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THE JUVENILE COURT
OF
CUYAHOGA COUNTY
CLEVELAND, OHIO

ANNUAL REPORT FOR 1957

Lack of Protective Services Thwarts Delinquency Prevention

HON. HARRY L. EASTMAN
HON. ALBERT A. WOLDMAN

The Honorable Henry W. Speeth, John F. Curry, Joseph F. Gorman,
Commissioners of Cuyahoga County

The Honorable Margaret Ireland,
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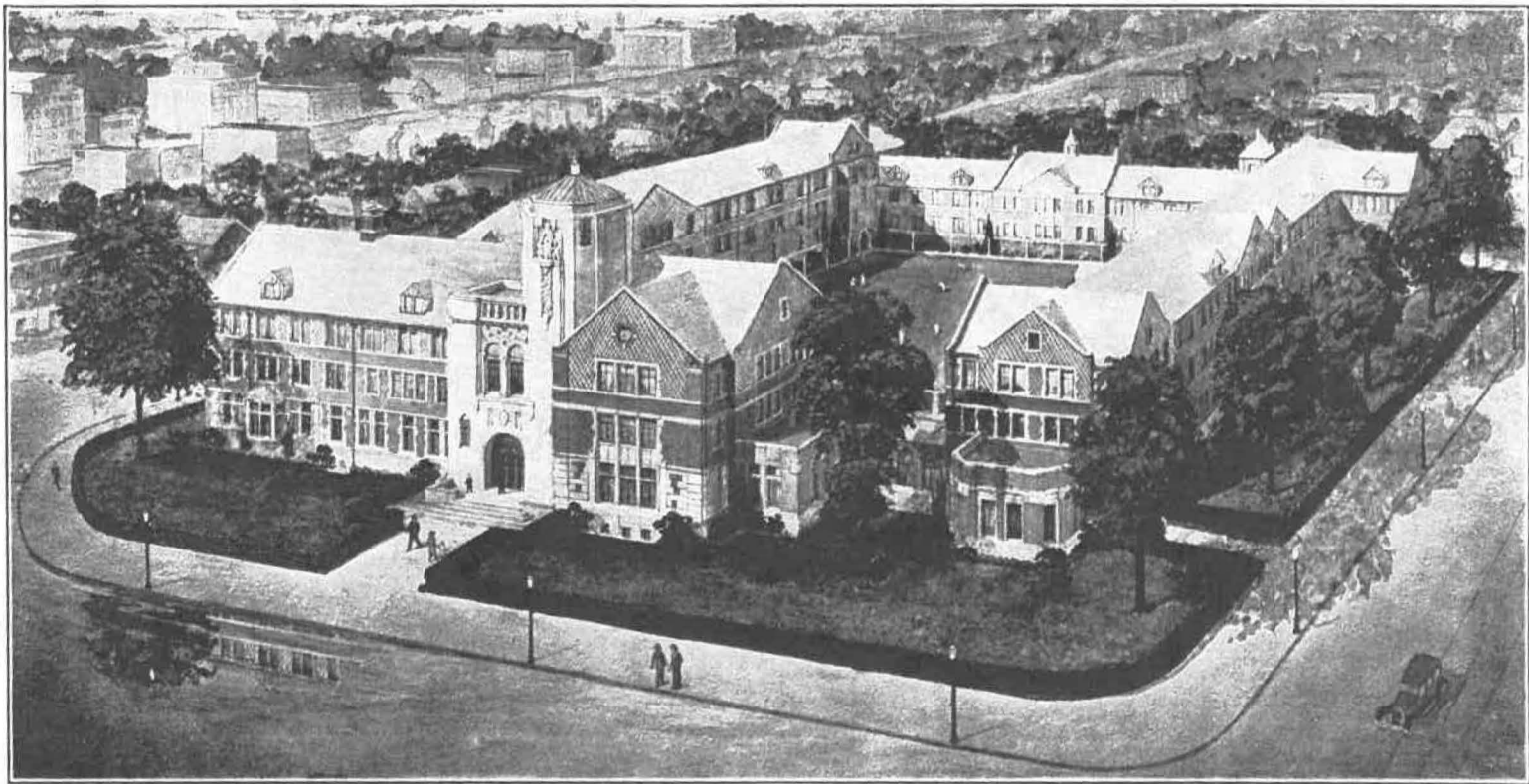
Sirs:

In compliance with Section 2151.18 of the Revised Code we submit herewith the Annual Report of the Cuyahoga County Juvenile Court for the calendar year 1957, showing the number and kind of cases that have come before it, the dispositions thereof ordered by the Court, and other data pertaining to the work of the Court of interest to you and to the general public.

Respectfully submitted,

HARRY L. EASTMAN, Presiding Judge
The Juvenile Court of Cuyahoga County

Cleveland, Ohio
February 28, 1958



Cuyahoga County Juvenile Court and Detention Building Group

LACK OF PROTECTIVE SERVICES THWARTS DELINQUENCY PREVENTION

Our community has a great opportunity. Whether or not we take advantage of it may well decide whether or not we rank among the better communities in the nation.

If we do, we can forestall the seemingly inevitable spread of delinquency, change and re-direct what otherwise must certainly be wasted and unhappy lives. If we do not, we could easily be overcome by a distasteful situation of our own creation.

We have the single advantage of being warned and being made aware of the increasing number of delinquents to be expected in the near future. The United States Senate Subcommittee to Investigate Juvenile Delinquency predicts that there will be one million delinquents in the nation by 1965. Most assuredly our own community will have its share—over 6000 a year by that time—if we do nothing about it.

As medicine has assumed the responsibility of preventing physical afflictions, so must our community accept responsibility for preventing social afflictions such as delinquency. Unfortunately there is no anti-delinquency vaccine, but we can inject ourselves with the serum of good family living: adherence to proper standards and achievements of wholesome family goals.

Most families can, with a minimum of outside assistance or without it, resolve pressing problems before they get beyond control. Some can not or will not.

These are the families that concern the Court. They are the families who are rearing most of the delinquents of the future.

The problems of these families, which other cities have called "hard-core" or "multi-problem" families, can not be solved by "harsher" treatment of their children after they have got into trouble. Rather the approach to the problem should be directed to such families *when they are in the stages of shaping the lives of their children, influencing goals, encouraging desires, defining standards.*

The hard-core families with which we are concerned are either willfully or unconsciously neglecting their children. And neglect, both physical and emotional, of children in their own homes can completely undermine the sound teachings of our schools and churches, and cause serious conflict between ideal ways of living and the harsh reality of a far from ideal family situation. This conflict can so confuse the child as to make a normal adjustment to life impossible and lead to delinquent and criminal behavior.

The logical attempt to solve the problem at the roots requires a fresh, a daring, an aggressive approach to the whole situation. This is

exactly what the Court proposes: an "aggressive" technique of offering case work services to these people in need.

There are several family case work agencies in our community, but *hard-core families do not go voluntarily to such agencies for guidance and counsel*. And our private and public agencies work only with those families who realize the existence of a problem and seek out the agency for help. *Hard-core families will not do this*. Yet they are the ones most desperately in need of help to mend their own lives so that they may properly help shape those of their growing children. Unfortunately, their way of life, alarming as it is to those who are concerned with the social health of the community, is no problem to them. They can not or will not admit or even realize that they have problems that will ultimately affect unfavorably the behavior of their children.

The aggressive approach, therefore, means going out to such families whose emotional or social lameness prevents their seeking assistance for themselves. It is the most realistic product of a hard, inescapable reality—that those most in need of help are least willing to accept it.

This type of necessary and logical aggressive service simply does not exist in Cuyahoga County. And yet we most certainly need it. Of the 8419 official delinquents referred from 1951 to 1955, 920 or 11 percent had been referred previously as neglected children. (We have good reason to believe that this figure should be even higher because of incomplete reporting and the likelihood that some families were known for neglect in other jurisdictions.) Even the 11 percent is significant because the 8419 delinquents represented only 1.6 percent of the population between the ages of 12 and 17 in the county. Yet of that 1.6 percent, 11 percent were previously known to the court as neglected children. Moreover, the family histories of other delinquents are replete with neglectful conditions for which their families have never been cited.

The Court is quite limited in its resources for dealing with such families and their children when they are brought to our attention. No agency will accept these families because they refuse to be worked with. By means of the aggressive approach, however, the Court believes that the agencies could convince them that they need help and get them to accept it. This is rarely done.

Most agencies, employing the technique of socialized psychotherapy, believe that their services are of the most value to those families who are amenable to guidance and counsel and offer a large measure of cooperation. This is fine for those who can profit by it, but our worst problems are with those who are resistant to agency help and therefore not worked with.

Of most concern (especially when one considers the startling prediction of future delinquency) are those families who *through a lack of*

aggressive services, will be allowed to damage their children's lives so that they will become the delinquents of tomorrow.

The aggressive approach of giving protective services to children, therefore, means a complete reversal of policy. It means that the agency must go out to the Mohammads of indifference and try to get them to change. And this is by no means a small task; it requires patient understanding, repeated contacts, and at times incurring the verbal and physical wrath of "unhospitable clients."

We by no means suggest that our present agencies abandon their work with voluntary families. This work is essential. But we cannot at the same time escape the fact that hard-core families, resistant as they are, are also residents of the community and as such also entitled to the services of our agencies which they are *not* receiving now.

This is not a local problem. Other communities have realized its existence but, unlike ours, have been spurred to do something about it. Most notable is the city of New York. The New York City Youth Board is meeting it through its general program of prevention and control of juvenile delinquency. And more specifically, through its special project called "Casework Services to Families and Children."

Financed by the Board of Estimate of the city and by the State of New York through the State Youth Commission, the Board has contracted on a per capita basis with existing family, youth, child guidance, group work, and vocational counselling agencies to encourage such aggressive work. In other words, casework and child guidance services are purchased for Youth Board-referred clients. There are over twenty voluntary agencies providing treatment services. In addition, even those public and private agencies who have no contract with the Board are used when possible.

The Youth Board's research has revealed that less than 1 percent of New York's two million families are responsible for more than 75 percent of its 35,000 delinquents. According to Ralph W. Whelan, Executive Director of the Youth Board, the 20,000 hard-core families comprising the 1 percent are not only poor, "but are oppressed by multiple problems." Such families are characterized, he points out, "by severe marital discord or desertion, neglect, promiscuity, economic deprivation, drug addiction, mental and physical illness and alcoholism."

Thus, the New York City Youth Board is encouraging existing agencies to go out aggressively to help the hard-core families. Frederick I. Daniels, Executive Director of the Brooklyn Bureau of Social Service and Children's Aid Society writes: "The Youth Board has demonstrated again and again, the wisdom and profit in effort, of *going out to groups or individuals so desperately in need of socializing services—going out to where the gangs are, going out to where the child or his parents live;*

daring to be a bit aggressive, a shade authoritative in extending and expressing society's, the government's concern in their well-being."

Ruth Chaskel, Associate Secretary of the Family Service Division of the same agency, in a paper entitled *A Casework Protective Approach in Response to Community Needs*, wrote:

"For years everybody in the social work field had talked rather broadly about the importance of prevention. With the signing of a Youth Board contract we were faced with the immediate need of 'doing something about it' on a scale much greater than an occasional case. That which had been started as an experiment developed into a proven success and worthwhile demonstration. There was no question but that the community was ready for this approach . . ."

The merit of the Youth Board's approach is evident from its success. It is a good step in the right direction. As Dean Kenneth D. Johnson of the New York School of Social Work of Columbia University observed in a recent letter to the Court, "we are all agreed that this is the right approach and we favor its expansion."

As previously stated, no aggressive protective services exist here. Our child and family welfare agencies, both public and private, dedicated to helping children and families in trouble, have not extended their services to the hard-core families because they believe that their services can be most beneficial to those who voluntarily seek their assistance.

Unable to see its recommendations for the social rehabilitation of such families implemented because no agency renders protective services, and apprehensive about the vast number of children destined to become delinquent through a lack of such services, the Court stresses the urgency of the need for aggressive casework here.

The Case Work Council of the Welfare Federation of Cleveland realized this urgent need when, in 1955, it authorized a special committee on protective services to children to investigate the situation and make appropriate recommendations. Briefly, as stated in its report of February 19, 1957, the committee's findings and recommendations were:

"With private agencies performing only very limited child protective services and the public agency relatively inactive in the field, the Committee finds there is an urgent need for community acceptance of its responsibility for child protection, and appropriate and exigent action is necessary to provide services to meet the children's needs and rights."

To this end the committee observed that private agencies feel such services are not their responsibility and that they have no legal authority to perform them. It was further observed that the Division of Child Welfare of the Cuyahoga County Welfare Department admits legal responsibility for protective services but offers lack of staff as a reason for not undertaking them. The committee recommended that, since the Division of Child Welfare has the legal responsibility, "the Cuyahoga County Com-

missioners take the necessary action to establish complete child protective services at the earliest possible date," and that "a separate unit within the Cuyahoga County Welfare Department should be created to provide these protective services."

While agreeing with the committee's findings, the judges of the Juvenile Court, in a letter to the Planning Committee of the Welfare Federation, took issue with the private agencies for washing their hands of the problem and placing the entire burden of responsibility upon the County.

The County Welfare Department is seriously understaffed and overburdened in the performance of its present duties and it is, therefore, completely impractical at the present for the department to undertake this service. The need is immediate.

The Court is convinced that the private agencies are wrong in disclaiming responsibility to engage in protective work. Since by their very existence in the welfare field they are obliged to *help all families and children in trouble, their authority to do so comes from their charters and from community assent*. The fact that these agencies are occupying the family and child welfare field to the exclusion of others places a moral responsibility for such service upon them.

Because of the urgency of the situation and the present impracticability of mobilizing the Division of Child Welfare for an immediate attack upon the problem, the Court has, as an interim solution to the problem, called attention to an already existing agency devoted to protective services, but inactive since 1943. This is the Cuyahoga County Humane Society, which effectively rendered protective services to the neglected children of our community for sixty-five years.

We, therefore, urge that the Humane Society be reactivated to operate with funds obtained from a private foundation or other sources for a year or two during which time a clear picture of the scope of the problem can be obtained. At the same time, the gap in a desperately needed service would be filled until the County could effectively assume the responsibility. At such a time the existing unit could then be gradually transferred to the County and thus bring about a much more effective continuation of this service under public auspices.

In evolving an aggressive service we have a wealth of experience from which to draw—notably the New York City Youth Board, among others, all of which point to an immediate attack.

In fact, the whole situation strongly suggests that our community and state need an efficiently co-ordinated youth program such as the New York State Youth Commission to organize our entire program of delinquency prevention and control on a state and local level, to unify, co-ordinate and direct with adequate funds all our efforts toward the one common goal that we all desire. Other states have pioneered in this approach to the problem. We can at least be guided by their proven success.

SUMMARY OF THE YEAR

Continuing the trend of last year, total complaints filed in the Juvenile Court reached the all-time high of 12,325 in 1957. Throughout the year the Court's services were taxed to the utmost not only in discharging its responsibility for the correction of juvenile misconduct but in aiding neglected and dependent children as well. A review of the Court's services during the year to delinquent youth and neglected and dependent children follows. Additional information may be gained by consulting the tables at the end of this report.

DELINQUENCY COMPLAINTS

The increase in delinquency recorded in Cuyahoga County reflects the general increase throughout the country. A brighter side of the picture may be seen in the fact that the percentage increase was less than half of that of 1956 over 1955. This year, there were 4385 official and unofficial complaints or 295 more than in 1956, representing a 7.2 percent increase in volume. (This figure does not include 4050 unofficial traffic complaints.)

Our County is faced with an increasing number of teenagers. From 1956 to 1957 the estimated number of youngsters 12-17 years of age rose from 126,493 to 130,705, or an increase of 3.3 per cent.

Relating the population, ages 12-17, to the 4385 official and unofficial complaints for the year, a rate of 33.5 per thousand children is obtained. This rate represents an increase of 3.7 percent over last year's rate, while the population increased 3.3 per cent for the same period. It will be observed from Table A below that the delinquency rate has been fairly stable for the last five years.

TABLE A
Delinquency Complaints and Rates Per Thousand Children,
12-17 Years of Age
1953 - 1957

Year	Estimated Population 12 - 17	Per Cent Change in Pop. over preceding year	Delinquency Official and Unofficial	Per Cent Change in Delinquency over preceding year	Del. Rate per One Thousand Children	Per Cent Change in Rate over preceding year
1953	103,420	+3.0	3395	+5.7	32.8	+2.5
1954	109,326	+5.7	3305	-2.7	30.2	-7.9
1955	118,257	+8.2	3511	+6.2	29.7	-1.7
1956	126,493	+7.0	4090	+16.5	32.3	+8.8
1957	130,705	+3.3	4385	+7.2	33.5	+3.7

KINDS OF DELINQUENCY REFERRED DURING THE YEAR

As in previous years, auto thefts, unlawful entry and all forms of stealing continued to be the most common forms of delinquency among boys. Girls' delinquency, as usual, was reflected in the frequency of complaints of incorrigibility, sex activity and truancy. Acts of delinquency involving violence and organized gang actions were relatively few this year as in past years. Types of official complaints for the last five years are listed in Table B below, and Table 2 gives this year's offenses by sex.

TABLE B
Reason for Referral of Official Delinquency Cases,
1953 - 1957

Type of Complaint—	1953	1954	1955	1956	1957
Auto theft.....	241	294	271	486	469
Unlawful entry, stealing.....	177	210	192	300	326
Other stealing.....	107	89	77	96	154
Other property offenses.....	12	15	20	34	28
Theft from person.....	64	50	83	102	93
Injury to person.....	94	85	125	129	161
Act resulting in death.....	2	4	4	4	8
Truancy	104	91	99	94	83
Running away:					
Cuyahoga County residents.....	133	146	112	124	52
Out-of-County residents.....	91	89	86	15	7
Beyond parental control.....	289	236	270	306	418
Sex offenses	138	114	185	141	177
Auto tampering and trespassing.....	21	41	52	59	91
Destruction of property.....	55	17	44	84	79
Disorderly conduct.....	35	28	43	75	50
Other misdemeanors.....	48	64	84	153	178
Auto law and traffic violations.....	76	72	60	73	93
Total Official Delinquency.....	1687	1645	1807	2275	2467

WHO MADE THE COMPLAINTS?

Anyone knowing the facts of a delinquent act may file a complaint. Most complaints during the year, typically, were filed by the various police departments. This year 37.5 percent of the delinquency cases were referred by the Cleveland Police Department, 18 percent by police departments of other governmental units in the County. The Cleveland Board of Education filed 496, or 11 per cent of the complaints. Parents or guardians were responsible for 11 percent and the remaining 22.5 per cent were filed by various sources including private citizens, store detectives, relatives, agencies, etc.

Persons filing complaints are interviewed by the Court's Receiving Secretary. The decision to make the case official or unofficial rests with her. Her decision is affected by such factors as the severity of the offense and the minor's previous experience in court, if any.

LOCATION OF DELINQUENCY: URBAN AND SUBURBAN

While most delinquency comes from the City of Cleveland and particularly from the economically deprived sections, the incidence of delinquency is increasing in the suburban areas. It must also be noted that the suburban population has greatly increased in the last few years.

However, the incidence of delinquency from the suburbs points out that delinquency is not merely Cleveland's problem, and indicates that factors other than economy and environment are the determining factors in its causation. This would suggest adherence to the multi-cause theory of delinquency rather than ascribing it to the old scapegoats of poverty and environment per se.

The increase in complaints involving youngsters resident in suburban areas over the last few years may also reflect a more consistent referral of juvenile offenders to the Court by the suburban police departments. Children referred from the suburbs increased by 15.3 per cent over 1956 while in the case of children referred from Cleveland the per cent of increase was only 2.7 per cent.

FIRST OFFENDERS PREDOMINATE

Of the 2467 official delinquents, 83 per cent had never appeared before the Court previously, 13 per cent had had one prior appearance in Court and the remaining 4 per cent had had two or more previous appearances. Of the 417 delinquents previously known to the Court 260 had been on probation.

AGES OF DELINQUENTS

The most common ages the Court dealt with this year, as in past years, were from 14 to 17. Of the 4385 cases heard, 3319 fell within this

age group. It should be noted that the Court's jurisdiction in delinquency cases extends to the 18th birthday.

DETENTION OF DELINQUENTS SERVES SEVERAL PURPOSES

During the year, 2554 delinquent boys and 836 delinquent girls were admitted to the Detention Home. The primary reason for detention is to protect both the delinquent and the community from further delinquency while arrangements are completed for court hearing. The average length of stay during 1957 was about 11 days. Youngsters are allowed to remain with their parents pending the hearing, when circumstances permit, rather than being placed in the Home.

The Detention Home definitely is not a placement facility but merely provides temporary shelter pending hearing, and when necessary, care for those awaiting institutional placement.

Coincidental to custodial service, the Home serves as an observation center for the related disciplines (discussed below) and allows for observation of the boy's or girl's general behavior which is of value to the probation officer.

Four teachers assigned by the Cleveland Board of Education provide the Home's academic, craft and shop program. Because of the fluid population, most of the school work is remedial. A well-rounded recreational program was provided during the year, utilizing both the large gymnasium and the outdoor playground. The Cleveland Public Library, through its Institutions Division, circulated over 2800 books in the Home during the year. In 1957 the Home became a participant in the United States Department of Agriculture's school lunch program.

During the year a new part-time professional group worker was instrumental in organizing a House Council as well as a dramatic and radio group to further enrich the daily program.

In 1957, the Detention Home was approved as a field placement center for graduate students in group work at Western Reserve University's School of Applied Social Sciences.

MEDICAL EXAMINATION REVEALS COMMON DEFECTS

All delinquents housed in Detention Home are given a physical examination upon admission or soon thereafter. This guards against the spread of infectious diseases and resultant quarantines. Furthermore, examinations have at times suggested a link between a physical defect and a child's delinquency.

The great number of easily remediable minor defects noted in 1957, such as dental caries, poor dental hygiene, fungus infection of the feet,

infestation of hair with lice, and refractive error, indicate that to some extent parental unconcern and indifference had allowed them to persist. These defects also point out that the teenager is in as great a need of close medical supervision as the infant and young child. (See Table 14 for the incidence of the most common defects.)

The Medical Department consists of a physician, a registered and a practical nurse. While the members of the regular staff are off duty, two graduate nurses in Public Health at the Frances Payne Bolton School of Nursing are in charge. In addition to administering a routine physical examination, the department with its armamentarium of modern medicines maintains the daily health of the Home.

City, University and St. Vincent Charity Hospitals were used for cases requiring emergency treatment. In October, the department was faced with an epidemic of "Asiatic" flu but fortunately it ended almost as rapidly as it started and no complications developed in any of the children.

PSYCHOLOGICAL TESTING: INTELLIGENCE AND PERSONALITY EVALUATION

During the year, 1322 boys and 498 girls were tested by the Psychology Department. (In addition 22 non-delinquent children were tested.) Pursuing its efforts of past years, the department has attempted to give intelligence tests to all children admitted to Detention Home who have not been tested previously. The Otis scales were used extensively for this type of testing, which was done in small groups.

However, the chief role of the department is to interpret the mind of the delinquent and to determine the reason for his unadjustment and inability to develop. Thus it measures, through a battery of tests, not only the child's intellectual capacities but his character structure, conscious and unconscious motives, emotional development. The psychologist's report, then, gives a rather good understanding of the delinquent as a whole person composed of strengths and weaknesses, capacities and defects.

All referrals for extensive personality evaluation are made by the Probation Department, or directly by the judges. The majority of youngsters so referred have antisocial behavioral problems.

The department consists of a chief psychologist and two staff psychologists. (See Table 13 for tests administered during the year.)

PSYCHIATRIC DIAGNOSIS DELVES INTO MIND'S RECESSES

During the year, 374 boys and girls were referred to the psychiatric clinic for evaluation. Psychiatric study attempts to find the causes of misconduct that lie in the depths of the delinquent's personality. As has been recognized more and more in postwar years, the most difficult

problem presented for psychiatric study relates to the diminishing strength of parental authority.

Upon the completion of the psychiatrist's study, all significant findings are discussed at a psychiatric conference at which the probation officer, his supervisor, the psychologist, and the psychiatrist are present. It is through this exchange of information that a program of rehabilitation best suited to deal with the specific problems of the disturbed child is formulated for recommendation to the Court. However, carrying out the recommendation is sometimes difficult because of the shortage of residential treatment facilities in this area.

Diagnoses of the department, consisting of three psychiatrists, are made in conformity with the American Psychiatric Association diagnostic practices. (See Table 15 for diagnoses made during the year.) "What Happens to Psychiatric Contributions in the Juvenile Court Setting?", a paper by court psychiatrists C. L. Langsam and O. B. Markey, appeared in the *American Journal of Orthopsychiatry* for October 1957.

PREPARATION FOR COURT HEARING

All cases of official delinquency (as well as neglect and dependency) are investigated by the Probation Department prior to the court hearing. The department consists of 32 probation officers. Information gleaned from the delinquent, his family, school officials, clergymen and all others who may be helpful, is transcribed into a family record along with the medical and psychological reports and the psychiatric evaluation if one has been made. The probation officer then has a better insight into the boy or girl as an individual and as a person affected by the interactions of family and community life.

UNOFFICIAL CASES DO NOT REQUIRE INVESTIGATION

Because of their "less serious" nature cases designated for unofficial hearings do not require such an intensive investigation. They are of the type that can usually be settled in one hearing before a referee. During the year there were 1918 such cases. (See Table 2 for official and unofficial referrals.)

It must be cautioned that the significance of an unofficial hearing should not be minimized because it is called "unofficial." It is a valuable instrument in redirecting the erring child through a stern but informal admonishment.

REFEREE SYSTEM AIDS THE COURT

Assisting the judges are the boys' and girls' referees, appointed by the presiding judge, who are assigned all unofficial cases, the disposition of which does not require judicial sanction. The girls' referee, in addition,

hears most official girls' cases, but the disposition in such cases is made in the form of a recommendation which then must be either approved or disapproved by a judge. The same conditions apply to the other referees when they hear official cases.

DISPOSITION OF DELINQUENCY CASES

The eventual rehabilitation of delinquent youngsters rather than punishment itself is the Court's concern. To that end we find a great variety of dispositions designed to meet the specific needs of the individual offender, hence the absence of predetermined punishments or sentences for specific offenses.

PROBATION MOST FREQUENT DISPOSITION

Since the Court is motivated by the principle that delinquents shall become wards of the Juvenile Court and that it is then the Court's function to administer to them such care, custody, and discipline as their own parents ought to, it is not surprising to find that the Court's most frequent disposition, this year as in the past, is that of placing them on probation. (See Table 3.)

While on probation, the boy or girl may carry on normal activities, live at home, and attend school or work, but he or she is under the supervision of the probation officer who conducted the investigation. The youngster must not only make every serious effort to avoid getting into future difficulty but he is encouraged to develop and expand positive attitudes toward future behavior. Probation requires a patient and trusting relationship between probationer and worker. It is for an indefinite period, the termination of which depends upon the individual's adjustment and situation.

The average caseload of delinquents for male probation officers during the year was 43 and for female probation officers 25 cases. (In addition the women probation officers supervised 181 neglect and other cases involving 442 children during the year.)

The Probation Department was enlarged during the year by the creation of three new positions. There continued to be a dearth of male graduates from schools of social work and the Court continued to draw upon men with related degrees. Throughout the year the Court maintained its in-service training program to orient new workers to its philosophy and procedures. The in-service program was enriched by the lectures of other agency personnel on the relation of their functions to those of the Court.

There was throughout the year a constant need for redistricting in order to keep caseloads balanced and give adequate service to probationers and areas where the incidence of delinquency was rising.

As in the past, the Probation Department was hampered throughout the year in the placement of disturbed youngsters in need of residential

treatment and care. The absence of such public and private facilities continued in 1957, obliging the probation staff to look to other states, where naturally preference is given to their own residents, for facilities which are still non-existent in Ohio.

LOCAL PRIVATE AND PUBLIC AGENCIES UTILIZED FOR SUPERVISION AND CARE

That the Court utilizes existing community welfare sources administering to children with problems is reflected in the 114 referrals during 1957 to the various public and private agencies. Children are referred to these agencies for a specific or intensive therapy and supervision that the Court feels can be best given by such agencies. (Refer to the section concerning local agencies beginning on page 22.)

OTHER DISPOSITIONS

Commitments to State and local institutions were made in 378 cases. During the year, 1122 children were admonished for their conduct and were placed under their parents' supervision (all but 36 of these were unofficial cases). Adjudications of not delinquent were found in 114 official cases. The remaining dispositions varied from return of runaways to their legal residence to the payment of fines or damages only.

In 897 cases there were court orders to pay fines and damages for restitution of property damages or destruction, personal injury and official traffic offenses. Such payments were made to the Cashier's Department of the Court. The payment of damages is ordered not only in justice to the offended party but to impress upon the delinquent that the individual and his property must be respected. (See Table 3 for all dispositions in delinquency cases.)

TRAFFIC VIOLATIONS

Most violations of auto laws and traffic ordinances are handled as unofficial cases and appear before the Traffic Referee.

During the year 4050 such cases were referred as compared to 3274 in 1956. This represents a 24 per cent increase. Since 1953, unofficial traffic cases have risen from 2319 to the 4050 referred this year, or by 75 per cent.

With a staggering number of accidents and increasing deaths caused by careless and reckless driving, a trend that is aggravated by the ever rising number of automobiles in the county, the Juvenile Court is extremely concerned with the inculcation of good driving habits in our teenage population, more and more of whom are driving every day.

The imposition of a fine to teenagers, in the Court's opinion, does little to impress them with their responsibilities as drivers. Rather, it is

felt, the suspension of their drivers' licenses for a month or two or for an indefinite period does more to accomplish this goal.

JUVENILE TRAFFIC OFFENDERS— NOT TO BE CALLED "DELINQUENTS"

As of October 1, 1957, in accordance with new legislation, those minors filed on officially for a traffic violation have been designated as "juvenile traffic offenders" and not as delinquents as theretofore.

Official filings in traffic cases are occasioned by very serious violations, either by type or circumstance or by the fact that the offender may have had several prior unofficial traffic violations. The designation of juvenile traffic offender was evolved to remove the "stigma" of "delinquent" for violating a traffic law or ordinance.

SERVICES TO NEGLECTED AND DEPENDENT CHILDREN

THE COURT MEETS THE NEEDS OF DISTRESSED CHILDREN

In addition to its services to delinquent children, the Court has the responsibility of guarding the rights of neglected and dependent children. This service is ameliorative in an immediate sense by restoring adequate care and support to distressed children as well as an attempt to prevent such children from becoming future delinquents by improving in some way what are in most instances unsavory and damaging home conditions.

The Court was concerned with the welfare of 5193 neglected and 182 dependent children during the year. These children were involved in 2224 neglect and non-support and 137 dependency cases. (See Table 4 for reason for referral.)

CHILD SUPPORT DEPARTMENT SUPERVISES PAYMENTS

The primary concern of the Child Support Department, which consists of an administrative head and three attorney-case workers, is the supervision of support payments ordered by the Court for the care of these children. (See Table 8 for cases supervised by the department and Table 11 for support money collected.)

In the course of supervising this year's case load of 4354 non-support cases, the department was aware of a greater demand for its workers to counsel on matters other than support payments themselves. The department was confronted with an increase of such problems as visitation of children, inadequate handling of household expenses and various other

domestic problems because of the confidence the parties had in their worker's ability to help settle such matters.

As usual, alcoholism continued to be an important factor in family discord. The department acknowledges the splendid cooperation of Alcoholics Anonymous and the Cleveland Alcohol Center, both of which continued during the year to accept referrals without hesitation.

About two-thirds of the neglect cases supervised for payment by the department are official. Most unofficial cases of neglect are of the type that are caused or aggravated by imprudent household budgeting. Very often the families referred have gone excessively and burdensomely into debt for unnecessary items and, in addition, are taxed by most stringent credit terms, leaving little, if any, money for daily subsistence.

For such reasons these cases are best handled in an informal manner. Thus 1375 unofficial neglect cases were heard by the Non-Support Referee during the year. The disposition of such cases may be a court order for support or an adjustment of the situation through the counselling and advice of the referee. At times both official and unofficial cases are referred to private and public family agencies for further counselling and guidance. (See Tables 5 and 6 for dispositions of children and adults in official neglect cases.)

ACCOUNTS TRANSFERRED

In an effort to reduce the role of the Court as "collection agency" for persons and agencies other than the parent in whose custody the child remained, the department, midway in the year, transferred reliable accounts payable to the County Welfare Board directly to that agency and no longer supervises such payments. It does, however, still supervise those which are unreliable in payments. Hospital accounts wherein childbirth expenses are ordered paid in paternity cases also have been transferred to the hospitals for collection by means of the execution of a cognovit note by the defendant. The department continued to supervise the payment of fines and costs ordered against adults found guilty of contributing to delinquency and payments arising from paternity judgments for the support of illegitimate children.

PATERNITY CASES INCREASE

Since 1951, paternity cases have steadily increased from 580 to 1133 in 1957, an increase of 95 per cent.

It is believed that this increase does not reflect the illegitimate birth rate. The increased filings may, among other reasons, arise from a greater awareness of the Court's facilities for the collection of support payments from the adjudged father. Paternity cases represented 23 per cent of all official cases this year.

COURT EXPANSION

For several years the Court's docket has been a very full one as a result of the sharp increase in the number of complaints. As the movement of population into Cuyahoga County continues, and as the large number of children born during the war and postwar years reaches its middle teens, there is every reason to anticipate that the volume of complaints will grow even greater.

The Ohio legislature took steps at its last session to relieve the burden on the Court by authorizing the election of two additional judges, the first to take office on January 2, 1959, the second on January 2, 1963. (Section 2153.02, Ohio Revised Code).

We are therefore obliged to be ready to accommodate a new judge by 1959. As there is no place in which to locate an additional courtroom in our already overcrowded building, it will be necessary for the Court to have more space. It is hoped that the Division of Child Welfare will be ready to move from its present quarters to a new building on the other side of Cedar Avenue some time during 1958. In that case, the new courtroom, as well as a number of other court offices, will be located in the building now occupied by the Division of Child Welfare, thus putting the entire quadrangle of buildings at Cedar Avenue and East 22nd Street at the disposition of the Court as originally planned.

Unfortunately, the bond issue for the improvement of the County's courthouses failed to win approval of the voters in November. The Court will therefore be handicapped in its plans to adapt the present Division of Child Welfare building to court use.

THANKS FROM THE DETENTION HOME

The Detention Home continued throughout 1957 to be a focal point of the community's interest in the work of the Court. As in the past, many business and civic groups contributed voluntary services to our children. Prominent among them were the University Circle Kiwanis Club, the Downtown Rotary Club, the Cleveland Academy of Cosmetology, the Beatrice Beauty Academy, the alumnae of the Delta Zeta Social Sorority, the Belle Harris Candy Company, and the Cleveland Welfare Federation, as well as the Cleveland Plain Dealer, Cleveland Press, and Cleveland News.

SLIDES OF COURT AVAILABLE

During the year a grant of the Cleveland Foundation made possible the preparation of a series of kodachrome slides by members of the Court's staff showing our facilities and functions. The series is now available for exhibition. When shown in sequence and accompanied by explanatory comment, it provides a graphic account of the Court's role in the community. Groups which would like to have the services of a court speaker and the slides may apply to the Chief of Probation Services at the Court.

INTERPRETATION OF COURT'S WORK

As in the past, the staff devoted much time to interpreting the work of the Court to interested individuals and groups. This effort took the form of speaking to groups throughout the community and of receiving interested visitors. Among the latter were numerous high school and college students, nurses, policemen, school principals, and parent-teacher representatives.

We also offered what help we could to other courts. Our procedures, especially our record system, were studied intensively by the Franklin and Hamilton County Juvenile Courts. Other American cities on our visiting list were Gary, Indiana; Washington, D.C.; Detroit, Michigan; Cincinnati, Ohio; and Honolulu, T.H.

The Court again attracted the attention of persons interested in juvenile problems in other nations. A group of thirty exchange students from Norway, France, Belgium, Germany, and the Netherlands, who came to Cleveland under the auspices of the Neighborhood Settlement Association, spent several days with us. Other foreign visitors were from Germany, Israel, Jordan, and Sumatra.

Many of the staff continued to represent the Court on various community councils and other civic and welfare activities during the year.

MILESTONES



EDWARD DI LEONE



MYRON T. MOSES

Congratulations to Edward Di Leone, Myron T. Moses, and Marion Foster, each of whom completed twenty-five years of service with the Juvenile Court in 1957.

EDWARD DI LEONE joined the court staff on October 1, 1932, following his graduation from East High School. His first duties were those of an assistant bailiff but in the ensuing twenty-five years he has

filled many roles—in the record room, the clerk's office, the affidavit office, even on the telephone switchboard. He became Court Assistant in 1956. He has also found time to continue his education at Western Reserve and John Carroll Universities. Mr. Di Leone is known to the public as a former municipal tennis champion. (He was runner-up in 1957.) He is president of the Cleveland Municipal Tennis Federation and the Northeastern Ohio Tennis Association and secretary of the Northeastern Ohio Tennis Patrons Inc. He is the top ranking local badminton player and held a national rank in that sport in the 1940's.

MYRON T. MOSES left the export-import business in 1932 to join the staff of the Detention Home. In 1936 he was transferred to the Child Support Department, which he has headed since 1946. His has been the rare experience and rare satisfaction of assuring the support of thousands of neglected children. In 1952 he attended the Yale University Institute for Alcoholic Studies to probe one of the most persistent causes of non-support. A veteran of the First Cavalry of the Ohio National Guard, Mr. Moses likes to recall that in 1928 he appeared as a cavalryman in Madison Square Garden and rode up Broadway in a parade. Today his chief interest outside of the Court is in growing flowers in his own greenhouse. As this is written he is developing a begonia from Swiss hybrid seed.

MARION FOSTER, whose brisk manner and vigorous appearance belie her twenty-five years in a highly taxing occupation, joined the Court as a member of the Detention Home staff in 1932 after five years of teaching in the Cleveland public schools. During her first year at the Detention Home she worked with delinquent girls. Then came nine years with dependent boys of school age, followed by ten years with dependent girls of the same age, before she returned to her original assignment with delinquent girls. Today she is the Detention Home's senior supervisor. She is a graduate of the Cleveland School of Education and has studied parent education and child psychology at Cleveland College.

JUDGE EASTMAN HONORED

Presiding Judge Harry L. Eastman was the recipient of the Public Service Award of the Y.M.C.A. of Cleveland on February 5, 1957.

In recognition of his exceptional contributions to social betterment, particularly through the services of a well-ordered juvenile court to delinquent, neglected, and dependent youth, the Association selected Judge Eastman for the award, which goes annually to a person who has rendered outstanding services to the community. The citation read in part:

"As lawyer, United States Attorney, and Judge of the Juvenile Court he has demonstrated a keen awareness and understanding of the changing needs in a changing community . . .

His efforts in community welfare activities—especially in relation to youth—are legion. He

has successfully combined the traditional safeguards of the law with techniques of the medical and social sciences to the end that our younger citizens may receive the care and protection they require."

Late in 1956 Judge Eastman was also honored by being made an honorary member of the Rotary Club of Cleveland. Only three citizens have been so honored.

PERSONNEL

ALMA M. LUCHT, Receiving Secretary since 1928, received the 1957 Public Servants Award of the Cuyahoga County Bar Association in recognition of her long and faithful service to the Court and the County. Several other employees of the county courts were honored at the same time. Miss Lucht, a graduate of the School of Applied Social Sciences of Western Reserve University, was a medical social worker with the Red Cross before joining the court staff.

JOHN J. MAYAR, Director of Social Services, was invited to appear as a panel member to discuss the problems of delinquency before the City Club of Cleveland in March 1957. Other panelists on the well-known forum were Dr. Mark C. Schinnerer, superintendent of Cleveland public schools; Monsignor Raymond J. Gallagher, head of youth services for the Catholic Diocese of Cleveland; and William S. Burton, attorney and chairman of the Unreached Youth Project. Mr. Mayar has been with the Court since 1940 and was Chief Probation Officer before assuming his present duties.

WALTER G. WHITLATCH, Director of Legal Services, presented a paper entitled "Some Recent Significant Decisions for the Juvenile Courts" before the annual conference of the National Council of Juvenile Court Judges in Milwaukee. Mr. Whitlatch annually presents such a paper before the conference of the Ohio Association of Juvenile Court Judges. He is the only non-judge ever elected to membership in the Association.

LILLIAN HARE, a probation officer since 1944, was appointed case supervisor. Miss Hare, a graduate of Ohio Wesleyan University, received her master's degree from the School of Applied Social Sciences of Western Reserve University. Prior to becoming a probation officer she worked for Aid to Dependent Children, which was then a part of the Court, but has since been transferred to the Cuyahoga County Welfare Department.

NATHAN CAPLAN returned to the Court on November 16th as Chief Psychologist following twenty months' absence for service in the navy. He was assigned to the Mental Hygiene Unit at the United States Naval Academy at Annapolis, Maryland, where he was principally oc-

cupied with psychological testing. He also assisted in several research projects.

During Mr. Caplan's absence Carlos F. Cortes served as Chief Psychologist.

ALLYN R. SIELAFF returned to the Court as a probation officer after two years in military service. He served as security officer with the rank of First Lieutenant at Hickam Air Force Base near Honolulu. Mr. Sielaff worked in both the Detention Home and the Probation Department before leaving for the service.

JOHN J. ALDEN, Chief of Probation Services, and CHARLES R. BRETZ, Boys' Referee, served as resource persons at the Court-Police Workshop sponsored by the Ohio Probation and Parole Association at Columbus in November. They served as consultants and advisors to the various discussion groups of the workshop.

LOCAL AGENCIES PROVIDING CARE AND SUPERVISION TO DELINQUENT CHILDREN

The Court refers many of its cases to private and public agencies. These efficient agencies are invaluable to the Court and the community in meeting the special needs of our young people and their families through counsel, guidance, and specialized therapy.

In the belief that their services should be better known to the public, we offer brief descriptions of their purposes, operations, and facilities. These descriptions have been compiled by the court staff from information supplied by the agencies.

The eight organizations summarized in the following pages are those with which we are in most frequent contact. All are members of the Welfare Federation of Cleveland and all but the Division of Child Welfare, a public agency, receive financial aid from the Community Chest.

WELFARE FEDERATION



CHILDREN'S SERVICES

Children's Services is a private casework agency located in the Community Service Building, 1001 Huron Road, which provides: 1) temporary foster care for children who must be separated from their parents for short periods of time; 2) casework service to unwed mothers; 3) placement of children for adoption. Its average monthly caseload is 775 children and 388 unwed mothers.

Temporary foster care may be necessary for any of a number of reasons. A common one is illness of a mother which necessitates putting her children under someone else's care for a few weeks, or, if the illness is apt to be a long one like tuberculosis, for a year or two. Another—more directly related to the Court's concern for the prevention of delinquency—is emotional disturbance in a child which makes separation from his parents desirable for a time. Whatever the reason for the application, the only criterion that governs the agency in accepting it is that prognosis should point to a term of separation which is relatively brief with a reasonable expectancy the child will return to his own family. When longer foster care appears necessary, applicants are referred to the Division of Child Welfare.

Service to unwed mothers and adoption service for their babies (80% of babies placed for adoption by Children's Services are in this category) are of obvious importance in providing a wholesome home environment for many children who would not otherwise enjoy it. This provision of a happy and normal home life is an important factor in controlling delinquency. Children's Services places about two hundred children annually for adoption and never has enough children to supply all the families that want them.

The staff, under the leadership of Executive Director William D. Schmidt, consists of thirty caseworkers, a psychologist, and a part-time psychiatric consultant. The annual budget is \$646,000, of which 84% is supplied by the Community Fund; 13% comes from fees and the rest from endowments, trusts, and special funds.

The largest number of cases (excluding adoptions) come from other social agencies. These constitute about 42% of the total. Another 14% come on their own initiative. Others are directed by such sources as

hospitals, physicians, newspapers, lawyers, and relatives. About 1½% are referred by courts.

While declining to evaluate "success" statistically, Mr. Schmidt points out that a very small percentage of adoptive placements prove unsatisfactory. Success in service to unwed mothers is attested by the rehabilitation of those served and by the low incidence of repeaters. Caseworkers who follow up children who have been returned to their parents from foster care consider that most of them make a successful adjustment. The agency agrees, however, that there is a need for more service in all fields in which it operates and that there is a serious lack of facilities for the emotionally disturbed child who is not suited to foster home care.

CLEVELAND GUIDANCE CENTER

The Cleveland Guidance Center, which recently celebrated its thirtieth birthday, is a psychiatric agency for children whose purpose is "to offer diagnosis, advice, and treatment in personality, conduct, and behavior deviations and disorders." A secondary purpose is the training of child psychiatrists, psychologists, and social workers. It opened its doors as a demonstration center in 1925 and two years later was accepted as a Community Chest-sponsored psychiatric clinic for children. About half of its budget of \$205,000 now comes from the State. Until recent years the Community Chest had been supplying all support except fees, which are charged to those who are able to pay.

The agency's clients are unhappy and socially unadjusted children. Further than that no generalization is possible, according to Dr. Claire M. Ness, the Center's director. Their problems and symptoms result from a multitude of causes.

Approximately one-third of the children studied and treated by the agency are brought to it by their own parents at the suggestion of schools and physicians. Other chief sources of referral are public and private agencies. The caseload for individual treatment is regularly in excess of fifty with another twenty to thirty receiving group treatment. (There is some overlapping in these figures as some of the children in group treatment also receive individual treatment.) Boys outnumber girls about three to one. The staff consists of five psychiatrists (three are part time), twelve psychiatric social workers, and four psychologists integrated into a professional team.

All applicants are accepted if their problems are appropriate for study and treatment by a psychiatric agency. The waiting period for service depends upon the urgency of the case and upon available staff. Cases not appropriate for psychiatric service are referred to another agency.

When placement is needed or when a family problem contributes to the child's difficulties, the case may continue cooperatively with child placement or family agencies.

More than half of the children treated are in the 9-13 age group, a fact whose practical importance to the Court will be realized if it is recalled that the bulk of delinquency cases are in the 14-17 age group. The Center is performing a preventive service by treating disturbed children of an age at which difficulties disposing them toward delinquency are in all likelihood making themselves felt. Dr. Ness is confident that 65 to 70% are definitely helped. She emphasizes that positive results are most likely when emotional disorders are given early recognition and treatment—the earlier the better.

The Center is located at 2050 East 96th Street.

CHILDREN'S AID SOCIETY

The Children's Aid Society is a residential treatment center for emotionally disturbed children. Its purpose is to help the children under its care to solve their personal problems and enable them to live satisfactorily in the community and harmoniously with themselves and others. The Society is "the original Cleveland charity." Founded in 1832, it has gone through a number of metamorphoses in its century and a quarter of existence. In the 1920's it began to work with disturbed children. The latest reorganization took place in 1955 when it was determined that it should provide not only residential but treatment facilities. S. A. Mandalfino, former Administrative Assistant to the Juvenile Court, and Dr. James F. Berwald were charged with carrying out the decision as administrative director and medical director respectively.

The Society, which occupies a tract of 10½ acres at 10427 Detroit Avenue, can house thirty-six children at the present time, but it is hoped that the capacity can be raised to forty-eight. It should never become bigger than that, in Mr. Mandalfino's opinion, because a child who needs residential treatment can be as lost in a large institution as he would be outside.

The staff includes a chief psychiatric social worker, three psychiatric caseworkers, ten cottage parents, three teachers, a group worker, a monitor of school programs, a nurse, and, on a part-time basis, two psychiatrists, a psychological consultant, a pediatrician, and a dentist.

The Society operates on an annual budget of \$194,000. About 25% of this is provided by the Community Fund; the rest comes from endowments, foundation grants, miscellaneous gifts, and fees. Fees may be paid by parents or by the Division of Child Welfare which contracts for the care of those children who are in the custody of Cuyahoga County. As the average length of stay is from two to three years and the cost of treatment

is high, it is readily understandable that fees provide a relatively small portion of the funds needed for operation.

Although all children follow a common program to some extent—for example, cottage living, group work, and, of course, regular school work—treatment in all respects is highly individualized, involving diagnosis by the staff of the needs of each child. It has been found that instruction of emotionally disturbed children, if it is to be successful, must be in small groups and thoroughly adapted to personal development and need. Substantial time is devoted to leisure activities, such as music, arts and crafts, and athletic games which are integrated into the treatment program.

The Society's "clients" are children between the ages of six and twelve who, because of serious maladjustments in basic relationships or traumatic experiences in early life, exhibit symptoms of disturbance in their behavior and who cannot be adequately treated while living in the community. They are referred chiefly by casework agencies and psychiatric clinics. Some have previously been referred to casework agencies by the Juvenile Court.

Since the reorganization of 1955, Mr. Mandalfino and Dr. Berwald have worked to build up a staff which can meet the standards demanded of a residential treatment center. With this mission largely accomplished, they are giving more attention to the problem of modernizing physical facilities. Such modernization will involve the replacement of ancient buildings which are not only inadequate for the care and treatment of children, but which in some cases constitute fire hazards. A special committee of the Board of Trustees has brought in a report outlining the changes necessary to give the community the kind of facilities it is entitled to. A building campaign is contemplated in order to raise the required funds.

FAMILY SERVICE ASSOCIATION

The Family Service Association is a casework agency engaged in counselling on family and personal problems whose purpose, as defined by its director, Arthur H. Kruse, is "so to strengthen family life that within its framework each individual may achieve the design of happy and successful living which best fits him and his relationships with all people." In pursuit of this objective it counsels an average of 1500 families each month.

The agency existed for many years in Cleveland as "Associated Charities." Operating under that name it provided help of various types to families and individuals in need. In time, however, its emphasis fell more and more on family problems; in 1946 it became known by its present name.

Problems which come to the agency are of three general types: 1) husband-wife relations; 2) parent-child relations; 3) personal. Within this rather simplified classification, however, cases are highly individualized and service must be individualized as well. To provide it fifty-five caseworkers are employed, each of whom has had at least two years of graduate

social work. As many of these caseworkers have been with the agency for a number of years, their professional training is reinforced by experience. An aggressive educational and public relations campaign is carried on to acquaint the public with the services available. It is hoped that in this way people will be led to seek counsel in time, thus preventing personal problems from becoming social problems.

About three-quarters of the applications are self-referrals. Of the remainder schools are the most important referral source. "It's our policy to accept an application from anyone we think we can assist," Mr. Kruse says. "If we think another agency is in a better position to be of service, we refer the case to it. We think we substantially help 70 to 75% of those who come to us. Our caseworkers' skills are important in achieving such a result, but a genuine desire on the part of the client to solve his problem and a consequent willingness to use counseling are also important factors making for a happy outcome."

The Association operates on an annual budget of \$650,000, of which 75% comes from the Community Fund, 15% from trusts and endowments, and 10% from fees. Half of the fees collected are for counselling services. The other half come from the "Homemaker Services" for motherless families with two or more young children and for older persons who need part-time housekeeping help to maintain their own living arrangements.

Administrative offices are in the Community Service Building at 1001 Huron Road. Counselling offices are located as follows: Edgewater, 8409 Detroit Avenue; Garfield, 11722 Miles Avenue; Glenville, 15040 Euclid Avenue; Jackson-Tremont, 3201 Denison Avenue; Sterling, Community Service Building, 1001 Huron Road.

YOUTH BUREAU

The Youth Bureau, which offers casework service to boys and girls from 12 to 21 who are concerned with social and emotional problems, was originally called the "Women's Protective Association." It was founded in 1917 to provide counselling and protection to women and girls. In time its efforts became largely concentrated on the younger age group and in 1930 it became known as the "Girls' Bureau of Cleveland." During the second world war a joint committee of the Welfare Federation and the Cleveland Board of Education recommended that a similar service be made available to boys. The Girls' Bureau was asked to expand to make this possible; in 1943 it became "The Youth Bureau." Today it employs sixteen caseworkers and handles 500 cases per month on an annual budget of \$144,000. Since 1948 it has been headed by Miss Elizabeth Noyes.

The purpose of the Youth Bureau is "to counsel and protect adolescent boys and girls in their social adjustment to home and community, improve social conditions, and further research and education in the adolescent field." The emphasis is at all times on youth. The problems with which the agency deals are the problems of youth—growing-up problems, emo-

tional, school, and financial problems. These may be purely personal, but many of them involve the relation of young people to other people, particularly their parents. Family problems are dealt with as they relate to youth; many cases are carried jointly with the Family Service Association.

"There are no rules of eligibility," Miss Noyes says. "We never turn down a young person unless his difficulty is such that we can't help him or that someone else is obviously able to help him more. In that case we refer him elsewhere."

About half of the Bureau's cases are self-referrals. Other sources of referrals are physicians, psychiatrists, schools, the Juvenile Court, other social agencies, and hospitals. Appeals are made by and on behalf of all sorts of young people from all over Cuyahoga County. There is no "typical" Youth Bureau client.

For young people whose problems are such that it seems advisable to remove them from their homes, a foster-home service is maintained. It is limited to those for whom a two-year maximum of care away from home is indicated. When longer foster care appears necessary, other agencies are recommended, usually the Division of Child Welfare of the Cuyahoga County Welfare Department.

Since 1955 the Youth Bureau has had its own residence for girls between the ages of 15 and 18. Magnolia Hall is as much a home and as little an "institution" as the agency can make it. It has accommodations for fourteen girls.

The Bureau believes that most of the boys and girls who apply to it for service receive some help. At present there is a backlog of applications as more people are asking for help than the staff can handle.

The main office is in the Community Service Building at 1001 Huron Road. The Bedford branch is located at 755 Broadway and the Central Areas branch at 4524 Scovill Avenue.

CATHOLIC CHARITIES BUREAU

Catholic Charities Bureau, the child-caring agency of the Roman Catholic Diocese of Cleveland, was established in 1912. Its antecedents actually go back further than that, however, as much charitable work which it now supervises was in existence prior to the founding of the Bureau. For example, the diocese has maintained orphanages in Cuyahoga County for over a century.

Today, under the direction of Monsignor Frederick B. Mohan, the Bureau, which is located in the Chancery Building of the diocese at 1027 Superior Avenue, handles 1900 cases per year and has responsibility for more than one hundred fifty children in foster and adoptive homes. The bulk of the work of the twenty-four caseworkers lies in the problems of children who require some professional service but do not have to be separated from their parents. The foster-home program is somewhat limited

because, as Monsignor Mohan points out, this responsibility is very well handled by the County through the Division of Child Welfare.

The Bureau operates on an annual budget of \$244,000, about three-fourths of which is provided by the Community Fund and the remainder by the Catholic Charities Corporation, a financial agency of the Church. No fees are charged for service.

More than half of the agency's casework with children is done at the request of parents. There is a continuing program to keep clergy and laity of the Church aware of the services that are available. Other sources of referral are parishes, schools, other social agencies, and of course the Juvenile Court. All referrals are accepted unless the problem is such that another agency is clearly in a better position to help. For example, family casework problems are ordinarily referred to the Family Service Association.

"We try to help in every case that comes to our attention," says Monsignor Mohan. "A particular source of satisfaction is the work we do with children of low I.Q. We used to think we couldn't do anything for them but we've learned to do a good deal."

The agency maintains eight institutions for children in Cuyahoga County. The largest of these, Parmadale, accepts children of both sexes of school age, while St. Edward's takes those of pre-school age. Catherine Horstmann Home is an institution for adolescent girls, St. Anthony's for adolescent boys. Loretta Hall provides shelter for unmarried mothers whose babies are placed in the De Paul Infant Home for adoption or, in rare cases, to await return to their mothers. Rosemary Home is a residential training home for crippled children. Marycrest, a home and school for delinquent and disturbed girls of twelve years of age and over, receives Catholic girls by commitment from the Juvenile Court as well as by private placement.

CATHOLIC YOUTH SERVICE BUREAU

The Catholic Youth Service Bureau is a casework agency which aims at the prevention and treatment of the problems of boys and girls from 12 to 21. The agency has existed in its present form and under its present name since 1943. Since that time its work has increased until today the case load is well over 350 applications a year. These are handled by a staff of nine social workers, all of whom have had at least two years of graduate social work training. The agency also employs a consultant psychiatrist. There is currently a substantial waiting list which Executive Secretary Richard M. Kelley would like to accommodate immediately if he had a larger staff. No fees are charged for service. The budget of \$70,000 comes entirely from the Community Fund. (A special project will be financed by the Cleveland Foundation in 1958.)

The Bureau operates as an agency of the Catholic Diocese of Cleveland and its services are available to the Catholic boy or girl who needs them. More than half of its clients come on their own initiative to seek

its help. Others are referred by schools, both public and parochial, by priests, hospitals, social agencies, and the Juvenile Court. Clients are by no means confined to "underprivileged" groups but include representatives of all sections of the community. The only ground for not helping an applicant "other than shortage of staff" is the belief that his problems can be better handled by another agency, to which he is subsequently referred.

Problems of parent-child relationships are the most common, constituting about 65% of the case load. School and learning problems account for 20% and community adjustment and social behavior 15%. If the family problem is primarily one of marital conflict, then the case is referred to the Family Service Association. The Bureau, however, does not refuse to handle it if for any reason the family prefers to continue its contact with the agency.

Mr. Kelley believes that real help is offered to many clients who are better able to come to grips with their problems as a result of case-work treatment. He emphasizes, however, that a large element in success lies in the ability of the boy or girl to understand his problem and to make use of professional services in dealing with it.

The Bureau administers no institutions of its own but uses the children's institutions of the Diocese of Cleveland (see section on Catholic Charities Bureau) as well as others outside of the diocese.

Its offices are in the Chancery Building of the diocese at 1027 Superior Avenue.

DIVISION OF CHILD WELFARE CUYAHOGA COUNTY WELFARE DEPARTMENT

The Division of Child Welfare of the Cuyahoga County Welfare Department is the agency charged with responsibility for the care of children whose circumstances are such as to require the intervention of public authority. It is the largest child-caring agency, public or private, in Ohio and one of the largest in the country.

The Division is authorized by Section 335.16 of the Ohio Revised Code to take custody of children in: 1) cases of delinquency in which, in the judgment of the Court, separation of children from their parents is advisable; 2) cases of dependency; 3) cases of neglect. It ordinarily carries a responsibility for approximately 4000 children, the majority of whom, in the words of Director William A. Nesi, "have been separated from their natural parents under emotionally terrifying and traumatic circumstances." The burden is obviously a heavy one. "Our intake rate alone is staggering," Mr. Nesi says, "being between forty and fifty new children each month,

many of them needing emergency planning." Most of the cases are referred by the Court and by social agencies. Direct appeals are sometimes received from parents, but they are infrequent.

In discussing the placement of children, Mr. Nesi points out that for more than half of them foster homes must be found. "We use approximately 1000 foster homes for their accommodation," he says. "They are located as far east as the Pennsylvania line and as far west as Toledo. These distances are important because our casework service does not end with the placement of the children. All of them need casework support to help them adjust to their new lives with strange people. The emotional and behavior problems arising from their realization that their own parents have failed them require the skilled handling of people trained in the casework field and it is difficult to keep a trained staff large enough to do the job."

Ordinarily about 600 of the children are living with their parents. Some of these have never been separated from their parents but most of them have previously been placed elsewhere. While their stay away from home has contributed in most cases to the solution of their problems, the period of readjustment to their own homes is a difficult one in which the support and encouragement as well as the professional skill of the caseworker are still needed.

The agency's budget is about \$2,990,000. (A very small portion comes from federal child welfare funds; the rest must be appropriated locally.) It has a staff of 225 people of whom 40 are employed at the Children's Receiving Home, a temporary shelter for children awaiting placement or adjudication of charges (usually neglect or dependency) involving their parents. Of the remainder about 140 are professional workers. "Our in-service training program helps to keep the staff up to that level," Mr. Nesi says. "It makes it possible to take on some people with an aptitude for the work even though they lack some of the necessary professional training."

The Division believes that it is definitely helpful in perhaps 90% of its cases. There are, however, some children, particularly teenagers, who are unable to accept foster parents as substitutes for their own parents. "Group homes," in which a number of children live together, are frequently advisable in such cases, but there are not enough group homes available.

The Division is located at 2210 Cedar Avenue.

STATISTICAL TABLES

TABLE 1

Total Complaints, Official and Unofficial
By Years, 1953 — 1957

Type of Complaint	1953	1954	1955	1956	1957
Official complaints—Total.....	3492	3651	3894	4347	4981
Delinquency—Total	1687	1645	1807	2275	2467
Boys	1235	1210	1354	1808	1947
Girls	452	435	453	467	520
Neglect and non-support.....	636	687	738	758	849
Dependency	193	155	139	120	136
Application for orthopedic care.....	8	8	5	4	1
Application for consent to marry.....	138	114	120	112	140
Paternity	667	836	859	908	1133
Adults contributing to delinquency.....	77	98	190	134	166
Certified from Common Pleas Court.....	78	102	28	28	38
Other	8	6	8	8	51
Unofficial complaints — Total.....	5151	5049	5538	6437	7344
Delinquency — Total.....	1708	1660	1704	1815	1918
Boys	1394	1313	1362	1427	1473
Girls	314	347	342	388	445
Traffic — Total.....	2319	2207	2620	3274	4050
Boys	2256	2131	2537	3175	3905
Girls	63	76	83	99	145
Neglect and non-support.....	1113	1178	1208	1333	1375
Other (including dependency).....	11	4	6	15	1
Total complaints — Official and Unofficial.....	8643	8700	9432	10784	12325

TABLE 2

Reason for Referral of Official and Unofficial
Delinquency Cases by Sex — 1957

Type of Complaint	Boys		Girls		Total
	Official	Unoff.	Official	Unoff.	
Automobile theft.....	463	—	6	—	469
Unlawful entry and stealing.....	320	111	6	10	447
Other stealing.....	133	162	21	45	361
Other property offenses.....	21	15	7	—	43
Theft from person.....	90	22	3	2	117
Injury to person.....	146	161	15	43	365
Act resulting in death.....	8	—	—	—	8
Truancy.....	39	110	44	68	261
Running away:					
Cuyahoga County residents.....	14	26	38	21	99
Out-of-county residents.....	5	—	2	—	7
Beyond parental control.....	189	166	229	125	709
Sex offenses.....	83	6	94	3	186
Auto trespassing and tampering.....	89	72	2	1	164
Destruction of property.....	74	214	5	13	306
Disorderly conduct.....	42	206	8	48	304
Other misdemeanors.....	143	202	35	66	446
*Auto and traffic violations.....	88	3905	5	145	4143
Total delinquency complaints.....	1947	5378	520	590	8435

*In addition, 33 boys and 1 girl, classified as "juvenile traffic offenders", were heard in official traffic cases in the last three months of the year. (See page 16)

TABLE 3

Disposition of Juveniles in Delinquency Cases
Official and Unofficial by Sex — 1957

Disposition in Official Cases	Boys	Girls	Total
Committed to parents, relatives, individuals.....	89	14	103
Committed or referred to social agencies for supervision.....	41	34	75
Placed under supervision of probation officers:			
Supervision only	612	233	845
Supervision and payment of costs, damages, fines.....	554	9	563
For placement.....	11	3	14
For referral to Probate Court	4	8	12
Total placed on probation.....	1181	253	1434
Committed or returned to institutions:			
Ohio State Reformatory, Mansfield	34	—	34
Ohio State Industrial Schools.....	150	23	173
Division of Juvenile Research, Classification and Training (Juvenile Diagnostic Center).....	31	10	41
City of Cleveland Training Schools.....	75	59	134
Marycrest School.....	—	22	22
Total committed or returned to institutions.....	290	114	404
Dismissed	86	28	114
Returned to other jurisdictions.....	5	2	7
Pay damages or fine.....	47	1	48
Other disposition.....	131	47	178
Continued	77	27	104
Total official delinquency complaints.....	1947	520	2467
Disposition in Unofficial Cases			
Withdrawn or dismissed.....	109	46	155
Case held open.....	97	29	126
Adjusted by referee.....	1664	249	1913
License suspended, driving prohibited, restricted.....	2885	106	2991
Restitution ordered.....	276	10	286
Probation officer to supervise or adjust.....	108	57	165
Made official.....	200	62	262
Referred to social agencies.....	13	26	39
Other disposition.....	26	5	31
Total unofficial delinquency complaints.....	5378	590	5968

TABLE 4

Reason for Referral of Neglect and Dependency Cases
Official and Unofficial — 1957

Type of Complaint	Neglect		Dependency	
	Official	Unoffic.	Official	Unoffic.
Non-support of minor children.....	*652	1178		
Improper subsistence or care.....	157	114		
Faults or habits of parent(s).....	17	28		
Child deserted or abandoned.....	21	26	4	
Permanent disability of parent(s).....			54	
Temporary incapacity of parent(s).....			14	
Death of parent(s).....			12	
Child born out of wedlock.....			31	
Lack of guardianship, determine custody.....			2	
Other causes.....	2	29	19	1
Total complaints.....	849	1375	136	1
Total children included in above cases.....	1641	3552	178	4

*Includes 200 complaints of illegitimate non-support filed on adjudged father.

TABLE 5

Disposition of Children in Official
Neglect and Dependency Cases — 1957

Disposition	Neglect	Dependency	Total
Committed to:			
Parents, relatives, guardians.....	854	30	884
Probation officers for supervision or placement.....	99	6	105
Referred to child caring and placing agencies:			
C.C.W.D., Division of Child Welfare:			
Supervision and placement.....	13	—	13
Temporary care and custody.....	130	89	219
Permanent care and custody.....	3	8	11
Children's Services:			
Supervision and placement.....	2	—	2
Temporary care and custody.....	2	2	4
Permanent care and custody.....	—	3	3
Catholic Charities Bureau:			
Supervision and placement.....	3	—	3
Temporary care and custody.....	13	8	21
Permanent care and custody.....	—	2	2
Jewish Children's Bureau:			
Temporary care and custody.....	1	4	5
Other child caring and placing agencies.....	4	2	6
Total referred to child caring and placing agencies.....	171	118	289
Continued pending arrest of adult contributor.....	230	—	230
Continued conditionally, further order.....	116	11	127
Case dismissed.....	146	10	156
Other order.....	25	3	28
Total children included in dispositions.....	*1641	178	1819

*Does not include the 236 children involved in cases of illegitimate non-support for whom no court disposition was necessary.

TABLE 6

Disposition of Adults Dealt With in Official
Neglect and Delinquency Cases — 1957

Disposition of Adult Contributors	Contributing to Neglect	Contributing to Delinquency
Not apprehended—arrest ordered.....	105	3
Dismissed or discharged.....	66	16
Continued conditionally.....	82	19
Committed to:		
Cleveland House of Correction—male.....	65	28
Cleveland House of Correction—female.....	9	3
County Jail.....	1	19
Sentence suspended:		
On condition of proper behavior.....	77	7
Make support payments through Court.....	221	—
On other conditions.....	11	34
Probation officer to supervise.....	6	—
Other order.....	36	37
Number of adults charged.....	679	166

TABLE 7

Cases Under Supervision by Probation Department — 1957

Movement of Cases	Number of Children				Total Children
	Total Cases	Delinquent		Depend- ency	
		Boys	Girls	Neglect Other	
Brought forward January 1, 1957.....	1082	758	226	217	1201
Received for supervision during year.....	1799	1389	327	225	1941
Total under supervision in 1957.....	2881	2147	553	442	3142
Removed from supervision during year.....	1744	1362	303	176	1841
Carried forward December 31, 1957.....	1137	785	250	266	1301

TABLE 8

Cases Supervised by Child Support Department — 1957

Movement of Cases	*Non-Support	Delinquency		Total
		Dependency Neglect	Paternity	
Brought forward January 1, 1957.....	3024	663	1827	5514
Received for supervision during year.....	1330	175	693	2198
Total under supervision in 1957.....	4354	838	2520	7712
Removed from supervision during year.....	989	324	418	1731
Carried forward December 31, 1957.....	3365	514	2102	5981

*Includes official and unofficial cases

TABLE 9

Movement of Prisoners at the Correction Farm
Under Juvenile Court Commitment — 1957

Movement of Prisoners	Non-Support	Other Neglect	Contri- buting to	Total
			Delinquency	
Brought forward January 1, 1957.....	43	10	4	57
Committed or returned during year.....	201	30	51	282
Total prisoners in 1957.....	244	40	55	339
Released or escaped during year.....	181	31	46	258
Carried forward December 31, 1957.....	63	9	9	81

TABLE 10

Children under Care in Detention Home — 1957

	Delinquent		Dependent		Total
	Boys	Girls	Boys	Girls	
Under care January 1, 1957.....	38	29	1	2	70
Admitted during the year.....	2554	836	36	21	3447
Total under care for 1957.....	2592	865	37	23	*3517
Released during the year.....	2554	842	36	23	3455
Under care December 31, 1957.....	38	23	1	—	62
Total days of care furnished.....	25,270	13,709	257	704	39,940
Average daily population.....	69	38	—	2	109
Average length of stay in days.....	10	16	7	30	11

*Includes 95 boys and 63 girls, not resident in Cuyahoga County, who were taken into custody as runaways.

TABLE 11

Collection of Money by the Court and Distribution of Money
for Support of Minor Children — 1957

Type of Collection	Amount
For support of minor children.....	\$1,767,916.60
Damages or restitution.....	24,908.04
Poundage	18,102.66
Fines	12,822.82
Costs	8,122.70
Appearance bonds.....	83,100.00
Maternity hospital collections.....	11,276.01
Miscellaneous general collections.....	4,572.75
Total amount collected.....	1,930,821.58
Money for support of Children Disbursed to	
Parents and relatives.....	\$1,648,928.88
Public agencies:	
Cuyahoga County Welfare Department, Division of Child Welfare.....	74,585.87
Other tax-supported agencies and institutions.....	7,175.92
Total — public agencies.....	81,761.79
Private agencies:	
Children's Services.....	5,720.82
Other non-sectarian agencies and institutions.....	884.54
Catholic agencies and institutions.....	23,127.55
Protestant agencies and institutions.....	5,298.92
Jewish agencies and institutions.....	2,194.10
Total — private agencies.....	37,225.93
Grand Total.....	\$1,767,916.60

TABLE 12

Report of the Receiving Secretary — 1957

Action Taken at Intake	Number
Complaints accepted for court action:	
Accepted for official hearing:	
New affidavits and petitions.....	4062
Motions and alias hearings.....	793
Accepted for unofficial hearing (excluding traffic violations)*.....	3212
Total	8067
Complaints disposed of without court action:	
Referred to social agencies and boards of education.....	229
Referred to police departments and other courts.....	309
By correspondence.....	152
Interviews for consultation only.....	493
Total	1183
Transfers of jurisdiction from Common Pleas Court.....	49

*In addition, 4050 complaints of traffic violation were accepted for unofficial hearing upon receipt of "traffic ticket" from arresting officer.

TABLE 13

Type and Number of Tests Administered
By Court Psychologists — 1957

Type of Test	Delinquent		Dependent Children	Adults	Total
	Boys	Girls			
Individual Intelligence tests					
Weschler-Bellevue	7	4	....	1	12
Weschler Intelligence Scale for children	121	67	9	....	197
*Weschler Intelligence Scale for adults....	39	17	....	20	76
Group Intelligence tests:					
Otis	1095	404	13	....	1512
Performance tests:					
Revised Beta.....	5	4	....	....	9
Personality tests:					
Projective	645	345	28	54	1072
Other standardized tests.....	55	2	....	....	57
Interviews—non-standardized tests.....	221	121	10	22	374
Total tests administered.....	2188	964	60	97	3309
Conferences	230	123	9	21	383
Number of persons tested.....	1322	498	22	21	1863

*Administered to children 16 years of age and over.

TABLE 14

Incidence of Physical Defects Noted
Upon Physical Examination — 1957

Defect Noted*		Boys	Girls	Total
Teeth—	Dental caries.....	1154	381	1535
	Poor dental hygiene.....	587	54	641
	Chipped incisor.....	237	43	280
Skin—	Acne	911	262	1173
Eyes—	Refractive error.....	1012	427	1439
Extremities—	Trichophytosis (tinea).....	329	53	382
Throat—	Hypertrophied tonsils.....	80	28	108
Nose—	Nasopharyngitis	46	19	65
General—	Obesity	71	100	171
	Nutrition: borderline, impaired, poor.....	15	15	30
	Physical retardation.....	51	6	57
	Advanced physical development.....	37	10	47
	Pediculosis: capitis, pubis.....	23	43	66
	Pregnancy	—	43	43
No defect noted:	Children found normal.....			139
Total number of examinations.....		2434	862	3296

*Partial list; only defects occurring with the greatest frequency are given.

TABLE 15

Diagnosis of Patients Examined by the Court Psychiatrists — 1957

Diagnosis*	Boys	Girls	Adults
Mental deficiency:			
Mild	3		
Moderate	4	1	
Psychotic disorders:			
Manic-depressive reaction.....	1	1	
Schizophrenic reaction.....	4		3
Psychoneurotic disorders:			
Anxiety reaction.....	4	3	
Psychoneurotic reaction, other.....	4	5	1
Personality disorders:			
Personality pattern disturbance.....	3	2	14
Emotionally unstable personality.....	9	3	
Passive-aggressive personality.....	104	57	2
Sociopathic personality disturbance:			
Antisocial reaction.....	5	1	
Dyssocial reaction.....	1		
Sexual deviation.....	3		1
Alcoholism (addiction).....			3
Transient situational personality disturbance:			
Adjustment reaction of childhood.....	16	3	
Adjustment reaction of late life.....			4
Adjustment reaction of adolescence.....	86	38	
Chronic brain disorders.....	1		2
Disease none.....		1	
Interview only, diagnosis deferred.....	3	8	3
Total examinations.....	251	123	33

*Classification of "Diagnostic and Statistical Manual of Mental Disorders"

FURTHER INFORMATION AVAILABLE

This report has been prepared and is issued under the direction of the Honorable Harry L. Eastman, Presiding Judge of the Juvenile Court of Cuyahoga County. The Department of Research and Statistics, Richard A. Gallitto, Statistician, compiled the report with the assistance of other department heads. Citizens, students, and others who wish more particular information are invited to call at Room 310 where every effort will be made to give them courteous attention and service. It is hoped that this report may stimulate interest of the public in the services that the Juvenile Court provides the dependent, neglected, delinquent, and otherwise unfortunate children of the County; and that it will enlist their informed support and cooperation in extending and improving these services wherever needed.

RICHARD A. GALLITTO, *Statistician*

CUYAHOGA COUNTY JUVENILE COURT

2163 East 22nd Street

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Only names of department heads and persons most frequently consulted by the public are listed.

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HON. ALBERT A. WOLDMAN, *Judge*

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William A. Russell, Bailiff

Anthony E. Patton, Special Court Deputy

Daniel Kearns, Bailiff

DIVISION OF LEGAL SERVICES

WALTER G. WHITLATCH, *Director and Chief Clerk*

Leo G. Chimo, Assistant to the Director

Edward J. Blakemore, Referee for paternity and support cases

Charles R. Bretz, Boys' Referee

Edward H. Deegan, Referee for traffic cases

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Leota M. Steever, Assistant

CLERICAL DEPARTMENT

Charles T. Baxter, Chief Deputy Clerk

Arthur W. Dudley, Cashier

Andrew Pierce, Deputy Clerk

Fred W. Boeke, Assistant Cashier

Patrick F. Gallagher, Affidavit Clerk

DIVISION OF SOCIAL SERVICES

JOHN J. MAYAR, *Director*

PROBATION DEPARTMENT

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Andrew J. DeSanti, Case Supervisor

Ruth B. Melcher, Special Assistant to the Director and Case Supervisor

Lillian Hare, Case Supervisor

Marie G. Bighouse, Case Supervisor

Milton F. Hay, Case Supervisor

Josephus F. Hicks, Case Supervisor

Ben Kahn, Assignment Supervisor

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CUYAHOGA COUNTY JUVENILE DETENTION HOME

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Melvin M. Bauer, Night Superintendent

Carl W. Goettler, Assistant Superintendent

Eugenia Dzedzicki, Office Manager

BAIL BOND ARRANGEMENTS

During office hours, 8:15 a.m. to 4:30 p.m., bail bonds may be arranged at the Clerk's Office in the Court Building. Between 4:00 p.m. and midnight, bail may be arranged with Mr. Melvin M. Bauer at the Detention Home.

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