girls' Industrial School and to Blossom Hill, but considerably fewer to the Convent of the Good Shepherd.

**Adult Contributors** There were 25 adult contributors to the delinquency of boys. Of these, 7 were fathers and 4 were mothers.

**Boys' Cases** The charge of permitting minors under age to operate motor vehicles was placed against 7 fathers and 3 mothers. The other mother was charged with contributing to truancy. The other 14 were charged with contributing to the following delinquencies:—breaking and entering, 2; stealing, 7; auto theft, 1; obscene literature, 2; and driving under age, 2.

**Adult Contributors** There were 89 adult contributors in girls' cases.

**Girls' Cases** Three of these were mothers, of whom 2 were charged with contributing to truancy and one to stealing.

For contributing to sexual delinquency 73 adults (67 men and 6 women) were charged in 60 cases. Five men and one woman were charged with contributing to incorrigibility; one man to driving under age; and three men and one woman in connection with local runaways.

Dispositions of adult contributors are shown in section B of Table IV.

**Referees Authorized and Appointed** At the request of this court, a bill authorizing the appointment of court referees was passed by the legislature in 1926. Chief Probation Officer Lewis, who had been acting in such a capacity for a long time, was appointed to sit as referee in boys' cases in addition to his regular duties.

**Girls' Referee Appointed** Dr. Eleanor R. Wembridge was appointed as girls' referee on Sept. 1, 1926. She had previously served, for four years, as psychologist of the Women's Protective Association, later known as the Girls' Bureau. Her tact and training enabled her to discover facts and conditions which would have been less readily revealed to a man.

Dr. Wembridge served the court for nine years. She resigned on Nov. 1, 1935, to reside in Los Angeles, California. Her talents, training, experience and personality were of inestimable value to the court and her departure is deeply regretted. The court is happy in the thought that her new place of residence offers a wider field for her splendid talents.

Miss Lottie Bialosky, who has been case work supervisor for the past eight years, will also act as girls' referee. Her past training and experience admirably equip her for this work.

**Dependent and Neglected Children** While the original juvenile court act gave the court jurisdiction over neglected (i.e. dependent) as well as delinquent children, it contained no provision permitting the court to deal with the adults responsible for their neglect. An amendment passed in 1908 provided for the arrest of adults contributing to the dependency or neglect of minors, but only provided penalties for abandonment and non-support. The law was again amended in 1912, to provide penalties for contributing to dependency as well as to neglect.

**Number of Dependency Complaints** The number of dependency cases, which have been increasing during the depression, reached a peak in 1934 with 763 complaints. The number for the present year, (see Table I—Column 5) is a decrease of 37% over the previous year and only 4.6% above the total for 1931. Between 1920 and 1923, dependency cases ranged between 300 and 400 per year, and were only slightly in excess of 400 during the next five years. In 1928, it was an even 500. Considering the increase in the general population, the 1935 complaints have decreased to what may be considered a normal level.

**Dependency Dispositions** The 477 cases filed in 1935 concerned 923 children. In only about one-fourth of all cases were contributing affidavits filed against parents or other adults. In only 28% of the cases were the parents living together, which leaves 72% coming from broken homes. In one-third of all cases, one or both parents were dead. Slightly more than one-fourth of the children were under six years of age, about half were six to twelve and a little less than a quarter were thirteen to seventeen years old.

Only about 17% of these children were retained under the supervision of the court. About 15% were committed to the care of parents or relatives. The bulk of the children, over 60%, were committed to child plac-

ing or child caring agencies. The largest number, 335 or 36% of all children, were committed to the Cuyahoga County Child Welfare Board. Of these, 69 were crippled or physically handicapped children, committed so that they might receive medical or surgical treatment at the expense of the county. The Children's Bureau received 112 children (12%) by commitment and the Humane Society, 85 (9%). Fifteen fathers and twenty-two mothers were committed to the Correction Farm as contributors.

**Causes of Dependency Complaints** The largest single cause of dependency (31% of all cases) was the lack of proper parental care through the death or incapacity of one or both parents. Improper home conditions (intoxication, immorality, etc.) and financial need each account for approximately 22% of the complaints. Questions of custody accounted for 8%, desertion for 7%, and abusive treatment for only 4.6%.

**Neglect Complaints** The larger number of neglect complaints, (non-support of minor children) are handled unofficially. Only those that have failed to respond to such treatment are filed on officially. From 1932 until the past year, unofficial neglect complaints had been increasing, reaching a peak of 1297 complaints in 1934. The decrease by 423 cases in 1935 equals nearly one-third of the total filed in the previous year. The number of official cases is within the range of normal variation and requires no comment.

**The Neglect Department** Following the passage of the Act of 1908, which made it possible to prosecute neglectful parents, the follow-up work on those cases paying into court was done by the Chief Probation Officer until about 1912, when it was delegated to the Assistant Chief. This continued until 1929 when a separate department, consisting of a Director and one assistant, was created. A clerk-stenographer was added one year later.

This Department has the difficult task of supervising the collection of money paid into the court, either by agreement or under court order, for the support of minor children. The department not only follows up to see that payments are made regularly and in full, but it also assists in finding employment, securing needed medical care, and smoothing out the difficulties attending parental separation and neglect.

The Department, at the present time, has over 1100 cases under active supervision. In these cases the cashier's receipts are checked against the active file and wherever payment has not been made when due, appropriate action is begun by the Department.

The following table shows the amounts collected during the past six years in both official and unofficial cases.

Beginning in 1931, due to unemployment, the amounts collected declined, reaching a low in 1933. The upward swing during the past two years has been extremely rapid, the total for 1935 being only \$11,077.96



**TABLE V**  
**Money Paid Through Court for the Support of Minor Children**

Year	Official Cases	Unofficial Cases	Total Collection
1930.....	\$110,272.94	\$48,063.18	\$156,336.12
1931.....	81,920.22	39,452.42	121,272.64
1932.....	60,195.09	25,972.80	86,167.89
1933.....	52,947.23	30,308.25	83,255.48
1934.....	72,133.15	48,443.42	120,576.57
1935.....	107,526.15	39,732.01	147,258.16

less than that collected in 1930. The service rendered by this department is vitally important to the mothers and children served. It is equally important to the community because, if it were not for the money it collects, a large number of the dependent and neglected children under its care would have become charges upon public or private charitable agencies.

#### THE PROBATION DEPARTMENT

**Development of The Probation Department** The law authorizing employment of salaried probation officers was passed in May, 1904. Judge Callaghan appointed only one, his chief probation officer. Judge Bushnell added an interpreter, authorized by the same law, who also acted as an assistant probation officer. Judge Addams obtained further legislation in 1906 authorizing the appointment of additional probation officers, one of whom should be a woman. Mrs. Antoinette Callaghan, the widow of Judge Callaghan, received the appointment. Apparently she was the first paid woman probation officer employed by any juvenile court. She remained with the court twelve years, resigning in 1918 to accept a position with the newly organized Municipal Probation Department. As the scope and character of the work expanded and the county population increased, new officers have been added to the staff.

The growing volume of work, enlarged staff and the necessity of relieving the chief probation officer of administrative details resulted in the addition of a Case Work Supervisor on January 1, 1928. In the summer of 1934, an assistant supervisor was added, part of her duties being the supervision of students in training. Following the resignation of Dr. Wembridge as girls' referee, her duties, which had required only part time, were added to those of the Case Work Supervisor. To compensate for these additional duties she was given another assistant supervisor in November, 1935. Both of these positions were filled by promoting experienced members of the staff.

Probation officers perform a dual service: they investigate the social backgrounds of the children and adults brought before the court prior to the hearing, and after hearing, supervise the probationers committed to them by the court. Probation officers are now recognized as professional social workers. They are appointed only after passing civil service tests



for which college training is required. Continued study is required to keep them abreast of their profession.

**TABLE VI**  
**Probation Cases Under Supervision in 1935**

Movement of Cases Under Supervision	Total Cases	Delinquent		Neglect and Dependency	Total Children
		Boys	Girls		
Brought forward Jan. 1st.....	959	704	143	112	1166
Received on probation during the year.....	1520	1103	260	157	1772
Total under supervision during the year.....	2479	1807	403	269	2938
Removed from probation.....	1431	1061	213	157	1669
Carried forward at end of year..	1048	746	190	112	1269

**Increases in Probationers** While the number of cases coming before the court has declined during the past few years, several factors have contributed to increase the number placed under probationary supervision. In part, the problems presented have become more serious, making it undesirable to return the children to the unaided supervision of their parents. On the other hand, the court is reluctant to commit a child to a correctional institution unless it appears impossible to correct his behavior in his own home. With better trained probation officers it has been possible to do more intensive work with probationers and to secure better results. During 1934, nearly 200 more cases were placed on probation than during the preceding year. In 1935, a further increase of 234 cases over the 1934 number were placed on probation.

During 1935, the court had fifteen full time probation officers, and five students in training who worked part time. In addition to investigating all new complaints, totaling 3212 cases, these twenty officers made a total of 13,404 field calls and had 5328 office interviews in supervising the 2479 children and adults who were on probation at some time during the year. Some indications of the success of their efforts may be found in the following table.

**TABLE VII**  
**Reappearance of Probationers in Court and Number Committed**

Totals and Items	Delinquent		Adults	Totals
	Boys	Girls		
Total on probation.....	1804	403	169	2479
Number reappearing in Court .....	347	68	23	438
On new complaints—unofficial.....	18	7	3	27
On new complaints—official.....	187	16	10	214
For violation of parole.....	142	45	10	197
Probationers committed to Correctional Institutions	175	42	1	218

**Violation of Parole** This item is not always of grave significance. In many instances these are simply recalls to court concerning arrears in payments in restitution. In some instances, as a result of these rehearings, the amount of restitution is reduced to conform to the ability of the delinquent to pay.

**Recidivism Among Probationers** Less than 18% of all probationers reappeared in court during the year and less than half of these were committed to correctional institutions while on probation. Four out of every five boys and five out of every six girls did not reappear in court. When the environmental conditions of these children are taken into consideration, this record increases in significance. Half of these children came from broken homes and in over half of the remainder there were elements of discord and not infrequently, examples of law breaking. Eighty percent came from homes either dependent on charity or very near it. It is the task of the probation officer to guide the delinquent through the temptations that daily surround him and to aid him to overcome economic and social handicaps that result from the present state of our social organization.

**Investigations** In addition to supervising probationers, probation officers investigate the social backgrounds of delinquents and others brought before the court. In the past year 2950 official and 262 unofficial cases were investigated, a total of 3212. These required visits to homes, relatives, schools, employers, social agencies and other sources of information, totaling 7362 field calls by fifteen officers, an average of approximately 500 per year for each officer.

**Probation versus Correctional Institutions** The cost of maintaining a child in a correctional institution has been variously estimated, from \$350.00 to \$500.00 per year. The cost of supervising a child on probation is estimated at about \$30.00 per year.

Not only is probationary treatment in his own home much more economical, but authorities are increasingly of the opinion that, in a large proportion of cases, it is more effective. Institutions will always be needed for certain types of delinquents, but it appears from Table VII that nine out of ten can be successfully treated by probation. It follows that, given a larger staff of adequately trained probation officers, the court could do even more effective work than it can at present when, with each officer carrying considerably more than the maximum case load, truly effective work cannot be expected.

#### THE DETENTION HOME

The present Detention Home, occupied since December, 1932, is a part of the group of County Welfare Buildings occupying the block on East 22nd Street from Cedar to Central Avenues. The home consists of three buildings which, with the Court Building, surround and enclose an ample playground.

Delinquent children are housed in the building facing Central Avenue which also contains the administrative offices, the clinic and the gymnasium. Dependent children are housed on the second and third floors of the building facing Cedar Avenue, the first floor and basement of which is used by the Cuyahoga County Child Welfare Board. A connecting building at the rear contains the kitchen, dining rooms, storage rooms and heating and mechanical units for the entire group.

**Segregation of Children** This arrangement makes possible the total segregation of delinquent from dependent children. Boys and girls within each group are housed on separate floors. The children on each floor are further sub-divided into units of from twenty to twenty-five children. These units make use of the various facilities of the Home:—the playground, gymnasium, school rooms and manual training rooms, at different periods in such a way that there is no contact or communication between one unit and any other. This arrangement reduces the possibilities of moral and physical contagion and confines any communicable disease to the unit in which it originates. The possibility of physical contagion is further reduced by placing every incoming child in a receiving unit until after a medical examination. Suspicious cases are, upon reception, isolated in single rooms until passed by the physician. Physical examinations are given each child within twenty-four hours after reception.

**Supervision and Occupation** Under the guidance of trained supervisors the children are kept occupied with a varied schedule of activities during the entire period of their waking hours. Even while sleeping they are under the constant supervision of careful attendants, alert to serve their needs and to prevent moral contamination. There are four school rooms where the children are kept abreast of the class room work in their own schools. There is a manual training room for boys and a domestic science room for girls. There are invigorating games on the playground in fair weather and when it is inclement the gymnasium furnishes opportunities for rough and tumble activities. Books, magazines and quiet games are provided in the day rooms of each unit, together with a radio speaker controlled from the administration offices. Religious services are held each Sunday by outside workers of the Catholic, Protestant and Jewish faiths.

**A Home—Not A Correctional Institution** It is the policy of the court to detain only such children as cannot, for good reasons, be returned to their own homes pending the disposition of their cases. The Detention Home is planned and administered to approximate as closely as possible the conditions in a real home. It follows that it is not adapted for use as a correctional or disciplinary institution. The court has to continually combat the desire of certain officials, agents and individuals, to make use of it for such purposes.

**TABLE VIII**  
**Children Under Care in the Detention Home**

Registration	Boys	Girls	Totals
Total attendance, including re-admission.....	2169	949	3118
Actual registration (individual children).....	1170	674	1844
Total attendance days.....	33730	17920	51650
Average daily attendance.....	92	49	141
Average length of stay in days*.....	0	0	16
Percentage Distribution—Delinquents**.....	88%	74%	81%
Dependents.....	12%	26%	19%

\*Includes delinquents and dependents. The latter must be given shelter for longer periods, pending the finding of foster homes.

\*\*These figures, for both boys and girls, include 8% who were out-of-town runaways, which approximates the figures for 1934. In 1932 and 1933 the proportion of out-of-town runaways was 9% among boys and 12% among girls.

**Increased Care** While the actual number of children given detention care has decreased during the past two years, the length of stay and the consequent total days care has increased from year to year. These increases are mainly among the dependent group and are due to the greater difficulty experienced by child placing agencies in finding foster homes for the placement of such children. In part also, it is due to the long delays experienced in obtaining the acceptance of feeble minded delinquents by the proper institutions, and to delays in securing the acceptance and transportation of children belonging in other states or jurisdictions.

#### THE COURT CLINIC

The clinical services of the court are performed by a physician, a psychologist, a psychiatrist and a nurse. These services have developed gradually as the need became apparent and the additional facilities to meet it could be obtained.

**The Court Physician** In the early days physical examinations, when it was felt that they were necessary, were made by physicians employed on a fee basis. The juvenile code enacted in 1912 required that all children committed to state institutions be given a physical examination and that the physician's report accompany the commitment papers. This required a physician on a regular and more permanent basis.

When the Franklin Avenue Detention Home was opened in 1917, the court secured the services of the late Dr. Ward Huber to examine boys in the home, and of Dr. Alice Butler to perform the same service for girls. Gradually a system of routine examinations was built up. Later arrangements were made with nearby Fairview Hospital for daily visitations by internes who made the routine examinations and reports.

Dr. C. J. Cassidy, the present court physician, was employed in 1927. His mornings are devoted to the examination and care of children

in the detention home and he is also on call at any hour if needed. His afternoons are divided between the Boys' Farm at Hudson and the Girls' Farm at Brecksville. He is thus enabled to follow through on children committed to these two institutions his observations begun at the detention home. He is assisted, at the detention home, by Miss Laura K. Moore, a nurse employed full time.

**TABLE IX**  
**Summary of Medical Services at the Detention Home**

Services	Boys	Girls	Total
Total examinations made.....	2055	952	3007
Dispensary—Treatments given.....			2933
Bed patients.....			141
Bed days.....			478
Quarantine—Contagious diseases—Days.....			260
Hospitalization (City Hospital) Total cases....	27	23	50
Contagious cases.....	14	11	25
Venereal cases.....	2	9	11
Other causes—cases.....	11	3	14
Total hospital days.....	726	761	1487

About 5% of the children admitted did not receive physical examinations because they were released in less than twenty-four hours, or before the next visit by the physician. Only 34% of those examined were found entirely free from physical defects. Dental defects were the most common, (807 children), with defective vision (453 children) next in frequency.

Except for twenty-four days, the quarantine periods were confined to two dependent units and were caused by mild epidemics of mumps, chicken pox, measles and whooping cough. The prevalence of these diseases during the past year seems to indicate a lowered resistance among children of the dependent class.

**Psychological Services** Psychological tests were introduced in Cleveland Schools in 1911, when Superintendent Frederick brought Miss Charlotte Steinbach to the city and placed her in charge of special classes for backward children. Miss Claire Walters was then teaching a special class of boys from the detention home at the old Boys' School. She began testing selected cases upon the request of the court. After the Franklin Avenue Detention Home was opened she devoted two afternoons a week to testing both girls and boys. As the diagnostic value of mental tests became better understood, a larger number of children were tested and additional psychologists, some volunteer and some on a part time basis, were employed.

Miss Edith Dombey, the present psychologist, was employed in 1927 on a full time basis, and has developed this service to its present high standard of efficiency.

**TABLE X**  
**Intelligence Classifications of Delinquent**  
**and Dependent Children Tested in 1935**

Intelligence Classifications	Delinquents		Dependents		Totals
	Boys	Girls	Boys	Girls	
Superior.....	12	5	1	3	21
Normal.....	212	91	25	21	349
Dull Normal.....	255	107	16	22	400
Borderline Deficiency.....	287	138	23	20	468
Subnormal.....	212	113	5	5	335
Total Tested.....	978	454	70	71	1573

The above table includes 190 children who were not detained in the detention home, but came in to the clinic to be tested on order of the court.

In addition to the tests reported above, there were 1101 children for whom previous tests were on file in the office of the psychologist, and 119 more were obtained from the files of the Cleveland Board of Education, the Child Guidance Clinic and other sources. Only 14% of the children received at the detention home were not tested and this was because of their early release.

**Psychiatric Service** Prior to 1922, very little psychiatric work was done with court children and that little was performed by private practitioners who were willing to serve for a witness fee. In 1922 the Children's Bureau set up an observation clinic under Dr. S. C. Lindsay in the old Children's Aid Society Home on Detroit Avenue. Two years later this was taken over by the demonstration clinic sponsored by the Commonwealth Fund and Dr. Lawson G. Lowrie and a trained staff placed in charge. This demonstration project was taken over by the Community Fund on January 1st, 1927, and became the Cleveland Child Guidance Clinic. The Juvenile Court has assisted in the promotion of both these clinics and made considerable use of them. The present juvenile judge has been an active member of the board of trustees of the Child Guidance Clinic ever since its organization and a member of its executive committee since 1934.

Psychiatric studies of court children had increased so much by 1929 that it seemed advisable for the court to have its own psychiatrist. A bill was introduced, at the request of the judge of this court, and passed by the legislature in that year giving the court the authority to employ its own physician, psychologist and psychiatrist and to require the examination of persons brought before the court.

Dr. A. T. Childers was appointed January 1st, 1930, and served until September 1st of the same year, when he resigned to accept another position. He was succeeded by Dr. Donald H. Linard who served until his death on March 12, 1933. Dr. Milton E. Kirkpatrick came to the

court May 1st, 1933, and resigned March 1, 1935. The present psychiatrist, Dr. Maurice A. R. Hennessy, came to the court May 1st of that year.

**Nature of Psychiatric Studies** The psychiatric study is a four-fold one, including investigations in the physical, psychological and social fields before the psychiatric interview itself. Necessarily this procedure is lengthy and painstaking, and cases are studied on a basis of social maladjustments, due to personal and environmental factors, which need this intensive study for their recognition, diagnosis and treatment.

**Volume of Psychiatric Studies** In the past year there were 273 new cases studied; 336 conferences were held with probation officers and 167 with representatives of outside agencies. In addition, there were 299 re-interviews with children and their relatives or guardians. This figure illustrates the continuity of individual study and the effort to make adjustments based on studies and investigations extending beyond the first interview.

**Extension of Services** This psychiatric study has been made available, not only for the delinquent group, but also for dependent children committed to the Cuyahoga County Child Welfare Board by the court. Adult diagnostic service is also available to the Mothers' Pension department.

**Preventive Work** An important part of the work is the study of unofficial cases—children against whom no formal affidavit has been filed. This study is purely preventive work, in that it attempts to forestall the development of delinquent attitudes and behavior as efficiently as early recognition and social treatment of undesirable personality traits can accomplish this end.

**Educational Talks** This service has been further supplemented by educational talks given by the psychiatrist before representative groups during the year. These include the faculty and the student body of Thomas A. Edison School (two addresses); the Northeastern Ohio Children's Institutional Workers; the Division of Attendance and Placement of the Cleveland Board of Education; the University Circle Kiwanis Club, and the Women's City Club of Cleveland.



## THE MOTHERS' PENSION DEPARTMENT

**Beginnings in 1914** The original Ohio Mothers' Pension Act was drawn and recommended by a legislative commission, appointed in 1912 by Governor Harmon, "to revise, consolidate and suggest amendments to the statute laws of the State of Ohio which pertain to children." "The Widows' Pension Law", as it was first called, was modeled after the Missouri statute with several additional safeguards. It provided a pension of \$15.00 a month for the first child and \$7.00 for each additional child in the family.

The recommendation of the commission was made with some misgivings as shown by the wording of their report:—

"While your commission is not unanimously agreed as to the desirability of any enactment of this kind, it is agreed that, should any be passed, it should be in the form above outlined . . . The opponents of this measure do not believe the public agencies are fitted to administer this kind of direct relief."

The law was enacted in 1913, after the county budget for 1914 had been passed. An emergency measure, put through the legislature early in 1914, enabled the County Commissioners to transfer sufficient money into the fund to start making grants during that year.

The department was organized with Miss Katherine Kennedy as Director. The first application was received April 1st, 1914. By the close of the year, 295 pensions had been granted and \$29,279.35 expended.

Miss Kennedy remained as Director until June 1st, 1921, when she was succeeded by Miss Nell Collopy, the present Director. In the same year the legislature increased the maximum grant to \$35.00 a month for the first child and \$10.00 for each additional child in the same family.

**The Advisory Board** The department gratefully acknowledges its debt to the members of its Citizens' Advisory Board for their faithful service during the past year. This board, meeting weekly, reviews the investigations of all applicants and recommends or disapproves grants. Their recommendations are extremely valuable to the court and, save for very rare instances, are accepted. The members for the past year were:

Mrs. Harvey Mierke, Chairman

Mrs. James E. Cutler, Vice-Chairman

Mrs. Elmer F. Boyd

Mrs. L. S. Brookhard

Mrs. Robert Evans

Mrs. David Gaehr

Mrs. J. B. Horwitz

Mrs. John Coffinberry Morley

Mrs. A. J. Reinthal

Mrs. A. J. Tennent

Mrs. Theodore Thoburn

Mrs. Hugh Wells

Mrs. Wm. A. Williams

Mrs. Frank Sexton

Mr. John M. Costello



**Organization** The staff consists of a Director, a Case Supervisor, a Receiving Secretary, a Home Economist, nineteen Case Workers and a clerical force of seven.

**Unemployment Affects Pensions** The department has found it necessary, during the last few years, to continue pension grants, especially in families where there are a large number of children, that in normal times, would have been terminated as the older children found places in industry and were able to contribute enough to the family budget to render a continuance of the pension unnecessary.

**Anticipated Changes Under the Social Security Act** The Federal Social Security Act of Aug. 15, 1935, is expected to bring about some radical changes in the present state laws governing grants-in-aid to dependent children. The Federal Act, under Title IV, provides for outright grants to all states that comply with the requirements of this section of the Act. These include a provision that grants-in-aid shall be given to children living in the homes of relatives (within certain limited degrees) as well as to those living with their mothers as provided under the present Mothers' Pension Act.

**Repeal of Mothers' Pension Act Expected** A bill is pending in the legislature, and will probably be passed before this report is printed, which embodies the requirements of the Federal Social Security Act regarding aid to dependent children and repeals the existing Mothers' Pension Act. The new Act continues administration by the Juvenile Court. The present Mothers' Pension Department will become the Division of Aid To Dependent Children. General supervision is placed under the Division of Charities of the State Department of Welfare. Both the state and federal governments are expected to share, to a limited extent, in the costs of grants and of administration. The extent of this participation will not be known until the act is passed and put into full effect.

**TABLE XI**  
**Mothers' Pension Statistics—1935**

Applications pending on Jan. 1, 1935.....	104
Pensions granted during 1935.....	171
Total families receiving pensions during the year.....	1247
Total children under 16 years of age benefited.....	3468
Field visits by case workers.....	12696
Office interviews by case workers.....	1643
Letters sent out.....	5706
Appropriation paid out in pension grants.....	\$599,982.10

## RELATIONSHIP OF THE COURT WITH PUBLIC AND PRIVATE AGENCIES

From the beginning, the Juvenile Court has experienced difficulties because it was expected to accomplish results which were beyond the scope of the court and its facilities.

One of the mistakes of the early court was its easy acceptance of all the responsibilities that the community chose to thrust upon it. Under Judge Bushnell an employment bureau was conducted. This was continued under Judge Addams' administration, together with such services as the supervision of school attendance, home finding and placement. While these services were helpful, they could not measure up to what was expected of them because they were outside the proper functions of a court and it did not have the necessary personnel or facilities.

In time, the court was forced to realize its own limitations and to resist the increasing tendencies of public and private agencies to make it the dumping ground of their own unsolved problems. This was no easy task as it involved the re-education of both agencies and individuals who had become habituated to using the court in this manner. As Frederick A. Moran, Executive Secretary of New York Catholic Protectory has said:\*

"It is high time that it be realized that juvenile courts are not strange and mysterious institutions. None of these courts possess an Aladdin's Lamp that can be rubbed to change children from delinquents into those presenting no behavior problems. Outside of the actual commitment to institutions, there are no functions that these courts perform that could not be performed as well, if not better, by any social case working agency with acceptable standards of work."

Much progress has been made in the past ten years toward a better understanding, on the part of both public and private agencies, of the proper functions of the juvenile court, its possibilities and limitations. This has resulted in a finer spirit of mutual cooperation and helpfulness. Agencies are more willing to accept responsibility for such special services as they are equipped to render. Definite progress is being made toward a general acceptance of the doctrine set forth by Healy and Bronner.\*\*

"It is a mistake, with serious consequences in the field of work for children presenting conduct and personality problems, if the community follows the practice of using the court as a dumping-ground for the simple as well as the more complicated problems. The excessive use of the juvenile court for all types of children, and especially for those with whom it should not be primarily concerned, has had bad effects, which the American public has not even superficially appreciated. We do not send all our sick to public hospitals, nor should we aim to send all of our personality and conduct cases to the court. The extent to which a community uses its juvenile court with discretion and deliberation reflects the general status of its social work for children."

### Acknowledgments to Social and Welfare Agencies

The court acknowledges and appreciates the helpful cooperation of local agencies, both public and private, in the administration of its work.

Public officials, police, school and other authorities have worked with the court in a splendid spirit of mutual helpfulness.

\*"New Light on Juvenile Courts and Probation"—*The National Probation Association Year Book for 1930*—Page 72.

\*\*"Reconstructing Behavior in Youth"—*Alfred A. Knopf, New York, 1929, Page 13.*

It is regretted that space does not permit acknowledgment of each individual agency or representative.

**Agency Aids** Were it not for the special services afforded by the Community Fund and tax supported agencies, the effectiveness of the court would be greatly hampered and restricted. It no longer operates an employment bureau because such services are available at the Division of Attendance and Placement of the Board of Education for its youthful charges. Similar service is furnished by the Y.M.C.A. and Y.W.C.A. Adults are placed through the State-City Employment Service. Home finding and placement is effected through the Cuyahoga County Child Welfare Board, a tax supported agency, or through such private agencies as the Catholic Charities, the Children's Bureau, the Humane Society and the Welfare Association for Jewish Children. Special adjustments through the Board of Education special classes. Recreation and character building activities through settlement houses, churches, clubs and play grounds. Relief agencies, hospitals and clinics afford material relief and health services. These and others not mentioned enable the officers of the court to secure special services to meet the individual needs of their wards and clients.

**Public Support** With its acknowledgment of the help received from these agencies, the court takes occasion to recommend to the public a generous support of these agencies, both public and private, in order that the field of their activities may be widened and their programs extended.

✓ **Additional Facilities Needed** Such expansion, including additional services and facilities, would contribute materially to the further prevention and reduction of delinquency and other forms of social maladjustment. A better coordination of all agencies, both public and private, would undoubtedly conduce to improve efficiency and greater accomplishment. The need for additional club facilities, especially for boys in densely populated neighborhoods, has been shown by the recent Welfare Federation study of the Tremont Area. An opportunity school for unadjusted girls, similar to the Thomas A. Edison School for boys, should be a great help in reducing the number of girls who become delinquent. Delinquency among girls has not decreased in a way comparable to decreases among boys.

**Crime Prevention Bureau** The court has attentively followed reports concerning various crime prevention bureaus, such as those that have been operated in Los Angeles, New York and Jersey City. The efforts of these communities to prevent delinquency through the cooperation of police and school authorities in dealing with the early behavior problems of children seem to point to successful results in a large number of cases. The court would encourage similar experiments here and lend its support and cooperation.

✓ **Recreational Programs** The court is persuaded that a wider development of public recreation would do much to decrease juvenile delinquency and subsequent adult crime. Especially desirable would be play spots operated after school hours and throughout the entire year. It may be well to repeat the observation made in the court's annual report for 1930 (page 26), that delinquent behavior is a spare-time activity. Any increase in opportunities for socially acceptable and individually satisfying recreational (spare-time) activities should logically result in further decreases in anti-social and delinquent activities. The cost of maintaining and supervising such facilities should be regarded as a form of social insurance and if properly financed and administered, should prevent much larger costs in losses through depredations, the expense of apprehension, trial and correctional treatment later on.

#### STAFF CHANGES AND MISCELLANEOUS ACTIVITIES

**Distinguished Visitors** The court has been visited by an increasing number of interested persons and groups who desired to inspect its equipment and study its operation. Among the more distinguished were: Dr. Ella Drescher, an assessor or judge of the Dusseldorf, Germany, court which handles the cases of juveniles; Advocate Graham C. J. Bain of Cape Town, South Africa, commissioned by President Jan Smutz to make a study of American methods of dealing with juvenile problems, who spent several weeks in Cleveland and was a frequent visitor at the court. The Hon. Jabez Hall, member of Parliament of Birmingham, England, was another interested visitor. Distinguished judges of American juvenile courts include Judge John F. Perkins, Boston, Mass.; Judge Garland W. Watkins, Atlanta, Ga.; and Judge Allan Cleveland of Baltimore, Md.

**Architects and Building Commissions** The architects of the Pittsburgh Juvenile Court Building visited the Court several times and spent considerable time studying its special features and facilities. Members of the Louisville, Ky., Juvenile Court Building Commission, together with their architect also inspected the buildings.

**National and Other Meetings—1935** Judge Eastman delivered an address before the Mid-western Conference of the Child Welfare League of America in Chicago on March 13th, speaking on the subject: "The Juvenile Court—Its Purpose and Functions." The League published this address in pamphlet form. He also delivered the principal address before the Illinois State Conference of Social Work at East St. Louis on Oct. 28th, subject: "The Practical Limitations of Juvenile Courts." At the Annual Dinner of the New York State Association of Children's Court Judges in Jamestown on Sept. 27th, he discussed "Making Children's Courts More Effective."

**National Conference Montreal, Canada** The judge presided at a session of the Annual Conference of the National Probation Association at Montreal, June 8th, which discussed "The Future of the Juvenile Court." Mr. Laird participated in a panel discussion on "Educational Publicity" at this conference.

**Other Speeches and Activities** An address, "Social Welfare and the Law", delivered at the Founders Day banquet of the Delta Theta Phi Law Fraternity by the judge on the evening of May 10th, was broadcast by station W.G.A.R. The judge and other members of the staff addressed many other local gatherings, clubs, church and forum meetings on subjects pertaining to the activities of the court.

The judge was re-elected president of the Ohio State Association of Juvenile Court Judges. He is also a trustee of the National Probation Association and served on its program committee. He appeared a number of times before the Welfare Committee of the County Charter Commission at the request of its Chairman.

**The Aid to Dependent Children Bill** After the draft of the pending bill designed to permit the state to share in federal aid to dependent children was made public, constructive criticism by the court led to important amendments. Members of the staff appeared before state and local groups and committees to analyze the proposed bill and to urge the support of certain practical changes.

**In Memoriam** Charles E. Perkins, court stenographer and budget clerk, died suddenly at his home Aug. 16th, at the age of 60 years. Mr. Perkins came to the court on April 1st, 1904. On the evening of Jan. 23rd, his fellow employees had tendered him a dinner at Regnatz' in commemoration of his twenty-seven years of service with the court. At the time of his death he was next to the oldest employee in length of service. He was a conscientious and efficient public servant and his passing was a real loss to the court.

Mrs. Emma C. Michael, an assistant matron at the Detention Home since Sept. 9th, 1929, died after a short illness with pneumonia on April 7th, 1935. Her sympathetic nature endeared her to her fellow employees as well as to the children under her care.

**Resignations** Dr. Milton E. Kirkpatrick, psychiatrist, who came to the court May 1, 1933, resigned on March 1st, to accept the position of Director of the Child Guidance Clinic of Worcester, Mass.

Harry Weinberg, probation officer, employed since June, 1926, resigned Sept. 16th, to take a training course as psychiatric social worker at Western Reserve University and the Cleveland Child Guidance Clinic.

# PERSONNEL OF THE CUYAHOGA COUNTY JUVENILE COURT

Corrected to September 1st, 1936

HON. HARRY L. EASTMAN, *Judge*

T. L. LEWIS.....*Chief Probation Officer and Boys' Referee*  
 G. L. SPENCER.....*Legal Adviser and Chief Clerk*  
 JOHN B. SHELLER.....*Assistant to the Judge*  
 ALMA M. LUCHT.....*Receiving Secretary*  
 RICHARD D. WACHTELL.....*Affidavit Clerk*  
 GEORGE STURGISS.....*Cashier*  
 M. S. LAIRD.....*Director, Division of Research and Statistics*  
 A. E. PATTON AND EDWARD DI LEONE.....*Bailiffs*

## PROBATION DEPARTMENT

LOTTIE BIALOSKY.....*Case Work Supervisor and Girls' Referee*  
 MARY A. NEARY.....*Assistant Case Work Supervisor*  
 MARIE G. BIGHOUSE.....*Assistant Case Work Supervisor*

## PROBATION OFFICERS

MAUD ADELSTEIN  
 JOHN S. BECKA  
 FRED W. BOEKE  
 R. B. CANARY  
 R. A. DAMBACH  
 INEZ E. FAIRFAX  
 ARCH K. GIFFIN  
 HAZEL K. HITE

W. T. HUGHES  
 BEN G. KAHN  
 ANNA M. MARRER  
 L. PEARL MITCHELL  
 DAN G. PESUIT  
 FLOY Y. RUSSELL  
 DOROTHY E. SPARROW\*  
 LEOTA STEEVER

CLARENCE A. YAEGER

\*Resigned Oct. 16, 1936.

## STUDENTS IN TRAINING

ALEXANDER ANUSKIEWICZ  
 WM. H. CRANMER

WM. H. SHERIDAN  
 CHARLES O. YOST

## NEGLECT DEPARTMENT

M. E. BUEHRLE, *Director*  
 MYRON T. MOSES AND WALTER G. WHITLATCH, *Assistants*

## DIVISION OF AID-TO-DEPENDENT CHILDREN

(Formerly Mothers' Pension Department)

NELL F. COLLOPY, *Director*

MRS. M. KELLEY.....*Receiving Secretary*  
 DOROTHY G. KIMMEL.....*Home Economist*

## CASE WORKERS

MYRA L. MYRICK, *Supervisor*

EDITH M. CAIN  
 ANN M. FAY  
 FRANCES FERAN  
 HAZEL GEISLER  
 CECELIA HARTMAN  
 CLEMENTINE HEDGES  
 IRENE HOLLERBACH  
 ANNA L. KELLEY  
 MARY D. MACK

RUTH M. PAULEY  
 MABLE H. SHEPHERD  
 HELEN A. SILVER  
 NAOMI SLAUGHTER  
 CHRISTINE SMITH  
 DORA A. SMITH  
 ILA L. SPOTTS  
 KAYE WEISS  
 MARJORY WHITE

ALICE ZWICKI

## THE COURT CLINIC

DR. C. J. CASSIDY.....*Physician*  
 EDITH DOMBEY.....*Psychologist*  
 DR. MAURICE A. R. HENNESSY.....*Psychiatrist*  
 LAURA K. MOORE.....*Nurse*

## THE DETENTION HOME

DOROTHY DOAN HENRY.....*Superintendent*  
 LOUISE MOYSE.....*Assistant Superintendent*

## STREET ADDRESSES

THE JUVENILE COURT.....2163 EAST 22ND STREET  
 THE DETENTION HOME.....2209 CENTRAL AVENUE