ADMINISTRATION OF THE
JUVENILE DELINQUENT IN OHIO

A Thesis Presented for the
Degree of Master of Arts

By
Lloyd William Dull, B. S.

The Ohio State University
1946

Approved by:

[Signature]

Ohio State University
All Americans want this country to be a place where children can live in safety and grow in understanding of the part they must play in the Nation's future.

If anywhere in the country any child lacks opportunity for home life, for health protection, for education, for moral or spiritual development, the strength of the Nation and its ability to cherish and advance the principles of democracy are thereby weakened.

---FRANKLIN D. ROOSEVELT
FOREWORD

Juvenile delinquency is a subject which is attracting much concern throughout the country. Since a large number of criminals are known to begin their criminal careers as delinquent children, it behooves every American citizen to search for a better program of administering juvenile delinquency than we now have. Authorities on the subject are convinced that this new program must be a well coordinated one which places major emphasis on prevention rather than incarceration. The greatest weakness in our present program is that it is too spasmodic and piecemeal. It is a decentralized system with each county responsible for its own program of administration. Since the facilities and personnel for administering delinquents varies from county to county, a very uncertain, unrelated form of administration is the result.

This thesis represents an attempt to analyze and evaluate all of the various major agencies and facilities being used in Ohio today to prevent and treat juvenile delinquency. Since this subject is a very broad one, the author has been rather brief in covering some of its phases. In spite of brevity though, I think this fairly comprehensive study should serve as a good source of information for any person who desires to get an elementary understanding of the care and prevention of delinquency in Ohio.

The information for this study was secured through
numerous interviews with staff members of juvenile courts, police departments, Bureau of Juvenile Research, Boys' Industrial School, Girls' Industrial School, Department of Public Welfare, Department of Education, Division of Social Administration, and the Columbus Council of Social Agencies; questionnaires sent to the police departments, juvenile courts, and public school systems of the eight largest cities in Ohio; and by reading a large number of pamphlets, reports, books, bulletins, and magazine articles.

The author wishes to express his sincere appreciation to Dr. Allen E. Helms for his critical appraisal of this work and to Richard Allaman, Research Specialist of the Bureau of Juvenile Research, for his valuable contributions on statistical information as well as valuable suggestions on content sources for information. The author also wishes to thank Walter G. Reckless, Professor in the Department of Social Administration, Ohio State University, for suggestions on content.

Grateful acknowledgement is also made to the following people who gave very generous cooperation in interviews: Earl Hughes, Mabel Ferree, Genevieve Taylor, Inez Miller, and Kenneth B. Sanders of the Franklin County Domestic Relations Court; Helen Richardson, Administrative Assistant in Charge of Children's Services in the Division of Social Administration; Edna J. Byers, Superintendent of the Girls' Industrial School; James L. Keyser, Raymond L. Gibbs, Gerald B. Stahly, and Eric F. Bell of the Boys' Industrial School; and Charles Berry, Police Captain of the Social and Juvenile
Bureau, in Columbus. Acknowledgement is also made to Captain Arthur V. Roth, Juvenile Bureau of Cleveland and Arthur L. Glattke, Superintendent of the Ohio Reformatory, for the valuable information they sent to me by mail.

The author wishes to thank all of the Superintendents of Schools, the Juvenile Court judges, and the Police Department superintendents of the eight largest cities in Ohio for the information that they sent on their respective systems. Lastly, the author is thankful to any others who contributed minor suggestions which were helpful in the development of this thesis.
# TABLE OF CONTENTS

<table>
<thead>
<tr>
<th>Chapter</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>I. The Origin and Nature of the Juvenile Courts in Ohio</td>
<td>1</td>
</tr>
<tr>
<td>II. Organization of the Juvenile Court</td>
<td>12</td>
</tr>
<tr>
<td>III. Operation of the Juvenile Courts</td>
<td>25</td>
</tr>
<tr>
<td>IV. Nature and Extent of Juvenile Delinquency in Ohio</td>
<td>52</td>
</tr>
<tr>
<td>V. The Police and Juvenile Delinquents</td>
<td>62</td>
</tr>
<tr>
<td>VI. The Clinical Study of Juvenile Delinquents in Ohio</td>
<td>79</td>
</tr>
<tr>
<td>VII. The Institutional Care of Juvenile Delinquents</td>
<td>96</td>
</tr>
<tr>
<td>Section A: The Boys' Industrial School</td>
<td>98</td>
</tr>
<tr>
<td>Section B: The Girls' Industrial School</td>
<td>111</td>
</tr>
<tr>
<td>Section C: Other Institutions in Ohio Which Retain Juvenile Delinquents</td>
<td>121</td>
</tr>
<tr>
<td>VIII. The Community Approach to Preventing Delinquency</td>
<td>128</td>
</tr>
<tr>
<td>IX. Recommendations and Conclusions</td>
<td>141</td>
</tr>
<tr>
<td>Bibliography</td>
<td>150</td>
</tr>
</tbody>
</table>
# LIST OF TABLES

<table>
<thead>
<tr>
<th>TABLE</th>
<th>Description</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Detention and Place of Care of Delinquency Cases in Ohio</td>
<td>30</td>
</tr>
<tr>
<td>2</td>
<td>Disposition of Delinquency Cases in Ohio for 1944</td>
<td>40</td>
</tr>
<tr>
<td>3</td>
<td>Age of Children in Court Cases in Ohio for 1944</td>
<td>53</td>
</tr>
<tr>
<td>4</td>
<td>Race of Children in Court Cases in Ohio for 1944</td>
<td>54</td>
</tr>
<tr>
<td>5</td>
<td>Whereabouts of Child When Referred to Court in 1944</td>
<td>56</td>
</tr>
<tr>
<td>6</td>
<td>Status of Parents at the Time of Referral of the Child to Court in 1944</td>
<td>56</td>
</tr>
<tr>
<td>7</td>
<td>Source of Complaint in Delinquency Cases, 1944</td>
<td>58</td>
</tr>
<tr>
<td>8</td>
<td>Reason for Complaint in Delinquency Cases for 1944</td>
<td>60</td>
</tr>
<tr>
<td>9</td>
<td>Previous Court Experience of Children in Delinquency Cases in 1944</td>
<td>61</td>
</tr>
<tr>
<td>10</td>
<td>Admission to Bureau of Juvenile Research (1945)</td>
<td>84</td>
</tr>
<tr>
<td>11</td>
<td>Admission to Boys' Industrial School by Offense and Age (1945)</td>
<td>107</td>
</tr>
<tr>
<td>12</td>
<td>Escape Rate for Boys' Industrial School (1940-1945)</td>
<td>108</td>
</tr>
<tr>
<td>13</td>
<td>Admission to Girls' Industrial School by Offense (1945)</td>
<td>114</td>
</tr>
<tr>
<td>14</td>
<td>Number and Percent of Girls Admitted to Girls' Industrial School by Age (1945)</td>
<td>115</td>
</tr>
<tr>
<td>15</td>
<td>County Public Child Care Agencies in Ohio (1945)</td>
<td>140</td>
</tr>
</tbody>
</table>
CHAPTER I

THE ORIGIN AND NATURE OF THE JUVENILE COURTS IN OHIO

History of the Juvenile Court Movement

"Somewhere in the neighborhood of one hundred years ago a twelve year old boy was sentenced to death in London. Inexorable justice, as conceived in that day, took account of the law and the crime and ignored the age and circumstances of the offender. The sentiment of human pity was not wanting, however, and the reporter indulged in verse to describe the heart-rending scene:

When he was sentenced at the bar,
The court was drowned in tears,
To see a child so soon cut off
All in his tender years."1

Public opinion began to prevail against such a system during the period of the industrial revolution and the religious and moral revival in the middle of the nineteenth century. "In that period of ferment there was a demand for factory legislation favorable to women and children; a movement to abolish slavery; the beginning of the movement against strong drink and for the reform of the adult criminal."2 In this bewildering array of competing inter-


ests, the cause of the juvenile offender was lost sight of until the beginning of the second half of the nineteenth century.

The earliest step in modification of court procedure in children's cases in the United States took place in 1869 when a law was passed by the legislature of Massachusetts providing for the presence of a visiting agent or officer of the state board of charity at the trial of juvenile cases. This officer was to be notified of every criminal action against a child under sixteen and was to have an opportunity to investigate their cases, attend their trials, protect their interests, and make such recommendations to the judge as might seem best.3

It was not until 1899, however, that a juvenile court as we now know it, was set up. In that year juvenile courts in this country were established in the cities of Chicago, Illinois and Denver, Colorado. Judge Benjamin Lindsey, founder of the Juvenile Court in Denver, Colorado, exerted a tremendously important influence on the whole juvenile court movement in the United States. Since 1899, every state in the Union has enacted laws which provide for special courts to take jurisdiction of delinquent, neglected, and dependent children.

"Juvenile courts were established on a state-wide basis in Ohio in the year 1904, although by that time a juvenile court had been operating in Cuyahoga County for

3 See Lou, Herbert H., Juvenile Courts in the United States, p. 15.
two years. The legislative act which initiated juvenile courts in Ohio was received with approbation by many able jurists, one of whom commented, 'In my opinion, this is the broadest and most humane act given to a people since the signing of the Magna Charta by King John. It is in tune and in step with every inspiring thought and noble impulse concerning the care, safety, and well-being of children under eighteen years of age.'

Philosophy of the Juvenile Court

Before the advent of the juvenile court, young children were punished in common with adults. In handing out punishment the epitomizing thought seemed to be an "eye for an eye and a tooth for a tooth". Little effort was made to study the personality of the individual under trial. The twentieth century has witnessed a juvenile court, based on the principle of individualized treatment, of saving instead of punishing the child.

With the evolution of a highly complicated urban life, many new problems have arisen. The whole societal pattern with its mobility, impersonalness, lack of primary groupal restraints, and many other similar features was much more conducive to insecurity on the part of children. This insecurity often leads eventually to juvenile delinquency. Because of all these factors, some humanitarian leaders in the United States and Europe arrived at the conclusion that often the juvenile delinquent is a subject of the circum-

---

4 The Franklin County Domestic Relations Court, Annual Report for 1944, p. 3.
stances in which he happens to live, and often, therefore, he is really not entirely responsible for what he does. The attempt to give to each individual the treatment demanded by the particular circumstances involved an attempt to know, to understand the delinquent, and to modify those influences in his environment that were held responsible for his delinquency. Thus, there developed, first resources for social investigation and probation and later the psychiatric or child guidance clinic.

The care and custody and discipline of the child should approximate as nearly as may be that which should be given by its parents, and, as far as is practicable, any delinquent child should be treated not as a criminal, but as a misdirected and misguided person who needs encouragement, help, and assistance. The following paragraph taken from the Biennial Report of the Bureau of Services for Children in Utah, 1944, expresses in a gist the desired court approach to juvenile delinquency.

"The approach to the problem of delinquency by the court is similar to the approach of the physician. First of all, there must be a diagnosis. The court must know all of the symptoms and those things which precede the difficulty. This necessitates a complete investigation into the background of the child, his likes and dislikes, companions, and so forth. His physical health and other factors are considered. This investigation is made by the probation officer. When all of the necessary information is received, it is carefully weighed and the diagnosis completed. Following this, recommendations are made for the purpose of alleviating the illness. These recommendations, together with the diagnosis are presented to the court which, after hearing the details of the offense in an informal closed hearing and having read the confidential report of the probation officer, makes a decision for the better-
ment of the child. How different this is from the criminal court where the only question is: 'Did the defendant commit the crime alleged?' If answered in the affirmative, the court inflicts a punishment, usually isolation from society. Punishment and isolation are necessary tools in the treatment of crime, but must be used as skillfully as the surgeon's knife to assure that there will be no intensification of the problem. Isolation in every case is no more called for than isolation for every illness. The enlightened view court calls for a study of each individual case and the treatment based upon that which is most calculated to correct the difficulty, consistent, of course, with society's security.  

The present-day treatment of juvenile delinquency represents great progress over the past, but it is still far from adequate, even with the availability of all the knowledge acquired by modern scientific research. That practice has not kept pace with theory is indicated by the following description of conditions today contained in the report of the Delinquency Committee of the White House Conference on Child Health and Protection.

"The aims of the last generation have profoundly influenced the treatment of juvenile delinquency, and the present day emphasis on scientific study of the child as a basis for understanding and dealing with his problems has received widespread theoretical acceptance. Nevertheless, the treatment of the delinquent child still frequently violates the principles of humanitarianism and is characterized by the 'common-sense' or 'trial and error' policy, rather than by scientific consideration of the causes of his failure to conform to the requirements of society. There are still widespread, inadequate school procedures for dealing with truancy and behavior problems; unnecessary arrests; detention in police stations and jails; juvenile courts presided over by poorly paid judges not especially prepared or selected for children's work and without the services of an adequate number of qualified probation officers; absence of psychiatric services; inadequate facilities for foster-

5 State Department of Welfare in Utah, Biennial Report of the Bureau of Services for Children in Utah, 1944, p. 3.
home or institutional care; absence of an effective parole system; more important than all, lack of a well-rounded and coordinated community program for the development of constructive, wholesome interests and the early study and guidance of children presenting problems of behavior and personality. The knowledge we now have is actually applied in only a few communities and even there to comparatively small numbers of children. Moreover, even under the most favorable conditions, we need far more understanding than we now possess of the causes of delinquency and the conditions under which it may be ameliorated.”

Courts Which Exercise Juvenile Jurisdiction

Cuyahoga County, the most heavily populated county in Ohio, is the only county in the state having a chartered juvenile court. The following counties have courts of domestic relations: Hamilton, Lucas, Mahoning, Montgomery, Summit, Stark, and Franklin. The judges of each of these domestic relations courts is also responsible for administering the juvenile delinquents of each of the respective counties mentioned. In each of the other eighty counties there is established within the probate court, a juvenile court, which is presided over by the probate judge.

In many places the juvenile court work is regarded

---


This conference was held fourteen years ago, as can be noted, but, nevertheless, most of the weaknesses in juvenile delinquency treatment which are mentioned in this report have only been slightly alleviated since that time. In fact, during the emergency war period most courts and clinical staffs were weakened in numbers and in quality by many of the personnel leaving to enter the military service or to accept better-paid positions in other fields of work.
as trivial, and this underestimate has been encouraged by assignment of the function to inferior courts too often presided over by inferior men. This is particularly true in most of the counties in Ohio where the probate judge also acts in the capacity of juvenile court judge. Ohio law does not require that the probate judge be a lawyer. However, the chief difficulty in Ohio is that the job of probate judge is not only one requiring popular election, but also that it pays such low salaries that quite often very inefficient men are attracted to the office. Very rarely are there probate judges placed in offices who have had any background for dealing with juveniles. As a result, the justice handed out to many juveniles in the state is haphazard and uncertain.

"The county is generally regarded as the best unit of juvenile court jurisdiction. Larger districts are established in some states and are being recommended in others where counties are small or thinly populated. The extension to rural counties of the benefits of the juvenile court and of an adequate probation system meets serious practical difficulties, and in far too many states the law is inoperative or nearly so in those areas."7

Legal Authority of the Court

The juvenile court exercises exclusive, original jurisdiction over delinquent, dependent, and neglected children

7 Lamneck, J. H., The Family, Divorce, and Juvenile Court in Ohio, p. 79.
under the age of eighteen years. It endeavors to safeguard, protect, and rehabilitate the children who come under its jurisdiction.

Following are the definitions given for a delinquent child, a neglected child, and a dependent child by the Ohio Juvenile Court Code of 1937:

1. Delinquent Child — One under the age of eighteen years,
   (a) "who violated any law of this state, the United States, or any ordinance or regulation of a subdivision of the state.
   (b) who does not subject itself to the reasonable control of its parents, teachers, guardian or custodian, by reason of being wayward or habitually disobedient.
   (c) who is an habitual truant from home or school.
   (d) who so deports itself as to injure or endanger the morals or health of itself or others.
   (e) who attempts to enter the marriage relation in this or any other state without the consent of its parents, custodians, legal guardian or other legal authority, as required by the laws of this state.

8 This thesis will be concerned wholly with the juvenile delinquent. The author mentions the neglected child and dependent child merely to indicate that the juvenile court has responsibilities other than those of administering juvenile delinquents. For the past few years, according to information received from the Ohio Bureau of Juvenile Research, about one-third of the juveniles brought before the juvenile courts in Ohio have been neglected or dependent children while two-thirds of them have been delinquents. The legislative act, House Bill #146, passed by the Ohio General Assembly in 1945, making it mandatory for every county in the state to have either a County Welfare Department or a Child Welfare Board to deal with neglected and dependent children, should alleviate part of this load off the courts, thereby making it possible for the courts to concentrate more so on delinquents. This act is discussed more fully at a later point in this thesis.

2. Neglected Child -- One under eighteen years of age,
   (a) who is abandoned by its parents, guardian or custodian.
   (b) who lacks proper parental care by reason of the faults or habits of its parents, guardian or custodian.
   (c) whose parents, guardian or custodian neglect or refuse to provide it with proper or necessary subsistence, education, medical or surgical care, or other care necessary for its health, morals or well being.
   (d) whose parents, guardian or custodian neglect or refuse to provide the special care made necessary by its mental condition.
   (e) who is found in a disreputable place, or visits or patronizes a place prohibited by law; or who associates with vagrant, vicious, criminal, notorious, or immoral persons. 10

3. Dependent Child -- One under the age of 18 years,
   (a) who is homeless or destitute or without proper care or support, through no fault of its parents, guardian or custodian.
   (b) who lacks proper care or support by reason of the mental or physical condition of its parents, guardian or custodian.
   (c) whose condition or environment is such as to warrant the state, in the interests of the child, in assuming its guardianship. 11

"Some states except the most serious offenses from the category of juvenile delinquency. In others the same practical situation, or a worse one, results from giving to the juvenile court only concurrent jurisdiction, the criminal courts being allowed to deal in the old way with children brought before them. Such exceptions violate the fundamental principle that with children it is the personality and the whole situation that should be considered and dealt with, specific offenses being only symptoms which may or may not indicate the proper treatment. The juvenile court with its

---

10 Sec. 1639-3, G. C., 117 O. L. S. 268, effective August 19, 1937.
social viewpoint, its facilities for investigation and specialized experience in handling children's problems, is the authority which should decide in every instance what disposition is necessary, and if any children are to be tried for crimes the discretion to permit it should rest with the judge of the juvenile court. 12

Except when a felony is committed, no child under eighteen years of age is to be charged with or convicted of a crime in any court -- not even a juvenile court. He will be termed "delinquent" and not "criminal". When a felony is committed, the juvenile court may bind the child over to the grand jury of a criminal court after mental and physical examinations have been made. The transfer of a felony case to the court of common pleas is permissive and not mandatory. Any child arrested and held for trial in any other court when the juvenile court has not waived its jurisdiction has the right to challenge the jurisdiction of that court. 13

The juvenile court also exercises jurisdiction over adults who contribute to the delinquency of children under the age of eighteen years. The law reads as follows in regards to such adults:

"Whoever abuses a child or aids, abets, induces, causes, encourages, or contributes toward the dependency, neglect, or delinquency, as herein defined, of a child or a ward of the court, acts in a way tending to cause delinquency in such child, or who aids, abets, induces, causes or encourages a child or ward of the court, committed to the custody of any person, department, public or private institution, to leave the custody of such person, depart-

12 Lamneck, J. H., op. cit., p. 75.
ment, public or private institution without legal consent, shall be fined not less than five dollars, nor more than one thousand dollars or imprisoned not less than ten days, nor more than one year or both. 14

Conducting a house of ill repute to which a juvenile is admitted, failure to provide schooling for a child, permitting a child to play pool, permitting a child to purchase intoxicating beverages, and allowing the child to enter the marriage relation by swearing falsely on his age in order to obtain a licence are acts which are sufficient to sustain a conviction of contributing to the delinquency of a minor. 15

Often complaints are filed with the juvenile court which do not require court action under the delinquency, dependency, contributing, or non-support statutes of the Juvenile Court Code of Ohio, but which need a special type of legal service rendered by the courts. These cases are serviced as informal cases, as distinguished from official cases, and their disposition is recorded. They include the return of truants to other cities, minor traffic violations, neighborhood quarrels involving children, and a few other minor matters. There is a tendency now for some of the city police forces to assume much of the responsibility in dealing with these types of complaints.

15 See Lambeck, J. H., op. cit., p. 75.
CHAPTER II

ORGANIZATION OF THE JUVENILE COURT

Provision for Juvenile Courts in Ohio Counties

As stated before, there is a chartered juvenile court in Cuyahoga county. In the next seven most populous counties (Hamilton, Lucas, Mahoning, Franklin, Montgomery, Summit, and Stark), the court of common pleas, division of domestic relations, exercises powers and jurisdiction conferred by the Juvenile Court Code. In the other eight counties of Ohio the juvenile court is created within the probate court. Whenever the judge of the court exercising the powers and jurisdiction conferred by the Juvenile Court Code is absent from the county or is unable to attend court, the common pleas judge may be assigned to carry on.16

Purpose of Courts

The purpose of the juvenile court is to secure for each child such care, guidance, and control, preferably in its own home, as will serve the child's best welfare, and the best interests of the state. When a child is removed from its own family it is intended to secure for it custody, care, and discipline as similar as possible to that which should have been given by its parents. Children under the jurisdiction of courts are wards of the state and are entitled

to the protection of the state which may intervene to safeguard them from neglect or injury, and to enforce legal obligations due to and from them. 17

The Judge

All judges who administer the juvenile courts in Ohio are elected by popular vote, as are the judges of all other courts in this state. The judge of the juvenile court in Cuyahoga County and the judges of the seven domestic relations courts are elected for six years. Probate judges are elected for four years. The salaries given to the judges in the eight most populous counties of the state have been sufficient ordinarily to attract quite capable men. However, the salaries for probate judges throughout the state are usually not adequate to attract very capable men. Also it would be much better if the probate judges were elected for six years, as are the other judges, because the longer period of service would aid in attracting better personnel to the office and would give them sufficient time to plan and carry out a good juvenile administrative court program.

The qualifications of juvenile-court judges have much to do with the success or failure of the work of the court. A committee appointed by the Children's Bureau in the United States Department of Labor has prepared a set of juvenile court standards. In this report the following standards are established for the selection of juvenile court judges.

"1. The judge should be chosen because of his special qualifications for juvenile-court work. He should have legal training, acquaintance with social problems, and understanding of child psychology.  
2. The tenure of office should be sufficiently long to warrant special preparatory studies and the development of special interest in juvenile work, preferably not less than six years.  
3. The judge should be able to devote such time to juvenile work as is necessary to keep detention at a minimum, to hear each case carefully and thoroughly, and to give general direction to the work of the court."

The Referee  
Ohio law provides that the judge vested with the power of administering juveniles may appoint and fix the compensation of referees, who will have the usual power of masters in chancery cases. The referee will hear the testimony of witnesses and certify and submit to the judge of the juvenile court his findings together with his recommendations as to the judgment to be made in the case. After a notice is given to the parties of the referees' findings and recommendations, the judge may adopt the same, hear additional testimony, modify, or set aside the findings and hear the case anew. In appointing a referee for the trial of females, a female referee should be appointed when possible.

When the referee is used, as is done in most of the domestic relations courts, the judge should exercise general supervision over all their work, even though he is not able to give individual attention to all cases.

19 See Sec. 1639-21, G. C., 117 O.L.S. 268, effective August 19, 1937.
Referees are often very useful in many respects. In rural communities where the area of jurisdiction is so large that the judge cannot attend promptly to cases in all sections, they are very helpful. Also they are very useful as assistants to judges to hear cases in the first instance and to facilitate the unofficial handling of cases. It is generally agreed that women referees are particularly useful in the court's work with girls. Most girls come to the court for sex delinquency. A woman referee, in cases like these, relieves the judge of embarrassing investigation and virtually determines the appropriate action.

The appointment of women referees has been highly commended by Mary E. McChristie, former referee of the Cincinnati Domestic Relations Court, in the following words:

"Many farsighted juvenile-court judges appoint women referees to hear all delinquent girls' cases. This is a great advance from the time when girls' cases were assigned indiscriminately to either men or women officers; when the girl delinquents were compelled to confess to immorality before a careless mixed crowd where they were as conspicuous as Hester wearing a scarlet letter. No matter how detached and professional a male judge may be in his contacts, this girl sex delinquent is keenly conscious of his masculinity and the intimate nature of the questions he is forced to ask. The natural confidence inspired by a woman judge talking to one of her own sex, the intimate understanding one woman has of another's temptations and weaknesses, the chance to give the girl her first clean lesson in sex education -- all these, and many other unexpressed reasons, make this hearing more informative and humane. Essentially and distinctly this is a woman's work." 20

Probation Officers

Probation officers may be roughly classified as regular, irregular, and volunteer. Regular officers are those who are definitely attached to and paid through the court, giving either their full time to their work, or, at least a major part of it in connection with other social work requiring somewhat similar qualifications and approach. Irregular officers include police probation officers, persons authorized by the court, or officially recognized agents of public or private organizations, who are not definitely attached to the court and who give only part-time service and who may or may not be paid from public sources. Volunteer probation officers are individuals or agents of organizations who serve without compensation or who are paid from private subscriptions. It is generally agreed that effective probation service means regularly paid service.21

The duties and powers of the probation departments are generally specified in the Juvenile Court Code of Ohio. The chief probation officer, under the direction of the judge has charge of the work of the probation department. The probation officers have the following duties: make investigations; keep records of investigations; furnish probationer statement of conditions of probation; keep informed concerning probationers; improve probationers' conduct and condition; keep full records of work done; keep accounts of money collected from persons under their supervision; and transmit sum-

21 See Lou, Herbert H., op. cit., p. 78.
mary of information when child is committed. Probation officers
have the power to serve warrants anywhere in Ohio, arrest
without warrant in cases of violations of laws relating to
children when they have reasonable information or upon view
of a violation; detain accused while obtaining warrant; and
to call the police or sheriff department for help. The re-
ports and records of probation departments must be considered
as confidential information and, therefore, must not be made
public.22

It is considered wise to have both men and women in the
probation departments. A woman probation officer is especi-
ally qualified to look after girls, to supervise neglected
children, and to hear the reports of preadolescent delinquent
boys and to make visits to their homes. On the other hand,
boys over fourteen are usually better handled by men.

In counties where there is a colored population, it is
better to have some colored personnel on the probation de-
partments. Experience in the courts has proved that colored
probation officers can usually deal more successfully with
colored delinquents than white probation officers.

Very often throughout the state cases are disposed of
too quickly because there are not enough probation officers
to gather adequate information. Ordinarily, under such
conditions, the parents are notified, and when they arrive
the child is brought from the detention home or jail to be
questioned. At many of these hearings little is known beyond
the facts stated by the complainant, the child, and the child's

22 See Sec. 1639-19 and Sec. 1639-30, G. C., 117 O.L.S. 268,
effective Aug. 19, 1937.
parents. Under such conditions, often hasty, incorrect conclusions will result which may have very harmful results on the future of the child being considered.

The salaries given probation officers in Ohio are ordinarily very low. As a result many people who would be capable in this type of work steer away from it because it would demand too meager a living. Very few probation officers receive more than $2000.00 per year, while most of them receive less than that amount.

The most serious obstacle to efficient probation work in the juvenile courts in Ohio, however, is influence of partisan politics in the administration of the probation departments. In many cases members of this department are appointed by reason of political service or affiliations. A survey made of the juvenile court and probation department in Lucas County, Ohio, in 1932 well illustrates this point.

The report of the Toledo survey states:

"All the members of the probation department took part in the campaign for the reelection of Judge Austin in 1930. Under the leadership of Mr. Jones and Mr. Szumigala, they contributed $50.00 each, some of them more, for a campaign fund which they stated amounted to about $2,500.00, and they also spent considerable time campaigning for Judge Austin, distributing literature, making addresses, and soliciting votes. Some of the officers claimed that none of this work was done during office hours, but reliable observers stated that they witnessed such campaigning during office hours, and some of the officers admitted it. The chief probation officer justified their political activities on the ground that they would all have been discharged if someone else had been elected judge."

The corruption of political appointments in the probation staffs in many of the juvenile courts in Ohio today is greatly hindering efficiency that might be achieved if appointments were made on the basis of merit.

In 1936 Toledo began to correct its politically corrupt system. A group of influential people in Lucas County persuaded Paul W. Alexander to run for judge as a non-partisan candidate in the interest of cleaning up the political corruption and inefficiency of their juvenile court. Alexander was elected and proceeded to clean house. Civil Service examinations were given to interested qualified persons in an effort to fill the juvenile court staff with a capable group of workers.

In 1943 the National Probation Association created a committee to consult probation and parole leaders throughout the country and prepare a new statement of the basic functions of probation and parole and qualifications that should be required for officers. L. Wallace Hoffman, Chief Probation Officer of the Juvenile Domestic Relations Court of Lucas County, Ohio was chairman of this committee. The committee finished its survey and published its report in April, 1945. Since the selection standards for probation and parole officers in Ohio are very bad on the whole, I am mentioning the standards established by the National Probation Association Committee. There is no doubt that the work with juvenile delinquents would be improved very greatly in Ohio if these standards were established in this state. Since probation and parole are two related branches of a profession, the
following standards, as set forward, are applicable to both types of offices.

1. Function
   a. The probation or parole officer should make social investigations and submit written reports. He should so evaluate, interpret, and present the data obtained that the court, institution, or parole authority may use the report as a guide to disposition.
   The officer is more than an investigator, he is an advisor and consultant to the court or parole authority. The investigation report also serves as a guide to the officer when the individual is under supervision as a probationer or parolee. While later contacts may change first impressions and result in modification of the tentative plan of treatment, a good investigation report is a sound first step toward rehabilitation.
   b. Through supervision, the officer should help the probationer or parolee to change his attitude and conduct, and to assume responsibility for himself in a manner acceptable to the community. The officer should keep informed regarding the conduct and environment of his charge by frequent personal contacts and home visits. He should require him to obey the law and the rules of release, and should return the violator to the court or parole authority for disposition.
   In the supervision process the officer should use many public and private social agencies and other community resources, such as agencies dealing with employment, recreation and health, schools and churches. At the same time, he should realize that these agencies share his responsibility. The worker should have a thorough grasp of the functions of these agencies and should discriminate in using their services.
   c. The officer should be an interpreter of his work to the community. He should participate actively in welfare programs related to this work. It is important that probation and parole departments be able to interpret their work through reports, press releases, speeches before a variety of organizations, the radio, and other media. The officer has a special duty to interpret his work to the public officials and others with whom he works.

2. Specialized Knowledge
   a. The officer should have a working knowledge of the principles and practices of social case work. For instance, he should have an understanding
of individual motivations, of the relationships
of physical, mental, and emotional health to con-
duct, and of family problems and relationships;
a knowledge of community problems and resources,
including employment agencies, group work and other
social and community cooperating agencies. He
should have the ability to keep clear and adequate
records and to prepare concise reports.

b. As an administrative agent of the court
or parole authority, the officer should be famili-
ar with the specific laws within which he operates,
and the powers and limitations of his position.
This includes a working knowledge of the criminal
code of his state if he is an adult officer, or
the juvenile code if he is a juvenile officer.

Without this knowledge the officer is subject
to technical errors which may have a damaging effect
on the individual under supervision who should be
fully informed as to his legal rights; as to what
the law demands in the way of limitations of his
activities while on probation or parole; and as to
what constitutes a violation. Knowledge of the
powers and limitations of his position protects
the officer from omitting duties that are required
of him and from assuming more authority than is
permitted by law, as for instance, in exercising
his power to arrest. He should also be thoroughly
familiar with all the forms and procedures of the
court or paroling authority.

c. The officer should be familiar with the
operation of related law enforcement agencies in
his jurisdiction. He should have a good working
knowledge of the various departments of government
which prepare cases for and cooperate with the
court or paroling authority, such as the police,
the prosecutor, the sheriff, all courts, and the
penal or correctional institutions.

3. Minimum Qualifications for Entering Probation
and Parole Work

a. Education -- A Bachelor's degree from a
college or university of recognized standing, or
its educational equivalent, with courses in the
social sciences.

The best training for probation and parole
work is in a graduate school of social work.
However, the educational requirement above is
probably as much as can be required as a minimum
in many parts of the country today.

It is preferable that the applicant have a
balanced program in the social sciences including
the following subjects: sociology, psychology,
anthropology, economics, and political science.
A minimum of thirty-two semester credit hours dis-
tributed among these subjects is recommended.
4. Experience

One year of paid full time experience under competent supervision in an approved social agency or related field. One year in an accredited school of social work with field work practice may be substituted. If the probation or parole department is equipped to provide in-service training under adequate supervision, the requirement for previous experience may be waived. By a related field is meant such professional work as teaching; personnel work in industry wherein the applicant did actual adjustment work with individuals, not merely employment service; or case work in an institution or correctional agency. When an in-service training program is provided by the department in lieu of preliminary experience, it should be an organized program of training, sustained over a period of at least one year.

a. Personal Qualifications — A probation or parole officer should be a person of good character and balanced personality. The following personal traits are essential: good health, physical endurance, intellectual maturity, emotional stability, integrity, tact, dependability, adaptability, resourcefulness, sincerity, humor, ability to work with others, tolerance, patience, objectivity, capacity to win confidence, respect for human personality, and genuine affection for people.

5. Method of Selection

Probation and parole officers should be appointed from eligible lists resulting from competitive merit examinations. The examinations should comprise both written and oral tests in which technical knowledge and personality qualifications are appraised. Examinations should be open to all who meet the minimum qualifications set up, regardless of residence. Such examinations are essential whether appointments are made by a local judge or a state board, in order to establish standards and avoid political and personal influence in appointments.

Reasonable tenure and an adequate retirement or pension system should also be provided for all officers.

6. Salary Recommendations

Officers meeting the qualifications should be paid a beginning salary of from $2600 to $3000 per year, with payment of necessary expenses. Student officers, or officers appointed without case work experience for training within the department, would receive smaller salaries. Higher salaries, depending on the size of staff and degree of responsibility, should be provided
for administrators and supervisors. Promotion based on examinations or efficiency ratings should be provided for administrators and supervisors. Periodical salary increases, preferably annually, are recommended.24

Staff of Detention Home

In Ohio the courts may have established a detention home which should be within a convenient distance of the court. Twenty-five counties in Ohio now have such homes. These homes are managed by the court. Its average staff usually includes a business administrator or superintendent, a matron, and one or more attendants. The superintendent is responsible for the general administration of the home, the reception of children, and the keeping of records. The supervision of the children is usually done by attendants. The size of the staff varies according to the average daily population in the home.

In fully equipped detention homes there may be teachers, clerical personnel, supervisors of recreation, physicians, a psychologist, a psychiatrist, and a church worker. Most frequently the teachers are provided by the education department. The Lucas County Juvenile Court has a Protestant minister on its staff. Many counties have represented on their staffs a church worker, provided by churches of all denominations, who does liaison work between the churches and the court. All court personnel in Ohio are appointed by the juvenile court judge.

Some courts also have advisory boards to advise and cooperate with the court. These members are appointed by the judge and are non-partisan. Lucas and Montgomery counties have such a board. Their services are usually given freely.
CHAPTER III

OPERATION OF THE JUVENILE COURTS

Process Before Hearing

The jurisdiction of the juvenile court begins in Ohio as soon as the complaint is filed, or when the child is taken into custody or placed in charge of an officer of the court. Any person who has knowledge of a child who appears to be delinquent may file a complaint in the juvenile court of the county where the child resides or where the delinquent act occurred.25

After a complaint has been filed and further investigation has been made, the court may issue a citation which recites briefly the substance of the complaint and requires the parents or guardian to appear personally and bring the child before the court at a stated time. Any person whose presence is considered necessary and not cited, may be subpoenaed to appear and testify at the hearing. When it appears that the child is in such conditions or surroundings that his welfare requires that his custody be immediately assumed by the court, the judge may place an endorsement upon the citation ordering the officer who serves the citation to take the child into custody at once.26

One important principle which is often violated is

that when a child is taken into custody he should be protected from public observation and from conditions that tend to mark him as an offender. Transportation in a police van or patrol wagon, escort by a police officer in uniform, or any physical restraints are considered objectionable and should be avoided as much as possible. Transportation of girls to a place of detention or elsewhere should be done when possible by women officers.

Once a complaint is filed in the juvenile court, the study of the case should begin immediately. "The minimum essentials of adequate study of a case of delinquency are: Study of the child himself, including a physical and a mental examination and study of his behavior, developmental history, school career, and religious background; study of his environment, including his family and home conditions; an estimate of the essential casual factors responsible for his behavior; and in the light of this estimate, recommendation for treatment."

Psychiatric and psychological study of the child should be made at least in all cases in which the social investigation raises a question of special need for study and should be made before decision concerning treatment, but only by a clinic or examiner properly qualified for such work. The chief difficulty in regard to this in Ohio is that there are not sufficient psychiatric and psychological workers available to the courts to administer this work.

---

properly. The counties of Cuyahoga, Hamilton, and Lucas, are the only counties in Ohio in which the courts have psychiatrists on their staffs. The other counties must depend on getting the services of private psychiatrists or upon the services of the Bureau of Juvenile Research.

The physical examination should be thorough, and all the community facilities for diagnosis and treatment should be utilized. Physical examination of girls should be by women whenever possible. The court may provide for emergency medical and surgical treatment for any child against whom a complaint is filed, if such treatment is necessary. The court may order the parents or guardian, if found able to do so, to reimburse the court for the expense involved. 28

Following is a copy of the report form suggested by the Ohio Juvenile Code for probation officers to fill out while studying each case and then to present to the judge before the scheduled hearing:

PROBATION OFFICER'S REPORT

In the Matter of ) Case No. _____ Doc. _____ Page _____
                     Report No. _____

Age _______ years on ____________ 193__

To the Honorable Judge of the Juvenile Court:

The undersigned begs leave to report the results of an investigation of above named child, as follows:

1. Name and address of parents or legal guardian_______
2. Are parents, or either of them dead? _____________
   If so, give names and date of death
3. If either parent is dead, has the survivor remarried? __
   If so, how does the step-parent treat the child?

4. What is the parents' reputation in the community?
5. With whom is the child residing?
   Address:
6. What is the general condition of the home?
7. Does the child receive proper food and clothing?
   If not, explain
8. How many other children in this child's home?
9. Is the child attending school regularly?
10. Name of school
11. Name and address of teacher
12. What grade in school is child in?
13. Has said child ever failed of promotion?
14. If so, how many times
   Give the cause in each instance
15. What does the teacher report as to present progress?
16. What does the teacher report as to the child's behavior in school?
17. Is the child an habitual truant?
18. In what branch, if any, does the child excel?
19. Does the child attend Sunday School or Church?
20. If so, what church and how regular in attendance?
21. Has the child any physical deformity?
22. If so, what?
23. Is the child afflicted with any disease?
24. If so, what? (Get information from attending physician)
25. Has the child had any disease resulting in a physical or mental defect?
26. Is there any insanity, epilepsy or feeble-mindedness in the child's family?
27. If so, what?
28. Does the child wander on the streets at night?
   If so, detail
29. What time does the child retire at night?
30. Is the child employed?
31. If so, explain fully
32. Does the child use tobacco or intoxicants?
   If so, to what extent?
33. Does the child use vulgar or profane language?
34. Does the child frequent billiard parlors and bowling alleys?
35. Does the child attend public dances?
36. Who are the child's closest associates?
37. What is their reputation?
38. What is your recommendation?
39. Give names and addresses of persons interviewed

Respectfully submitted,

Probation Officer

29 Lamneck, J. H., op. cit., p. 91.
Detention

One of the most pernicious features of the work with delinquents in Ohio and most of the other states is the extent to which the county jail is used for detention while waiting for a hearing. The Ohio Juvenile Code reads as follows on detention:

"No child under eighteen years of age shall be placed in or committed to any prison, jail, or lock-up, nor shall such child be brought into any police station, vehicle or other place where such child can come in contact or communication with any adult convicted of crime or under arrest and charged with crime; provided that a child fourteen years of age or older, whose habits or conduct are deemed such as to constitute a menace to other children, may, with the consent of the judge or chief probation officer, be placed in a jail or other place of detention for adults, but in a room or ward separate from adults."30

When the child is not released to the parent, the court may detain the child temporarily in the following four types of places: (1) It may arrange for boarding of the child in a private home, (2) arrange with an incorporated agency to receive the child, (3) detain it in a detention home, and (4) lastly, the court may fix a reasonable sum which the county must pay a foster home or agency.31

In spite of the law, which I have just quoted, only twenty-five of the eighty-eight Ohio Counties provide detention facilities outside of the county jail. Six counties with detention facilities also use the jail for special cases. Three counties -- Portage, Hocking, and Mercer -- have been using the approved plan for detention in foster


31 See Ibid.
homes. Three counties use apartments in the county infirmaries for the detention of minors. 32

In 1944, sixty-five Ohio juvenile courts reported a total number 20,841 delinquency cases, there being 16,368 boys and 4,473 girls. In about half the cases -- 52 percent of the girls' cases and 51 percent of the boys' cases, the children were not detained over night or longer. In over a third of the cases -- 36 percent of the boys' cases and 43 percent of girls' cases, children were held overnight or longer in detention homes. In 12 percent of the boys' cases and 5 percent of girls' cases, children were detained in jails or police stations. Other places were used for detention in less than 0.5 percent of boys' cases and 1 percent of girls' cases.

The following table indicates the exact numbers in each of the places of detainment:

<table>
<thead>
<tr>
<th>TABLE 1 33</th>
</tr>
</thead>
<tbody>
<tr>
<td>Detention and Place of Care of Delinquency Cases in Ohio, 1944.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Number of delinquency cases</th>
<th>Total</th>
<th>Boys</th>
<th>Girls</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total cases..................</td>
<td>20,841</td>
<td>16,368</td>
<td>4,473</td>
</tr>
<tr>
<td>No detention care overnight..</td>
<td>10,470</td>
<td>8,272</td>
<td>2,198</td>
</tr>
<tr>
<td>Detention care overnight or longer in:</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Boarding home..................</td>
<td>34</td>
<td>26</td>
<td>8</td>
</tr>
<tr>
<td>Detention home..................</td>
<td>7,645</td>
<td>5,766</td>
<td>1,879</td>
</tr>
<tr>
<td>Other institution...............</td>
<td>9</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Jail or police station.........</td>
<td>2,219</td>
<td>1,983</td>
<td>236</td>
</tr>
<tr>
<td>Other place...................</td>
<td>93</td>
<td>41</td>
<td>52</td>
</tr>
<tr>
<td>Place of care not specified....</td>
<td>371</td>
<td>276</td>
<td>95</td>
</tr>
</tbody>
</table>

32 Holy, T. C., Survey of Girls' Industrial School, p. 37.
33 This statistical information was received from the Bureau of Juvenile Research, Columbus, Ohio.
In April, 1946, Shirley Olsen wrote a series of ten articles in the Columbus Citizen, daily newspaper of Columbus, Ohio, in which she described the conditions she found for the detention of juvenile delinquents in eight Ohio counties, called typical by prison and welfare workers. These included Lorain, Columbiana, Wayne, Jefferson, Lake, Ashland, Geauga, and Medina counties. Miss Olsen's findings are as follows:

"Conditions in most Ohio county jails used to detain children defy every juvenile court policy of protecting and helping the child.

Over and over again judges, probation officers and sheriffs told me: Haste by court workers to get children from behind bars frequently means return to home conditions which originally started the delinquency. Jails frighten young children and make them feel like criminals, frequently making them afraid to tell the truth.

Treatment of youngsters like adults emphasizes the importance of their deeds, making some juveniles brag to impress adult prisoners.

Unwillingness of court officials to place children in jail prevents working with youngsters who need help and may make the child think there is no punishment for his delinquency.

Deputies in one jail told me that when young girls are kept in the same room with older women they frequently become friends. Often, they say, the girls will kiss goodbye the prostitutes whose cells they had been sharing.

No court official I talked to believes a separate room in the jail solves any delinquent's problem. They all agree that placing any youngster behind bars is bad for him emotionally.

One county sheriff said 'What they don't know when they're brought in here, they know when they leave. We try to be nice to these kids, but we have too much to do to give them special attention. They don't belong here.'

The Lorain County Jail is typical of many other jails in Ohio. It has three floors. The first two are twenty-four bed cell blocks for adult male prisoners. The third has two small rooms for women, each with two double-deck bunks.

The men are kept on the first floor and the boys brought in are given the run of the second. But when the downstairs cells are full, adults are locked upon the second floor and the boys must also be locked in cells to keep them segregated.
In one of these cells was Tommy. His thin shoulders were hunched against the bars of the cell. He sat on a dirty gray blanket, head resting on his drawn-up knees, and stared listlessly into the semi-darkness.

In the next cell an insane man talked on and on. Further out in the bull pen a noisy card game was going on.

When I stopped at the cell door the youngster looked out and begged, 'Do you know when they're hearing my case, I wish I could get out of here.' "You'll go as soon as we get a court order, sonny," the deputy sheriff said. Then he told me thirteen year old Tommy had run away from home, stolen a car, and smashed it. He'd been in jail five days. He could play solitaire or read a comic book but the only light came from the corridor. Mostly he just sat and listened to the men in the other cells.

The barred doors on the two women's rooms face the corridor. There is no privacy, and the adult women in one room can easily be overheard by the young girls in the next room.

The day I visited the jail a violently insane woman was locked in one room. A sixteen year old girl, a first offender, shared the other room with two prostitutes.

Tommy and this sixteen year old girl were typical of hundreds of boys and girls who yearly are locked up in Ohio's small, dirty, antiquated jails to associate with hardened adult criminals of every type. 34

As has been stated before, in Ohio delinquent children may be detained by order of the court, pending disposition of their cases, in a place known as a detention home. Twenty-five counties out of the eighty-eight have such homes.

The necessary expenses incurred in maintaining the detention home must be paid by the county. 35 In case a detention home is established as an agency of the court, it should be furnished and carried on as far as possible as a family home in charge of a superintendent or matron. The

34 Olsen, Shirley. Subject matter was taken from articles that appeared in Columbus Citizen.
judge may appoint a superintendent, matron, and other necessary employees for the home.

There are a few essential features for detention homes that should be followed. The juvenile court should control the policies and the admission and release of the children even though it does not actually operate the home. Provision should be made within the home for segregation of sexes and types of children, and for adequate isolation facilities and medical care. There should be facilities provided for the study of the child's physical and mental health. There should be specialized school work for the children detained, and recreation facilities should be provided. The daily program of activities should be full and varied. Opportunity should be provided for the exercise of the child's religious duties. Effective supervision should be maintained at all times, but the home should not be used as a disciplinary institution.36

The number of children detained and the length of detention should be kept at a minimum. Detention should be limited to children for whom it is absolutely necessary, such as,

(a) Children whose home conditions make immediate removal necessary.
(b) Children who are beyond the control of their parents or guardians, runaways, and those whose parents cannot be relied upon to produce them in court.
(c) Children who have committed offenses so serious that their release pending the disposition of their cases would endanger public safety.
(d) Children who must be held as witnesses.

(e) Children whose detention is necessary for purposes of observation and study and treatment by qualified experts. 37

The Cuyahoga County detention homes meets the above requirements quite well. The Detention Home consists of three buildings which, with the Court Building, surround and enclose an ample playground. Delinquent children are housed in one building which also contains the administrative offices, the clinic, and the gymnasium. Dependent children are housed on the second and third floors of one building, 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.

The 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,

37 Ibid., pp. 3 and 4.
isolated in single rooms until passed by the physician. Physical examinations are given each child within twenty-four hours after reception.

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 six school rooms where the children are kept abreast of the classroom 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.

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.

There were 2137 boys and 887 girls brought into the Detention Home in 1943; about ten per cent of these, mostly
boys, remained less than twenty-four hours. The greater number were dismissed as soon as they had had a hearing. The duration averaged from about five to seven days. Some few were held for longer periods. Among those held longest were children awaiting admission to crowded institutions, especially those for the feeble-minded. There is usually a waiting list for the Boys' Farm at Hudson and the Blossom Hill School for Girls at Brecksville. There is also usually a great number of out-of-town runaways held in the home pending return to their own communities. There were 108 of these in 1941, 194 in 1942, and 298 in 1943. The 1943 group contained 160 boys and 138 girls. Sometimes these juveniles are held for considerable periods, especially if they come from distant states or small out-of-the-way communities, before arrangements can be completed through parents or local authorities for their return. 38

The Hearing

After completion of the preliminary steps in court procedure -- the making and issuance of the complaint to the child, the issuance of the citation to the parent or guardian, the taking of the child into custody, the study of the case and the child, and the failure or inadvisability of informal adjustment, the case must be formally heard by

38 Information given on the Cuyahoga County Detention Home was taken from the Cuyahoga County Juvenile Court Annual Report for 1935, pp. 21, 22, and 23 and the Annual Report for 1943, pp. 18 and 19. By a questionnaire letter to the Cuyahoga Juvenile Court, the author learned that the conditions and practices described are still in use today.
the juvenile court.

The court may conduct the hearing in an informal manner, and may adjourn the hearing from time to time. In hearing of any case the general public may be excluded and only such persons admitted as have a direct interest in the case. All cases involving children must be heard separately and apart from the trial of cases against adults. The court hears and determines all cases of children without a jury. 39

Judge Oscar A. Hunsicker of the Court of Domestic Relations in Summit County, Ohio, made the following remarks about the court hearing of juvenile delinquents:

"We never file an affidavit against a juvenile delinquent if we can accomplish the result we seek without it. This avoids publicity, which may undo what the court seeks to do. The Ohio laws recognize this in part, for they provide that hearings of juvenile cases must be held in a courtroom separate from that in which adults are tried.

I have a comfortable office, which is my courtroom. There is a fine carpet on the floor, a reading lamp, an easy chair, and I would like it if the county would provide beautiful drapes for the windows.

Back of my desk is a large picture of a Conestoga wagon train, encamped for the night on a Western prairie. This was placed there deliberately so that the child would look at it, rather than at me. Beside the door through which visitors leave my office is a picture of Christ seated in a field of flowers with children around Him. It is entitled 'Suffer the little children to come unto me.'

I speak of this at length because I want to make the point that my chief purpose is to get the confidence of the youths who come before me. I want them to feel at home, in the presence of a friend, rather than in the presence of a cold stern judge who is merely present to impose punishment." 40

40 Excerpt taken from speech given by Judge Oscar A. Hunsicker of the Court of Domestic Relations of Summit County before an audience in Akron in October, 1943.
The following criteria are recommended for the proper hearing of juvenile delinquents:

(a) It should be held as soon as proper notice to the parents or custodian can be given. If at all possible it should be done in forty-eight hours.
(b) There should be no publicity in the case. The hearing should be private, with no one present other than those directly concerned in the case. Witnesses should not be permitted in the court room except when testifying.
(c) One or both parents or the legal guardian of the child should be required to be present.
(d) The hearing should be conducted with as little formality as possible.
(e) The purpose of the juvenile court is to prevent the child's being tried and treated as a criminal; therefore, all means should be taken to prevent the child and his parents from forming the conception that the child is being tried for a crime.
(f) In all cases there should be a written report of the proceeding, not official in the sense that complaints and citations are official but unofficial and private, to be used by the court for the purpose of record and interpretation.
(g) In every case the court should explain to the child and parents the nature of the proceeding and the disposition made of the case.41

Although records may be taken of the proceedings in the hearing, none of the evidence recorded in these records is permissible to be used in later cases against the child. The total purpose of such records is to provide the court with a large amount of information about the child. In case the court should have later contacts with the child, it will have readily available much information to aid it in further study of the case.

Disposition of Cases

The judge of the juvenile court in Ohio has five possi-
ble courses of action for treatment of delinquents in regards to their immediate disposition. (1) He may return the child to its own home on probation. (2) He may impose a fine upon the child not exceeding twenty-five dollars or costs, or both, and if the child is over fourteen years of age, he may order the child to stand committed until the fine and costs are paid. (e) He may commit the child to a child-placing or child-caring agency. (4) He may place the delinquent in a foster home. (5) Lastly, he may commit the child to one of the state financed institutions. These are the boys' Industrial School and Girls' Industrial School, and in the case of boys over the age of sixteen years who have committed a felony, the Ohio State Reformatory may be used.

Dispositions made of boys' and girls' cases by the courts in Ohio for 1944 are given in numbers and percentages in Table 2 (See following page). The most frequent disposition for each sex was "dismissed or adjusted without further action". This classification includes many dispositions in which the court made an investigation and took some action at the time which involved no further handling of the case. The case may have been dismissed because the complaint was not justified, the child or his family may have been warned, restitution may have been arranged, a neighborhood quarrel settled, or other such adjustment. This disposition is made of many complaints of a minor nature, and the larger percentage of boys' cases in this group is accounted for partly by the community tendency to refer boys to courts for less serious
<table>
<thead>
<tr>
<th>Disposition</th>
<th>No. of delinquency cases</th>
<th>Approx. Percent</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
<td>Boys</td>
<td>Girls</td>
</tr>
<tr>
<td>Total cases</td>
<td>20,841</td>
<td>16,368</td>
<td>4,473</td>
</tr>
<tr>
<td>Probation officer to supervise</td>
<td>4,975</td>
<td>3,849</td>
<td>1,126</td>
</tr>
<tr>
<td>Dismissed, adjusted or held open without further action</td>
<td>9,669</td>
<td>7,951</td>
<td>1,718</td>
</tr>
<tr>
<td>Committed or referred to:</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>State institution for delinquent children</td>
<td>1,296</td>
<td>952</td>
<td>344</td>
</tr>
<tr>
<td>Other institution for delinquent children</td>
<td>304</td>
<td>187</td>
<td>117</td>
</tr>
<tr>
<td>Penal institution</td>
<td>97</td>
<td>96</td>
<td>1</td>
</tr>
<tr>
<td>Other institution</td>
<td>107</td>
<td>62</td>
<td>45</td>
</tr>
<tr>
<td>Public department</td>
<td>206</td>
<td>127</td>
<td>79</td>
</tr>
<tr>
<td>Other agency</td>
<td>663</td>
<td>298</td>
<td>365</td>
</tr>
<tr>
<td>Individual (other than parent)</td>
<td>352</td>
<td>279</td>
<td>73</td>
</tr>
<tr>
<td>Referred to other court</td>
<td>545</td>
<td>418</td>
<td>127</td>
</tr>
<tr>
<td>Fine or costs</td>
<td>895</td>
<td>858</td>
<td>37</td>
</tr>
<tr>
<td>Runaway returned</td>
<td>882</td>
<td>563</td>
<td>319</td>
</tr>
<tr>
<td>Other disposition</td>
<td>659</td>
<td>567</td>
<td>92</td>
</tr>
<tr>
<td>Disposition not specified</td>
<td>191</td>
<td>161</td>
<td>30</td>
</tr>
</tbody>
</table>
difficulties more readily than girls. The second most frequent disposition was supervision directly by the probation officer of the child in his own home, relative's home or foster home. The proportions of boys' and girls' cases for this disposition were equal—one-fourth of all cases. Referrals or commitments to institutions were somewhat more common in girls' than in boys' cases, and referrals or commitments of girls to public departments, other agencies and individuals were three times as frequent as in boys' cases. The return of runaways to their homes in a larger proportion of girls' cases reflects the greater frequency with which girls were referred to the court for running away, and fine or cost occurred almost exclusively in boys' cases since it is a frequent disposition of complaints for traffic violation which is almost exclusively a boys' offense. Referrals to other courts were made in equally small percentages of boys' and girls' cases.

In the five years from 1940-1944 the types of dispositions in the main kept the same order of frequency, but the differences between percentages for some dispositions became more pronounced. The percentage of cases dismissed or adjusted without further action, always the most frequent disposition, rose regularly from 38 percent of all cases in 1940 to 46 percent in 1944. The percentage of cases kept on probation by the courts declined irregularly from 30 percent in 1940 to 24 percent in 1944. Commitments to institutions rose from 6 percent in 1940 and 1941, to 7 percent in 1942, to 9 percent in 1943 and 1944. At the
same time referrals to other departments and agencies varied from 8 percent in 1940 to 9 percent in 1941 and 1942, to 6 percent in 1943 and 1944. Fine or costs became a more frequent disposition increasing steadily from 1 percent in 1940 and 1941 to 4 percent in 1944. 42

Care of the child in his own home under the supervision of well trained and competent probation officers is considered to be the most desirable disposition in the great majority of the cases. Under such conditions it is necessary for the court to have sufficient men and women probation officers who are skilled enough and who have enough time and ability to help the child readjust to better ways. Such probation care offers many possibilities for the education and guidance of parents, as well as for treatment of the child. "A child's first right is to his home, and education in the family is a better preparation for life in the community than training in an institution." 43

"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

42 Bureau of Juvenile Research, Columbus, Ohio, Annual Report for 1944, pp. 29, 30, and 32.
but it appears that nine out of ten can be successfully treated by probation. 44

Juvenile authorities consider it a very bad policy to impose fines in children's cases. Restitution or reparation should be required only in cases where they seem to have disciplinary value or to instill respect for property rights.

When the child's home environment is unfit, the judge may assign it to a privately supported convent school or other training school if there is one in the vicinity willing to accept the child. Under such conditions the county will have to pay for the board and lodging, unless the school is a charitable one which donates its services to that type of work, or unless the parents are able to pay for it. Children placed under the care of private agencies should remain under the jurisdiction of the court, and there should be close cooperation between the court and the agency or institution.

Although the best place for a child is with his own family, nevertheless, some parents, either because of their own physical, mental or emotional incapacities, or because of circumstances beyond their control, fail in the important task of loving and protecting the child. Most delinquents come from such situations.

The community should provide social resources to help parents maintain a normal family life for themselves and their children whenever possible. Sometimes, however,

44 Guyahoga County Juvenile Court Annual Report for 1935, p. 21.
it is to the child's best interest to remove him from his home and to place him elsewhere. This may be in an institution or in a family home where the foster parents can give him the care and affection, and the discipline and training, he failed to get from his own family. Whether to remove a child from his home, is a very difficult decision to make. If the decision is to remove the child, then another provoking question must be decided upon, and that is whether to place the child in an institution or a foster home. The decision of where to place the child should be made only after thorough study of the child, including a social investigation and physical and mental examination. Also before placing a child in a foster home, the strength of his family ties must be carefully evaluated.

If a child has come from a family and home life which have failed to give him strength to withstand destructive community influences, and whose family relationships have been so traumatic that it cannot develop emotional ties to anyone, then perhaps foster home care is the wise disposition.

It is not an easy matter to select a foster home that will benefit a particular delinquent child. It takes a thorough understanding of children, training, and skill. It should be done only by well-qualified social workers. The foster home should be selected with a view to the special needs of the child and the ability of the foster parents to give him the time, unselfish effort, attention, and dis-
cipline that he needs for proper adjustment and development.

Selecting a suitable home is only one part of the difficult task of the social worker who does child placing. She must next prepare the child to accept the placement willingly. She must also help his parents to accept the placement, and she must help the foster parents to accept the child into their affections and to deal wisely with him even though his behavior may err occasionally. The social worker must make frequent visits to the foster home throughout the child's stay in order to guide and encourage the foster parents in helping to overcome the child's difficulties and also to help the child in making his necessary adjustments.

Placing a child in a foster home is usually at county expense, but the court can make the parents stand the expense if they are financially able to take care of it. In normal times foster home placement usually costs about five dollars weekly. Since there is often a lack of funds set aside by the commissioners for this purpose, the foster home placement program is greatly stymied. Also another vicious predicament is the fact that often there is a lack of funds provided for hiring an experienced home-finder to find new foster homes, including free homes and wage homes. By free homes are meant those foster homes which provide free board and lodging for the child in return for the work he does for the foster parents. Free homes can often be found in farming areas.

When children have become deeply embroiled in the demoralizing temptations of an urbanized community, many
courts in the state deem it feasible to provide rural foster home care for them. The Franklin County Court has made particularly great use of placement in rural foster homes during the past few years. This court has found that hundreds of delinquents who have been removed from domestic feuds and the strain of crowded city life grow quiet and composed under the wise guidance of a patient farm family.

Finally, a child may be placed in an institution for the care of delinquent children. Institutions for juvenile delinquents in Ohio are maintained under both public and private auspices. The state maintains an Industrial School for boys and an Industrial School for girls. Cuyahoga County and Hamilton County maintain training schools for a great number of their own delinquent boys and girls. In Columbus, there is a Catholic home called the Convent of the Good Shepherd and also the Big Sisters' Home which take many delinquent girls from the Franklin County Court. These latter two homes are examples of private institutions that are being used in the state. There are other private institutions in other cities of the state.

"The original purpose of institutional care of delinquents was to protect society by confining those who endangered its security. Now, however, it is gradually being recognized that the fundamental purpose of such care is to adjust those children who, for one reason or another, cannot obtain through any other agency the needed opportunity for development during the formative period of youth. The newer purpose of the institution is to deal with the child on the
basis of careful, scientific, and understanding training and education, and prepare him to return to the community as soon as there is assurance that he can fit into community life again. 45

A delinquent child is usually sent to a training school as a last resort after other methods have failed to improve his behavior, or because no other treatment resources are available in the community. However, the group life in the training school does have some merits. The group life of an institution affords a controlled environment in which protection can be provided and in which the impersonal atmosphere does not require the emotional ties that the delinquent finds impossible to form. Then, too, there are those delinquent children who are so aggressive and who have developed such anti-social habits that they need a place which stresses supervision and in which further opportunities for delinquency do not exist. The daily routine of the group with well-balanced alternations of sleep, daily tasks, study, and play lays the foundation of well ordered personalities. Such routines are conducive to sound habit-forming practices that have basic values in the lives of the child as a member of a family or as a member of a group.

When a county court commits a child to one of the two state financed Industrial Schools, it is free from the financial burden of supporting the child and, at the same time, it does not have to worry about the child causing any more

trouble in that county. It can be easily understood, therefore, that this disposition can be greatly abused to the harmful detriment of many children concerned. It is a known fact that many boys and girls are placed in the two Industrial Schools just because many juvenile courts are unwilling to assume their full obligation and responsibility. With such state schools available, it is very easy to "pass the buck". This is really a sad plight because, as a result, many boys and girls go into these schools who come out with worse behavior traits than they had on their entry into the school. I do not mean by this latter statement that these two state schools do more harm than good to those who are placed in them. Rather, I mean that there are some boys and girls who have committed acts of such small significance, or who have come from such intolerable home conditions, that they would most likely become much better citizens in our society if they were treated by one of the other means that have been mentioned, rather than being placed in one of these state schools where they are thrown in contact with many boys and girls who really possess very bad character traits.

Since the discretion for the disposition of each juvenile delinquent case rests with the various county juvenile courts, there is no assurance that girls and boys will be selected for enrollment in the schools in accordance with sound, uniform principles throughout the state. Local conditions and resources vary from county to county, and the attitudes of various juvenile court judges differ widely in regard to the use of the schools as a resource in treatment.
Boys and girls should be sent to the Industrial Schools only when it appears, after diagnosis based upon careful study, that of all the treatment resources which are available, these Schools are the only ones likely to succeed in achieving their readjustment to society. The State Bureau of Juvenile Research, however, is the only specialized agency to which the courts in many counties may turn for assistance, and its services, as now organized, are inadequate to meet the need. The Bureau is now also operating field clinics, but these are not sufficient in number, as yet, to provide the necessary services required for doing an adequate job of diagnosing.

Records and Reporting

There is a great necessity for good records in social work. It has often been said that the quality of work being done by a social agency can be judged by the records it keeps. To be useful, records must be conveniently accessible. Each court should have one central filing and indexing system. The first step to be taken in the investigation of any new complaint should be to learn whether or not there is already in existence a record of the person complained about or of any member of his family, so that the information obtained or action already taken may be considered.

Every juvenile court is supposed to have a record system which provides for the filing of necessary legal records and social records. The social records should cover the investigation of the case, the study of the child,
and the work done by the officers of the court and the
probation staff. These social records should be confidential
records of the court. The records must include all the facts
necessary to make a constructive plan of treatment. There
should be a chronological history of the supervisory work
showing the constructive case work planned, attempted, and
accomplished.

The courts should compile annually statistical informa-
tion which will show the problems dealt with and the results.
The juvenile courts in Ohio carry on a statistical recording
of cases through the Juvenile Court Reporting Program. The
service is sponsored by the Ohio Association of Juvenile
Court Judges and the Ohio Probation Association and is ad-
ministered by the Bureau of Juvenile Research. Sixty-five
courts out of the eighty-eight in the State which serve
counties representing eighty-five percent of the total
State's population have been reporting for the past few years
on a voluntary basis. Cases are reported monthly by the
courts and a monthly bulletin is printed which gives current
information about the volume of cases dealt with by the
courts, with more complete and elaborate tabulations of data
reserved for the annual report. Annual summaries of the
data is sent to the United States Children's Bureau for in-
clusion in the nation-wide juvenile court statistics.

The keeping of records and the reporting of the same
is much better than it was ten years ago but there is still
considerable opportunity for improvement. The statistics
are not completely reliable as yet for a number of reasons.
In the first place, the number of delinquency cases disposed of by the courts does not constitute a complete measure of the extent of juvenile delinquency. Many children whose conduct is contrary to the law never come into the court. They may not be apprehended, or they may be dealt with by the police, social agencies, or school authorities. Secondly, as I have stated before, not all of the counties are reporting their juvenile delinquents. In the third place, the number of delinquency cases reported by the court is affected to a considerable extent by variations in the policies of courts in handling cases officially. Many courts handle certain cases unofficially. Unofficial cases are those in which legal papers are not prepared but the cases are adjusted by the judge, referee, probation officer, or other officer of the court.

"In order that it may be possible to compile information covering a period of years and to compare the work of one court with that of others, it is essential that uniform terminology and methods of statistical tabulation and presentation of fundamental items be agreed upon. By this means only can significant social data concerning the prevention and treatment of juvenile delinquency and neglect be obtained." 46

---

CHAPTER IV

NATURE AND EXTENT OF JUVENILE DELINQUENCY IN OHIO

The information in this section is an attempt to describe the volume and kinds of juvenile delinquency cases in Ohio and some of the social characteristics of the children involved. In the field of delinquency, the juvenile courts are unique in being the only local courts in the State which have a generally accepted systematic way of measuring their work. The unit of count throughout this section is the juvenile court case, which is defined as one child appearing in court on one complaint at a time. The number of individual children involved therefore is less than the number of cases, since the same child appearing in several cases during the years is counted as several cases. The statistical information mentioned in this section was furnished by sixty-five counties representing eighty-five percent of the State's population. Frequent references are made to larger and smaller counties; by larger counties are meant those with more than 100,000 population while smaller counties refer to those with less than that number of people.

Volume of Cases

There were 20,841 delinquency cases in 1944. Of these 16,368 were boys and 4,473 were girls, making a ratio of about four boys' cases to one girl's case. Over a period of

47 All of the statistical information in this section was provided by the Bureau of Juvenile Research in Columbus, Ohio.
six years from 1940 through 1945 the following comparative data can be given. Boys' cases declined slightly in 1941 and more in 1942; during 1943 there was a sharp rise to 28 percent more cases than in 1940, and in 1944 there was a small decrease to 20 percent more cases than in 1940. Girls' delinquency cases during 1941 and 1942 showed substantial increases. They rose in 1943 to 59 percent more cases, and declined somewhat more sharply in 1944 to 40 percent more cases than the 1940 totals. The number of cases for boys in 1945 was about the same as in 1944 but there was a 15 percent decrease in girls' cases over the number in 1944.

Age

The age distribution of children in different types of cases is given in Table 3. As can be noted by the table, delinquency is predominantly a problem of adolescence.

TABLE 3

Age of Children in Court Cases in Ohio for 1944

<table>
<thead>
<tr>
<th>Age Group</th>
<th>Delinquency Cases</th>
<th>Approx. Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total Cases</td>
<td>Boys</td>
</tr>
<tr>
<td>Under 2 years</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>2 and 3 years</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>4 and 5 years</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>6 and 7 years</td>
<td>100</td>
<td>79</td>
</tr>
<tr>
<td>8 and 9 years</td>
<td>409</td>
<td>350</td>
</tr>
<tr>
<td>10 and 11 years</td>
<td>1,042</td>
<td>911</td>
</tr>
<tr>
<td>12 and 13 years</td>
<td>2,185</td>
<td>1,793</td>
</tr>
<tr>
<td>14 and 15 years</td>
<td>5,399</td>
<td>3,990</td>
</tr>
<tr>
<td>16 and 17 years</td>
<td>8,875</td>
<td>6,949</td>
</tr>
<tr>
<td>18 years and over</td>
<td>2,149</td>
<td>1,745</td>
</tr>
<tr>
<td>Age not specified</td>
<td>682</td>
<td>551</td>
</tr>
</tbody>
</table>
Total delinquency cases during the five year period showed a shift toward a higher age range, with percentages of children 16 years and less consistently larger in 1940 than in 1944, but with children aged 17 years increasing from 18 percent in 1940 to 24 percent in 1944, and children 18 years and over from 9 percent in 1940 to 11 percent in 1944.

Race

The race of children in juvenile court cases is given in Table 4. The non-white group were practically all Negro.

<table>
<thead>
<tr>
<th>Race of Children in Court Cases in Ohio for 1944</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Cases............</td>
</tr>
<tr>
<td>White.....................</td>
</tr>
<tr>
<td>Non-white.................</td>
</tr>
<tr>
<td>Race not specified.......</td>
</tr>
</tbody>
</table>

Of the total delinquency cases, 83 percent were cases of white children and 17 percent were cases of non-white children. In large counties, those with populations over 100,000, these proportions were 79 percent white and 21 percent non-white, and in smaller counties 95 percent white and 5 percent non-white.

Despite the fact that non-white groups—about 5 percent of the State population in 1940, contributed a disproportionately large number of cases to juvenile courts, it is needless to say that the figures cannot be accounted
for on the basis of race alone. The classification of children by race can be misleading because it conceals other more pertinent social characteristics such as economic insecurity, poor and crowded housing, low educational levels, racial prejudice, and so on. Cultural group differences, such as more or less toleration of certain kinds of behavior of children in different groups, have their place in the picture. It may be significant that during 1943 and 1944, years of higher employment levels and more equal opportunities for all groups, delinquency cases increased less rapidly in the non-white population than in white groups. The proportion of non-white delinquency cases decreased from about 20 percent of the total in 1940-1942 to about 17 percent in 1943-1944.

Because of racial discrimination among public child-caring institutions on the county level, the number of Negro girls and boys committed to the two State Industrial Schools is out of proportion to the Negro population in the state. As was mentioned above approximately 5 percent of the population of Ohio is Negro, whereas about 25 percent of the commitments to these schools are usually Negroes. Since this situation is greatly influenced by prejudice, it can be corrected only through the breaking down of that prejudice, not only in the personnel and boards of trustees of these institutions, but also among the public as well.

Whereabouts of Child and Status of Parents

Whereabouts of children and status of their parents at the time children were referred to juvenile courts are shown in percentages in Tables 5 and 6. Most of the terms used
are self-explanatory. In Table 6 the item "Parents living apart for other reason" refers to situations such as prolonged hospitalization of one parent, or separation of the parents without divorce; some but not all cases in which the father was in the armed forces were entered here.

TABLE 5

Whereabouts of Child When Referred to Court in 1944

<table>
<thead>
<tr>
<th>Whereabouts of child when referred to court</th>
<th>Percent of Delinquency Cases</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
</tr>
<tr>
<td>Total cases............................</td>
<td>100</td>
</tr>
<tr>
<td>With both own parents....................</td>
<td>59</td>
</tr>
<tr>
<td>With father only.......................</td>
<td>5</td>
</tr>
<tr>
<td>With mother only.......................</td>
<td>16</td>
</tr>
<tr>
<td>With parent and step-parent............</td>
<td>9</td>
</tr>
<tr>
<td>In other relatives' home...............</td>
<td>5</td>
</tr>
<tr>
<td>In foster home.........................</td>
<td>2</td>
</tr>
<tr>
<td>In institution.........................</td>
<td>1</td>
</tr>
<tr>
<td>In other place.........................</td>
<td>3</td>
</tr>
</tbody>
</table>

TABLE 6

Status of Parents at the Time of Referral of the Child to Court in 1944

<table>
<thead>
<tr>
<th>Status of parents at time of referral of child to court</th>
<th>Percent of Delinquency Cases</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
</tr>
<tr>
<td>Total cases..................................</td>
<td>100</td>
</tr>
<tr>
<td>Parents living together..........................</td>
<td>61</td>
</tr>
<tr>
<td>One parent dead................................</td>
<td>17</td>
</tr>
<tr>
<td>Both parents dead.............................</td>
<td>2</td>
</tr>
<tr>
<td>Parents divorced.............................</td>
<td>11</td>
</tr>
<tr>
<td>Father deserted by mother....................</td>
<td>1</td>
</tr>
<tr>
<td>Mother deserted by father....................</td>
<td>2</td>
</tr>
<tr>
<td>Parents unmarried............................</td>
<td>5</td>
</tr>
<tr>
<td>Parents living apart for other reason.......</td>
<td>1</td>
</tr>
</tbody>
</table>

The tables present marked differences between boys'
and girls' delinquency cases. Differences also occurred between large and small counties. Many more girls in delinquency cases were living with both their own parents and had parents living together in small counties than in large counties. The other items indicating family breakdown, and placement of the child in a broken home situation, or away from his own home prior to his appearance in court had larger percentages for large counties than for small counties. The exception to this was in desertion of one parent by another, which was more frequent in small counties.

Evaluation of this information is limited by the lack of similar data about all children in the economic and cultural groups from which children in the courts chiefly come. The figures generally confirm the popular impression that children in court come from families with an unusually high rate of breakdown and disorganization. In delinquency cases, this seems to be more important among girls than among boys.

**Source of Complaint**

Table 7 indicates who complained to the courts about children in delinquency cases, as well as showing differences there were between boys' and girls' cases in these sources of complaint. As can be noted by the table, the bulk of boys' cases -- 76 of every 100 - came in on police complaints. In girls' cases this proportion was much lower -- 40 of every 100 cases -- but police still were the leading source of complaint in girls' cases. Next in importance in boys'
cases were complaints from schools, individuals, parents and relatives, probation officers, social agencies and other courts, in that order. In girls' cases, parents and relatives started court action in half as many cases as police, followed in order by schools, individuals, probation officers, social agencies and other courts.

**TABLE 7**

Source of Complaint in Delinquency Cases, 1944

<table>
<thead>
<tr>
<th>Source of Complaint</th>
<th>Number of Delinquency Cases</th>
<th>Approx. Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total Cases.....</td>
<td>Boys</td>
</tr>
<tr>
<td>Parents or relatives.........</td>
<td>20,841</td>
<td>16,368</td>
</tr>
<tr>
<td>Probation officer............</td>
<td>1,692</td>
<td>701</td>
</tr>
<tr>
<td>Police........</td>
<td>608</td>
<td>403</td>
</tr>
<tr>
<td>Other Court........---------</td>
<td>13,917</td>
<td>12,166</td>
</tr>
<tr>
<td>School department...........</td>
<td>236</td>
<td>180</td>
</tr>
<tr>
<td>Social agency..............</td>
<td>1,996</td>
<td>1,174</td>
</tr>
<tr>
<td>Individual...................</td>
<td>550</td>
<td>144</td>
</tr>
<tr>
<td>Other source...............</td>
<td>1,458</td>
<td>1,138</td>
</tr>
<tr>
<td>Source not specified.......</td>
<td>518</td>
<td>329</td>
</tr>
</tbody>
</table>

For total delinquency cases, the various sources of complaint remained in the same order of frequency in each of the five years 1940 through 1944: police, school department, parents, individual, probation officer, social agency, and other court. The schools referred slightly fewer of the total cases with a net drop from 10 percent of the total in 1940 to 9 percent in 1944, although this decrease was not a steady one. Probation officers started court action in a slightly smaller proportion of the total cases each year, and there was a regular slight increase in the percentage of cases complained of by social agencies during the five-year period.
Reason for Complaint

The reasons for which complaints were made to courts in boys' and girls' delinquency cases are shown in Table 8. The frequency of various offenses and the differences in this respect between boys' and girls' cases can be followed by the table. Stealing, acts of carelessness or mischief, traffic violations, and burglary, in that order, were the most common reasons for complaint in boys' cases. The leading offenses in girls' cases, in order of frequency, were running away from home, being ungovernable, truancy from school, and sex offenses.

The one reason reported in each case was the one which the complainant thought was the most serious misbehavior of the child, or which the court considered most justified court action. Thus a child who was also habitually truant from school and ungovernable at home, may have been complained of to the court because of auto theft, with this offense reported to the exclusion of the others even though the court would take the whole situation into account in dealing with the child. This operates particularly in cases of girls who appear in court for the given reasons of truancy from school and running away from home, who often are involved also in sex offenses.

In large counties, boys appeared in court almost twice as frequently for automobile stealing as in smaller counties, and slightly more often for burglary and unlawful entry, but one-fourth less frequently for other stealing. For boys appearing in court, truancy from school and being ungovern-
able were less common reasons in large counties than in smaller counties, and running away from home was more frequent. In girls' cases some reasons for complaint differed markedly between large urban counties and smaller semi-rural and rural counties. In large counties 9 percent of the girls' cases were referred to court for stealing as compared to 6 percent in smaller counties, 14 percent for truancy from school as compared to 20 percent in smaller counties, and 11 percent for sex offenses as compared to 18 percent in smaller counties.

**TABLE 8**

<table>
<thead>
<tr>
<th>Reason for complaint</th>
<th>Number of delinquency cases</th>
<th>Approx. Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
<td>Boys</td>
</tr>
<tr>
<td>Total Cases..................</td>
<td>20,841</td>
<td>16,368</td>
</tr>
<tr>
<td>Automobile stealing.........</td>
<td>1,193</td>
<td>1,189</td>
</tr>
<tr>
<td>Burglary or unlawful entry.</td>
<td>1,622</td>
<td>1,606</td>
</tr>
<tr>
<td>Holdup......................</td>
<td>195</td>
<td>186</td>
</tr>
<tr>
<td>Other stealing.............</td>
<td>3,286</td>
<td>2,917</td>
</tr>
<tr>
<td>Truancy from school........</td>
<td>1,789</td>
<td>1,090</td>
</tr>
<tr>
<td>Running away...............</td>
<td>1,928</td>
<td>949</td>
</tr>
<tr>
<td>Being ungovernable........</td>
<td>1,911</td>
<td>950</td>
</tr>
<tr>
<td>Sex offense.................</td>
<td>1,029</td>
<td>476</td>
</tr>
<tr>
<td>Injury to person...........</td>
<td>391</td>
<td>311</td>
</tr>
<tr>
<td>Act of carelessness or mischief</td>
<td>3,242</td>
<td>3,006</td>
</tr>
<tr>
<td>Traffic violation.........</td>
<td>2,649</td>
<td>2,612</td>
</tr>
<tr>
<td>Other reason...............</td>
<td>1,452</td>
<td>942</td>
</tr>
<tr>
<td>Reason not specified........</td>
<td>174</td>
<td>134</td>
</tr>
</tbody>
</table>

During the five-year period ending with 1944, changes occurred in some of the reasons for complaint in total cases. Auto theft, almost exclusively a boy's offense, showed a small but regular increase during the five years, from 4 percent of the total cases in 1940 to 6 percent in 1944.
Burglary or unlawful entry, also involving boys almost entirely, decreased from 11 percent of the total cases in 1940 to 8 percent in 1944. Other stealing, while the most frequent reason for complaint during all five years, dropped in importance each year, from 26 percent of the total cases in 1940 to 16 percent in 1944. Appearances in juvenile courts for traffic violation (including very few girls' cases) increased in frequency markedly, from 6 percent of the total in 1940 to 13 percent in 1944. A small and irregular increase occurred in the proportion of cases referred for being un-governable, and a slight and irregular decrease in the ratio of cases referred for running away.

Previous Court Experience

The numbers of cases and percentages in which the children involved had been dealt with by the court before or had not been seen previously are given in Table 9. In about 4 out of 10 boys' cases the children had been dealt with previously by the courts, and in 3 out of 10 girls' cases the children had previous court experience.

TABLE 9
Previous Court Experience of Children in Delinquency Cases in 1944

<table>
<thead>
<tr>
<th>Previous court experience</th>
<th>Number of delinquency cases</th>
<th>Approx. Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
<td>Boys</td>
</tr>
<tr>
<td>Total cases</td>
<td>20,841</td>
<td>16,368</td>
</tr>
<tr>
<td>Previously dealt with</td>
<td>6,891</td>
<td>5,689</td>
</tr>
<tr>
<td>Not previously dealt with</td>
<td>11,983</td>
<td>9,156</td>
</tr>
<tr>
<td>Court experience not specified.</td>
<td>1,967</td>
<td>1,523</td>
</tr>
</tbody>
</table>
CHAPTER V

THE POLICE AND JUVENILE DELINQUENTS

Attitude of Police Toward Juveniles

In view of the fact that the police are generally the first official persons to have contact with children who have committed delinquent acts, their handling of the cases at the time may have a great effect upon the children's attitudes toward the law. If they treat them with understanding, they may help to eliminate the notion many children have that police are hostile.

On the other hand, if they deal with delinquents as though they were criminals, maybe handcuffing and jailing them, they may serve to confirm not only their antagonistic ideas about police but also their romantic notions of being pitted against society. They, under such conditions, may make the delinquents feel like they are already criminals.

Officers of the Milwaukee Police Department have been instructed, whenever they have occasion to deal with juveniles, to lay aside any personal convictions or opinions they may have with respect to the subject if they differ from the following methods of procedure, which have been found by practical experience to be most useful to the juvenile's welfare. These policies should be followed by all police when dealing with juveniles.

"1. Treat the juvenile with the utmost consideration. Remember that what he thinks of you and your conduct may
influence his future conduct in favor of or opposed to social and legal requirements.

2. Be friendly. Many juveniles feel that the world is against them. Do not let your conduct further the development of an anti-social attitude in the child.

3. Discover the child's problems, if you can. If you know his problems, you may be able to help him.

4. In attempting to determine the child's guilt or innocence with respect to any overt act, your chances are far better if you first gain his confidence and respect.

5. Be firm. Appeal to his intelligence, his reason, and his sense of fairness.

6. Many juveniles are discouraged. They believe they are failures. They haven't had time to be. You wouldn't expect a half-completed airplane to fly. You can't expect an undeveloped child to function as an adult.

7. Remember that a child of today is the man of tomorrow. A boy who hates a police officer because of abusive attitude, will, as a man, have little respect for him.

8. Be positive in your attitude. Rather, show the benefits to be derived from an attitude of conformity with lawful requirements than dwell on the harmful effects of anti-social behavior. 48

While the eight points mentioned above are positive criteria for police to follow in their contacts with juveniles, there are some attitudes which should be avoided by police. First, they should not use vulgarity, profanity, and obscenity toward juveniles. Secondly, at no time should such epithets as thief, liar, burglar, sneak-thief, forger, or similar terms be used toward juveniles, whether in custody or not; nor should such terms be used in reference to juveniles in their presence or in the presence of their parents or relatives, or any other person not a member of

48 Department of Welfare, Illinois, Address given before Thirteenth Annual Conference (1944) on Delinquency Prevention by Joseph Kluchesky, Chief of Police, Police Department, Milwaukee, Wisconsin, pp. 118-119.
the police department. Such epithets toward juveniles are a reflection upon the character and intelligence of the officer using them.

Selection and Training of Police

Throughout too much of Ohio yet today appointment to a police force is the reward for political activity. As a result many get on police departments that have very low qualifications. A large number of them do not have above a grade-school education. The inadequate salaries provided also attract a low calibre of men into the work.

Occasionally in a politically controlled police department a raw recruit gets on who wishes to be honest and to do a good piece of work, but he is seldom given the opportunity. When he discovers that a store is selling liquor to minors in violation of the law, he is told by superior officers to forget about the matter because the party disobeying the law has already paid into the political coffer in return for protection. Then also there are many police who work "hand in glove" with the persons who operate unlawful activities and, thereby, reap for themselves handsome personal returns.

Some cities are making slight progress in improving their police departments by making all selections through the merit system, but the standards are still very low compared with those for many other professions. Also many of these same cities are attempting to improve their personnel professionally by a program which includes the following: provision for continued in-service training in various sub-
jects pertaining to police work; establishment of a fairer system for making promotions; provision for longer paid vacations for for shorter hours of work; and by establishment of good retirement systems.

The training given to all police should cover a broad field. "It should include such subjects as first aid to the injured, English and report writing, police powers and duties, practical civics, department rules and regulations, state laws and municipal ordinance, humane handling of prisoners, field work, elementary rules of evidence, problems of children and how to cope with them, and rules of evidence."49

Most of the large cities in Ohio maintain some policewomen on their staffs. The women are assigned to special work. Some visit the dance halls for the purpose of preventing immorality, some do social work with delinquent girls and women, while others are used as detectives.

Relation of the Police Department and Court

The relation between the court and the police department is important in view of the fact that the majority of children's cases are brought to the court by police officers. This relation brings up the question of where and when the jurisdiction of the court begins. As a general principle, "jurisdiction of the court should begin as soon as a petition (affidavit in Ohio for juveniles) is filed or as soon as a child is taken into custody or placed in charge of an officer of the court. The police should not attempt or

have power to handle unofficially cases of juvenile delinquency after the child has been taken into custody, or to place children on unofficial probation without referring them to the court, or to hold children in a station-house longer than is necessary to get in touch with the court and with his parents. When the child is taken to a place of detention for juveniles, the authority of the police should cease except for giving information as to the cause of the child's arrest and filing a formal petition."\(^{50}\)

Police officers should settle trivial cases with a mere warning or reprimand without recourse to courts. Only in this way will a great number of cases be eliminated without any court record. Since this will require that the police exercise discretion with regard to children whom they take into custody, it behooves the police departments to have personnel who can safely and wisely use this discretion.

Also before the police can dispose of juveniles without bringing them into court, they should be acquainted with all the community resources to which they might refer children.

**Protective and Preventive Work**

The police are probably more familiar than any other organized group with community conditions that might endanger the safety of young people. Through regular patrol and supervision of potentially harmful spots, such as streets,

---

parks, bus stations, dance halls, skating rinks, motion picture houses, hotels, night clubs, restaurants, and taverns, the police can help to check promiscuous activities and to protect young people from demoralizing influences.

A good socialized police force will gain the cooperation of other agencies to help them in safeguarding the interests of children. Public and private children's organizations such as child-welfare boards, county welfare departments, children's aid societies, juvenile protective associations, and societies for the prevention of cruelty to children often make protective work a major function. Valuable cooperation can also often be received by men's and women's clubs and citizens' associations.

Protective work should include the following:

"a. Supervision of commercialized amusements.— The police and other municipal departments, through especially appointed officers, license and inspect certain commercial amusements in many cities. This supervision is generally arranged for by ordinances, which usually set the age limit under which children shall not be admitted to such places. The enforcement of these laws frequently depends upon groups of interested citizens.

b. Control of motion-picture programs.— Some national and local citizens' organizations have developed committees to work with the motion-picture producers in the interest of better programs, as well as in promoting special 'family programs' and shows for children. As more than fifty percent of the theaters are owned by the producers, who control not only production but distribution, local influence is not always possible.

c. Suppression of the distribution or sale of obscene or salacious literature.— Indecent post cards, pictures, and magazines are distributed from a few centers, and their control is difficult. Where such matter is sent through the mails, the United States postal authorities should be notified.
d. Enforcement of laws prohibiting the sale of liquor, drugs, and tobacco to minors, the purchase of junk from minors, and similar laws.

e. Prosecution of adults neglecting children, contributing to the delinquency of children, or committing offenses against children.-- Child witnesses in such cases should be afforded all possible safeguards against unnecessary publicity and suffering. They should never be detained in jail."51

For the past few years more and more emphasis has been placed upon crime prevention as one aspect of police work. Many cities accordingly have, for some years, operated a crime prevention bureau under the auspices of the police department. In police departments having such a bureau, the chief activities thereof have to do with problems of juvenile delinquency. Such a bureau is concerned with pre-delinquent and delinquent children, and with those adults who are responsible for or contribute to the delinquency of children.

The policemen and policewomen assigned to these bureaus should be trained and experienced in social work because they come across many young people who need special attention. It is not the task of police to treat these youngsters, but they should be able to recognize the nature of their problems and know where to send them for help. "They should be responsible not only for special procedures in dealing with children but for the promotion of better understanding of children on the part of all police officers who in discharging their regular duties come in contact with

children.52

The following cities have special juvenile units or bureaus in their police departments: Cleveland, Columbus, Akron, Toledo, and Canton. Following is a discussion of the activities and work carried on by the special units in Canton, Columbus, and Cleveland. In each case it can be noted that their present day emphasis in dealing with juveniles is one of a positive program of prevention of delinquency.

Canton Child Welfare Bureau53

In a letter received from the Domestic Relations Court of Stark County, dated March 20, 1946, the following remarks were made about the Canton Child Welfare Bureau which is the juvenile unit of the police department in Canton, county seat of Stark County:

"Stark County's rate of delinquency during the war period was rather low as compared with other industrial centers. We give credit to the Canton Child Welfare Bureau for this. This bureau is maintained in the police department and now consists of seven members of the department working in shifts to cover the city twenty-four hours a day in the matter of delinquency prevention. This program was built up through the cooperation of the Juvenile Court and the Police Department. The pre-delinquent is ordinarily discovered first on the streets and comes ordinarily to the attention of the police officers of the Child Welfare Bureau. They work with the pre-delinquent child in the first instance trying to keep him off the streets and adjust him, or his home, or his parents, or all of them before the child becomes a delinquent. If they are unable to do this unofficially, they bring the matter to the attention of the probation officers. Each

53 Information was received by letter from the Court of Common Pleas, Division of Domestic Relations, Stark County, Canton, Ohio. Thomas H. Leahy is at the present time judge of that court.
morning the head of this bureau meets with the probation officers of Juvenile Court and a representative of the county sheriff's department at 8:30 to discuss what has happened in the last twenty-four hours and to plan for the next twenty-four. In this meeting is planned, the home, church and school life of the child who comes to the attention of these officers.

This community is justly proud of the work being done by the joint efforts of these participants. 53

Columbus Juvenile and Social Bureau 54

The Columbus Juvenile and Social Bureau started acting as an independent unit within the Columbus Police Department on January 1, 1944. The accomplishment of which representatives in this unit are proudest is the fact that during their short period of operation they have greatly decreased the work of the Franklin County Domestic Relations Court by disposing of a large percent of the trivial cases of delinquency. They are proud of this fact also because it has meant keeping these children from having court records. Their annual reports indicate that the recidivism of those delinquents who committed delinquent trivialities was almost negligible. In 402 cases where juveniles were in the police office for some unlawful act or misbehavior, they had only seven who had to be picked up a second time and three of these were found to be mental cases. In 1944 a total number of 2152 juveniles were sent to the Franklin County Detention Home. In 1945 the number was 1648, representing a decrease of 504. This decrease was believed to have been greatly

54 Information on the Columbus Juvenile and Social Bureau was given to the author by Captain Charles Berry, Chief of this Bureau.
influenced by the closing of many cases of first offenders and minor offenses in the office of the Juvenile Bureau.

The following is a list of the agencies this bureau visited and the number of complaints they received and investigated in 1945. It serves as a statistical indicator of the nature and amount of their work.

<table>
<thead>
<tr>
<th>Description</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Schools Visited</td>
<td>1465</td>
</tr>
<tr>
<td>School Complaints</td>
<td>837</td>
</tr>
<tr>
<td>Patrols Checked</td>
<td>708</td>
</tr>
<tr>
<td>Homes Visited</td>
<td>4950</td>
</tr>
<tr>
<td>Complaints Received and Investigated</td>
<td>4397</td>
</tr>
<tr>
<td>Other Investigations Made</td>
<td>2427</td>
</tr>
<tr>
<td>Business Places Visited</td>
<td>2193</td>
</tr>
<tr>
<td>Theaters Checked</td>
<td>389</td>
</tr>
<tr>
<td>Community Centers and Parks</td>
<td>673</td>
</tr>
<tr>
<td>Liquor Places Checked</td>
<td>1376</td>
</tr>
<tr>
<td>Agency Cooperation</td>
<td>352</td>
</tr>
<tr>
<td>Union Depots and Bus Stations</td>
<td>231</td>
</tr>
<tr>
<td>Lost Persons from City Located</td>
<td>293</td>
</tr>
<tr>
<td>Lost Persons from Out of City Located</td>
<td>172</td>
</tr>
<tr>
<td>Committee Meetings</td>
<td>246</td>
</tr>
<tr>
<td>Welfare Investigations</td>
<td>242</td>
</tr>
<tr>
<td>Parental Conferences</td>
<td>516</td>
</tr>
<tr>
<td>Community Meetings</td>
<td>210</td>
</tr>
<tr>
<td>Referrals</td>
<td>185</td>
</tr>
</tbody>
</table>

In the summer of 1944 the Social and Juvenile Bureau organized the Columbus Junior Police Department. The purpose of this organization is to combat juvenile delinquency by forming a closer association between the members of the Columbus Police Department, citizens of Columbus, and boys of juvenile age; to build character, health, and promote good conduct among these juveniles. Training is given them weekly by members of the Bureau in military drill, first aid, athletics, and laws pertaining to juveniles. The Bureau supervises these boys at occasional picnics which are given for them by the Police Athletic Associations, at one annual Ohio State University football game, at some baseball games.
at the Red Bird Stadium, and at occasional other activities. The Junior Police in 1945 took an active part in the 7th War Loan Drive, Old Clothes Drive, and Red Cross Drive.

In 1945 members of the Bureau gave 75 talks to churches, clubs, and other organizations on "Juvenile Delinquency and Their Activities in This Work" to a total of 7800 people. They also lectured to the F.B.I. Police Schools on juvenile work and race discrimination at schools held in Piqua, Springfield, Lancaster, and Columbus. They gave 16 weekly broadcasts over radio station WCOL on juvenile delinquency and their work in combating it.

The Bureau equipped and installed 90 School Boy Safety Patrols and gave safety talks to approximately 42,000 pupils. They showed moving pictures on Safety and Juvenile Delinquency to 47 groups of adults and juveniles totaling 3000.

The Bureau organized and supervised street skating parties in different sections of the city.

It handled 135 cases of adults who contributed to the delinquency of minors. This represented an increase of 15 over 1944.

Lastly, members of the Bureau had 581 conferences with parents in regards to their children. There were 67 cases of parents who contributed to the neglect of children.

Cleveland Juvenile Bureau

The following information on the Juvenile Unit of the

55 Information on the Cleveland Juvenile Bureau was given to the author by Captain Arthur V. Roth, Superintendent of the Bureau.
Cleveland Police Department indicates briefly its organization and aims and suggests some of the leading activities it carried on in 1945. This Juvenile Bureau was started in 1936. It works with the Welfare Federation which is a unit comprised of all Welfare Agencies in Greater Cleveland.

The personnel of this Unit now consists of:

1 Captain
1 Lieutenant
24 Patrolmen
1 Female Senior Stenographer
1 Female Junior Clerk
1 Male Clerk
250 School Guards

Another functional unit of the organization is the Juvenile Committee which is comprised of leading women of the Public and Catholic P.T.A., Federation of Women's Clubs, members of the Board of Education, secretaries of various organizations such as the Rotary Club, Kiwanis, etc., and other civic-minded citizens. This committee acts in a supervisory capacity, controlling the expenditure of funds contributed to the Juvenile Unit.

Another committee associated with the Juvenile Unit in a cooperative capacity is the Industrial and Railroad Safety Education Committee. The aim and purpose of this Unit is to cooperate with school authorities in the promotion of Safety and Crime Prevention throughout the school systems of the city, to inculcate safety and proper behavior in the minds of the children by lectures, radio programs, plays, moving pictures, etc., and to coordinate its efforts with those of civic and welfare organizations, and through civilian committees by establishing and sponsoring comprehensive and
selective Youth Programs.

The Industrial and Railroad Safety Education Committee, comprised of Railroad and Industrial Police Officials, school authorities, clergymen, civic-spirited citizens and city police officers, was organized for the purpose of discouraging trespassing, larcenies, destruction of property and other juvenile depredations through the medium of education rather than by using punitive methods.

Members of the Juvenile Unit visited Public and Parochial Schools and gave lectures on Safety and Crime Prevention, as well as showing moving pictures and using stereopticon slides as demonstrations. They also participated in radio programs with the school children. A weekly radio program called "Youth Speaks" is sponsored by the Juvenile Bureau over Station W.H.K. This program is designed to give the youth of Cleveland an opportunity to air its views on serious national and local matters.

In each school and playground throughout the city a Safety Council has been organized. The purpose of these Safety Councils is to legislate safety rules for their school or playground and see that they are enforced. The Councils are pupil conducted, although in each school or playground a teacher or playground director is assigned as a consultant.

Paradise Valley Camp is operated and maintained by the Juvenile Unit. Children who attend this camp come from high risk areas of the city where the Juvenile Unit concentrates its activities. They are members of Scout Troops, clubs, ball teams and other groups that are sponsored and
supervised by the Juvenile Unit. The summer camping season of 1945 was extended during a ten week period and was attended by 286 campers. Exclusive of the summer camping season Paradise Valley Camp was in use 57 days for day hikes or overnight hikes with 809 children enjoying the available facilities.

Funds for new installations, equipment and maintenance were obtained from civic-minded organizations and individuals. The Fraternal Order of Police, the Rotary Club and the Federation of Women's Clubs and the Grotto contributed generously.

Scouting under police supervision has been tried by the crime prevention unit in Cleveland and has proved to be successful. Policemen assigned to the Juvenile Unit are the Scoutmasters of 12 troops in the less-chance areas. Approximately 400 boys were registered as Scouts in 1945 in these troops which held 600 meetings with an average attendance of 24 scouts. The Scout Troops of the Juvenile Bureau have participated in a large variety of community projects such as dedications of Honor Rolls; Scrap, War Bond, and Good Will Drives; and the distribution of thousands of pieces of Governmental literature relating to the war effort.

The Safety Department, City Recreation Department, Public Schools and the Boystown Foundation were consolidated in an effort to set up a workable program, directed and supervised by professional school instructors who were experts in their field. Four Boystowns were opened and were directed and supervised by high school teachers. Approximately 1000 boys comprised the citizenship of these four Boystowns.
The Federation of Women's Clubs in cooperation with the Juvenile Bureau sponsored a group of teen-aged girls who were taught the fundamentals of sewing and social science.

The Juvenile Bureau sponsored several teams in the American Legion League in baseball. A basketball league is sponsored annually by the Bureau among the west-side Boy Scout Troops.

The personnel of the Juvenile Unit persuaded hundreds of children who had no church affiliations to choose a Sunday School or Church and attend regularly.

All cases that come to the attention of this Unit were investigated to determine the nature and cause of the delinquency, home conditions, school record, and social agency contacts. From information learned through this investigation, the commanding officer determined whether the case should be turned over to Juvenile Court, or whether it should be handled by the Juvenile Unit, by either warning the offender for minor first offenses, or by assigning one of the officers attached to the Unit to follow-up.

Three officers of the Juvenile Bureau follow-up on cases that are assigned to them after an office conference with the parents and the delinquent. The follow-up officer becomes acquainted with the boy and his parents and receives instruction to check frequently on the boy's conduct at home, school and spare time activity. The parents are asked to cooperate by enforcing the following rules.

1. Regular attendance at Church and school.
2. Must be home at a set hour.
3. Must keep away from undesirable companions.
4. Leisure time must be occupied in some constructive manner.
5. Good conduct.

The follow-up officer was generally successful in having the boy join a Scout Troop, Y.M.C.A., Boystown, or Settlement House, and frequently arranged to obtain part-time employment where the need for it was indicated.

The Juvenile Bureau was instrumental in organizing a committee in 1943, known as the Cleveland Pin Boy Welfare Committee. The purpose was to protect minors employed in bowling alleys. School achievements and attendance records were examined to eliminate boys under 14 years of age and those whose school work or attendance records indicate he should not be permitted to set pins.

The Juvenile Unit was vigilant in following up on all complaints involving liquor sales to minors, making many investigations during the year. A number of arrests were made and warnings issued where an arrest was not indicated.

As an additional cooperation with the Board of Education all truants who were picked up by the officers of this unit were called in for a hearing with their parents. All these boys were lectured on the evils of truancy and in some cases wherein parental neglect existed, the boys were assigned to a follow-up officer. Arrangements were made with the Board of Education authorities to have all juvenile cases wherein school property was involved cleared through this office in order to eliminate filing on first offenders. Constant attention is given moving picture shows and funny houses throughout the city. Officers of the Juvenile Bureau make daily visits,
apprehending truants and such persons as may be present for the purpose of committing immoral acts on juveniles. The officers review pictures, literature and other materials in the funny houses. Any found to be of such nature as would corrupt the minds of a youth are confiscated. Children apprehended in picture shows and funny houses during school hours are taken to their respective schools and turned over to the principal. The parents and children are later called to the Juvenile Bureau to discuss the proper action to be taken in helping the children change their behavior.

Lastly, the Bureau is lending its aid to the newly formed race relations unit in combatting racial conflicts in the schools on the occasion of various athletic events.
CHAPTER VI

THE CLINICAL STUDY OF JUVENILE DELINQUENTS IN OHIO

Origin and Purpose

"The clinical approach to the study of delinquency began in 1909 under William Healy in the laboratory established for the juvenile court in Chicago. Healy showed that a combination of factors is associated with delinquency and the particular combination varies with the individual case. Cyril Burt applied the analytic method to a study of English children in 1925 and reached a similar conclusion."\(^{56}\)

The clinical study of individual cases arose as a result of a shifting of emphasis from the symptoms of delinquency to the causes of it. Lying, stealing, stubbornness, running away, truancy, and destructive acts are the chief objective manifestations of delinquency. Most often these are due to maladjustments of the child's personality. The maladjustments, in turn, usually result either from an abnormal environment, or from a warped personality of the child caused by fear, antagonism, or a sense of inadequacy.

The first step of a clinical approach to understand juvenile delinquency is to diagnose the child's personality. This is a cooperative task for a group of workers which should include a psychologist, a physician, a psychiatrist,

\(^{56}\) Encyclopedia of the Social Sciences, Volume VIII, Juvenile Delinquency, pp. 529-530.
and social workers. It involves prolonged observation of
the child. Evidence of physical and mental health, the
objective features of environment, family background, the
economic and social situation, associations, recreation,
school life, and influences of religion become the foundation
for the interpretation of the emotional and mental life of
the child and for a program of treatment for the individual.

Child guidance and mental clinics have been organized
in many of the cities in Ohio. The child guidance clinic
serves as a diagnostic center and an agency of consultation
for the juvenile court. It does not relieve the court of
responsibility for treatment. Probation officers and social
workers carry out the recommendations of the clinics and
enlist the cooperation of families, schools, and other
community agencies.

BUREAU OF JUVENILE RESEARCH

Ohio made a valuable advance in 1914 in the clinical
study of juvenile delinquents and children with behavior

57 For a more complete discussion of the Bureau of Juvenile
Research, reference should be made to the Quarterly
Bulletin of the Managing Officers Association for
September, 1944. This particular issue was devoted
entirely to a discussion of the Bureau by Persis
W. Simmonds, Chief Psychologist of the Bureau. Also
see the issue of the same bulletin for June, 1945
for a discussion of Supplementary Activities of the
Bureau by C. H. Growdon, Research Director of the
Bureau. This bulletin is published by the Ohio
Department of Public Welfare. The Annual Report of
the Bureau for 1921-1922 contains some historical
information about it. Also see the Twenty-first
Annual Report of the Ohio Department of Public
Welfare for 1942, pp. 561-589, for a review of the
Bureau by C. H. Calhoun, Executive Psychologist
and Superintendent of the Bureau.
difficulties when its legislature established the Bureau of 
Juvenile Research. This Bureau is a part of the State De-
partment of Welfare and is located at 2230 West Broad Street, 
Columbus.

The Bureau is operated as an advisory institution. Its 
function is to make a thorough and complete study of the child 
who has unusual behavior in an attempt to determine the more 
important causes of the child's difficulty. The investigations 
are carried on in all those fields which are important in 
the molding of behavior and personality traits. Through 
the staff of physicians, clinical psychologists, psychiatrists, 
social workers, dentist and teachers, studies are made of the 
child, his parents, and the environment in which he lives. 
As a result of these investigations the Bureau advises the 
committing agency about the results of the study and outlines 
a more or less definite program for the management of the 
child in the future.

The present facilities of the Bureau enable it to have 
in residence about one hundred-twenty children who remain 
for extensive and intensive observation and study. The study 
of the child in residence has become known as a "Cottage Study," 
since the original buildings in which the children lived 
were cottages. The population in the cottages changes con-
stantly because some new children are admitted each week, 
while others who have completed their studies are let out. 
Since the study of each child is individual, the amount of 
time that each child is required to stay at the Bureau 
varies.
In certain instances the child does not remain in residence during the examinations. This applies to children who are brought to the Bureau by appointment for examinations or interviews and returns home the same day. This service is known as a "Clinic Study."

Who May Be Referred to the Bureau

The legislative act establishing the Bureau of Juvenile Research provides for the examination of minors only. Thus the Bureau has for its subjects, the children of the state who manifest delinquent tendencies or present unusual behavior patterns.

A boy or girl who is referred to the Bureau for study usually is a child who is not doing well in one or more kinds of situations in his home community. For example, he may not be behaving at home like his parents want him to. The family physician may not think he is developing normally. His school work may not be as good as his teacher thinks it could be. His behavior in the classroom or on the playground may be objectionable to others. He may have been in sufficient serious behavior in the community that he has been declared a delinquent. Another group of children are referred for study in order to help determine whether an institutional placement is necessary and for suggestions in regard to which institution might best meet the needs of the child. A smaller group of children are referred for study, who are dependent children, for whom it is necessary to find foster homes or adoptive homes. In such instances as the latter
two, it is thought desirable to know as much as possible
about the child prior to his placement.

Who May Refer Children to the Bureau

The director of public welfare may assign children for
examination who are wards or inmates of agencies and insti-
tutions within the Department of Welfare. These agencies
and institutions would include the Industrial Schools,
Reformatories, Institutions for the Feebleminded, Hospitals
for Epileptics, State Hospitals, and the Schools for the
Blind and Deaf.

Any juvenile court of the state may commit a minor tem-
porarily for examination and recommendation, after which
the child is to be returned to the court which will then
dispose of the case as it may deem advisable. The juvenile
court may commit a minor permanently to the Bureau, which
may then dispose of the case itself.

Any child-caring agency of a county or city, any social
agency encountering problems of child conduct, and any parent
or legal guardian of a child may refer the child to the
Bureau for examination and observation. Upon the conclusion
of the examination the referring agency is expected to take
back the child.

For the past few years most of the children referred
for cottage study have been committed by the courts. The
largest number of children referred for clinic study are
ordinarily referred by schools, with public agencies refer-
ring a large number also.
Table 10 indicates by sex and age the number of juveniles given a thorough "cottage study" in 1945, and also lists the chief referring agencies. Eighty-two percent of the boys and 71 percent of the girls were admitted by the courts. The most common ages for boys and girls were 14 and 15. Thirty-four percent of the boys and 40 percent of the girls were in those ages. Twenty-three percent of the boys were aged 12 and 13 while 19 percent were 16 and 17. Twenty-eight percent of the girls were 16 and 17 years of age while 16 percent were 12 and 13.

**TABLE 10**

Admission to Bureau of Juvenile Research (1945)
(By Type of Referring Agency, Sex and Age)

<table>
<thead>
<tr>
<th>Type of referring agency</th>
<th>Total Boys &amp; Girls</th>
<th>Total Under Boys</th>
<th>10</th>
<th>12</th>
<th>14</th>
<th>16</th>
<th>18</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total admission from 102 sources</td>
<td>548</td>
<td>381</td>
<td>31</td>
<td>53</td>
<td>86</td>
<td>133</td>
<td>72</td>
</tr>
<tr>
<td>Juvenile court</td>
<td>436</td>
<td>316</td>
<td>23</td>
<td>41</td>
<td>71</td>
<td>118</td>
<td>58</td>
</tr>
<tr>
<td>State institution or department</td>
<td>43</td>
<td>22</td>
<td>2</td>
<td>2</td>
<td>8</td>
<td>9</td>
<td>1</td>
</tr>
<tr>
<td>Local public agency</td>
<td>31</td>
<td>18</td>
<td>2</td>
<td>6</td>
<td>3</td>
<td>5</td>
<td>2</td>
</tr>
<tr>
<td>Local private agency</td>
<td>36</td>
<td>24</td>
<td>4</td>
<td>5</td>
<td>10</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>Parent or individual</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th>Total Girls</th>
<th>Total Under</th>
<th>10</th>
<th>12</th>
<th>14</th>
<th>16</th>
<th>18</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total admission from 102 sources</td>
<td>167</td>
<td>8</td>
<td>10</td>
<td>26</td>
<td>66</td>
<td>47</td>
<td>8</td>
</tr>
<tr>
<td>Juvenile court</td>
<td>120</td>
<td>5</td>
<td>8</td>
<td>18</td>
<td>54</td>
<td>33</td>
<td>2</td>
</tr>
<tr>
<td>State institution or department</td>
<td>21</td>
<td>1</td>
<td>7</td>
<td>10</td>
<td>4</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Local public agency</td>
<td>13</td>
<td>1</td>
<td>7</td>
<td>3</td>
<td>1</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>Local private agency</td>
<td>12</td>
<td>2</td>
<td>2</td>
<td>1</td>
<td>3</td>
<td>3</td>
<td>1</td>
</tr>
<tr>
<td>Parent or individual</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1</td>
</tr>
</tbody>
</table>
Activities of the Children in the Bureau of Juvenile Research

When a child is first admitted to the Bureau, he is taken to the hospital where he is weighed and his temperature is taken. He is then placed in a room by himself. This is called isolation. A child remains in isolation until the physician is sure he does not have a contagious or infectious disease. This is usually about a week. An effort is made during this week to help the child pass the time as easily as possible by visiting him frequently and by providing him with a variety of small games, books, puzzles, and drawing paper which he can use for his amusement.

When a child is released by the physician from isolation, he is assigned to a group as nearly his own age as possible. There are three groups of boys and two groups of girls. Each child is assigned to one of these groups. The group is known as a class. Each class has its own recreation room; that is, a room in which they stay when they are not in school, working, or at the office. The children sleep in dormitories. Whenever the weather permits, the children play on the playgrounds rather than in their class rooms.

Each child is encouraged to assume some responsibility appropriate for his age and health. It is considered important to determine whether a child is able to assume any responsibility in carrying out a task from day to day. The younger children may be given only such simple duties as taking care of their clothes, dusting, helping keep their bathrooms clean, helping keep their playrooms in order, and helping make the beds. The older children may be assigned
to help in the laundry, dining room, or kitchen. Some may be assigned to work on the grounds with the maintenance man. In all instances the work assignment does not interfere with the child's examinations or school work. It is rather an activity which offers the child a constructive occupation between examinations, when he is not in school or on the playground.

The Bureau conducts a school program which is twofold. In the first place, each child is given a battery of educational achievement tests to help determine whether his present school attainment is the best that reasonably could be expected of the child. In the second place, the child is offered school work appropriate for his needs.

Another important program carried on at the Bureau is a program of evening activities. The purpose of these activities is to provide constructive recreation for the children between supper time and bedtime. These are all group activities and consist of such things as motion pictures, group singing, group games, picnics, art classes, and handicraft classes.

The Bureau Staff and Its Work

The professional staff of the Bureau includes a dentist, nurses, physicians, psychiatrists, psychologists, social workers, and teachers.

The Bureau physicians give each child a complete medical examination during the time he is there. The dentist makes a complete dental examination of each child and
corrects any defects which are remediable.

The social workers secure as complete information as is possible about the development of the child, his family, and about his various environmental experiences. An attempt is made to do this through correspondence prior to the child's admission. If this information is not available at the time the child is admitted, an effort is made to secure it as quickly as possible. This often requires visits in the community in which the child has been living. The social worker greets the child at the time of admission and later visits him in isolation to answer any questions he may have about the Bureau and to give him an opportunity to express himself if he wants to talk to anyone. When the study at the Bureau has been completed and the child is ready to be returned to the court, he is returned to the court by a social worker, who talks with those in the referring agency about the study of the child.

The function of the psychiatrist is primarily to help establish a diagnosis and evaluate therapy for the child under observation and to recommend a program for continued treatment when the child leaves the Bureau.

The major part of the study and observation of the child at the Bureau is to determine what the child's present abilities and personality characteristics are. The relationship between these data and the child's family background is then evaluated. In order to do this, intelligence tests, performance tests, and personality tests are administered. Each child is given tests which are appropriate for him. The
same battery of tests is not given to all children. There are diagnostic interviews with each child to determine the meaning that the child's experience have had for him. The meaning to the child, of certain experiences, is often quite different from the interpretation of the referring agency of the same experience. Observations of the psychological factors which are pertinent are frequently gained in informal contacts such as play situations. This aspect of the study is the responsibility of the clinical psychologist.

The teachers give educational achievement tests to children at the time of admission. They also conduct remedial and educational classes for the children during the time they are there. Upon the completion of their study and observation of the child, the teachers make suggestions about how the child's educational needs may be met when he returns to the community.

When those who have been working with a child believe the most pertinent contributing factors in the situation have been analyzed, there is a joint-staff discussion about the child. The staff meeting is attended by all members of the professional staff, the supervisor of the boys' cottage, and the supervisor of the girls' cottage. This usually occurs after the child has been at the Bureau about six or eight weeks.

The staff presentation is opened with a summary of:
(1) the information that has been secured about the child's family; (2) his personal developmental history, including his health, his educational and social experiences; (3) the
child's present mental level and evaluation of his rate of learning; (4) a description by the teacher of his present educational attainment; (5) a description of his behavior with his cottage group; (6) a statement about the psychiatric findings; (7) a report of the child's physical condition; and (8) an evaluation of the child's attitudes and how he feels about the situation. After this background has been given there is a general staff discussion directed toward two general questions: (1) what are the most pertinent factors which have contributed to the child's poor adjustment; and (2) what recommendations can be made to the referring agency which may be helpful to the agency in its continued efforts with the child.

An important group of factors which have contributed to the child's adjustment usually center around unfavorable aspects of the child's early life. Few children are referred who have lived continuously with their natural parents. They have experienced broken homes, either through the natural death of a parent or through desertion or divorce. Although most of the children come from broken homes, the fact still remains that many children experience broken homes and do not acquire delinquent behavior. The question before any clinical staff is, of course, how has this particular child attained his present total adjustment?

A statistical analysis has been made of the family situations of the children referred to the Bureau over a ten year period. The frequency of the more prevalent home circumstances is interesting:
Description of Social Background                  Percentage

Inadequate supervision ...................... 54.3
Home broken .................................. 45.1
Separation, divorce .......................... 29.4
Relatives in institutions .................... 29.2
Abnormal environment ........................ 29.0
Parents delinquent ............................. 26.5
Discordant homes ............................... 20.4
Stepparents ................................... 20.4
Parents defective .............................. 18.8
Mother dead .................................... 16.6
Parent's alcoholic ............................. 15.7
Father dead ..................................... 15.3
Child abused in home ......................... 7.2

This same study revealed the fact that 16 percent of
the children referred had lived in Children's Homes, and
that 20 percent had had previous institutional experience.

A second important group of factors which have con-
tributed to the child's adjustment center around the fact that
the child's mental level has not been known or if known,
the child's treatment has not been appropriate for his mental
level.

The health factors which have played an important part
in the personality characteristics of the children studied
at the Bureau are relatively small. Over a ten-year period
1 percent of those referred for study were found to be epi-
leptic and 1 percent were psychotic. 2 percent had marked
neurological symptoms closely related to the child's ad-
justment. 3 percent had orthopedic defects. 6 percent had
venereal infections. 6 percent had defective hearing and
30 percent had defective vision. 8 percent had thyroid irreg-
ularities. 34 percent had diseased tonsils. 45 percent had
defective teeth.

After the discussion about the influences in the child's
life which have been most important has been completed, there is a discussion about the possible recommendations to be made to the referring agency. An effort is made to work out recommendations which will be practical as well as effective. They may include medical recommendations, changes in regard to where the child should live, changes in his school program, and a description of treatment which helps the child within the realms of his own personal development.

When the staff has reached an agreement on treatment, the recommendations are prepared into a summarized written report and sent to the referring agency.

In an effort to evaluate the effectiveness of the work at the Bureau, follow-up studies are made of the children after they have returned home. This is done by the Research Department of the Bureau. The last study which was completed indicated that about fifty-three percent of the children who had been studied at the cottage made a satisfactory social adjustment after they returned. In that group of children in which the recommendations of the Bureau had been followed completely, seventy percent of the children made satisfactory adjustments later.

**Field Clinics of the Bureau of Juvenile Research**

Until 1940 children were brought from over the state to the Bureau in Columbus for clinical examinations or a staff member went to the county in which the child lived and conducted examinations in a more or less improvised office. The latter plan became known as a "Field Clinic". While this service was helpful, it became obvious that a much more
complete service could be offered the counties if branch officers were established throughout the state. More adequate examination could be made in suitable offices, more conferences could be held with those vitally interested, such as parents, teachers, court workers, nurses, physicians, and social workers. It is considered more effective if many clinic studies are extended over a period of time and if conferences with those most interested are held after the examinations. This is facilitated if there is an office within reasonable distance, but it is not very practical if the only office is in Columbus.

For the reasons mentioned in the previous paragraph, three branch offices for clinic service have been opened since 1940. When this program is complete, there will be a total of eight such offices. The Bureau intends to open three new branches next year (1947). Since many of the large urban areas of the state have their own clinics, the Bureau does not plan to include those counties in the field clinic service.

The first branch office was opened in October 1940 in cooperation with Ohio University and the Athens State Hospital in Carnegie Hall, Ohio University, Athens. The counties which are served through this office are Athens, Gallia, Hocking, Jackson, Meigs, Morgan, Perry, Vinton, and Washington.

The second office was opened in cooperation with Muskingum College in one of their college buildings at New Concord in October 1941. The counties which this office
serves are Belmont, Carroll, Coshocton, Guernsey, Harrison, Jefferson, Monroe, Muskingum, Noble, and Tuscarawas.

In February 1942 the third office was opened in cooperation with Bowling Green State University, at their Laboratory School in Bowling Green. This office serves the following counties: Defiance, Erie, Fulton, Hancock, Henry, Ottawa, Paulding, Putnam, Sandusky, Seneca, Williams, and Wood.

Conclusions About the Bureau

During the thirty-two years of its existence, the Bureau of Juvenile Research has studied over forty thousand children. The data gathered by the Research Department of the Bureau demonstrates that through thorough and scientific study, helpful advice can be given committing agencies. The only weakness of the Bureau of any significance is that its facilities are too limited, thus making it impossible for it to give adequate service to all of the cases when definite requests have been made. If and when all of the eight branches of Field Clinics are established, the Bureau with the help of clinic facilities present in urban areas should be able to meet all the requests of agencies in Ohio.

Other Clinical Agencies in Ohio Which Study Juvenile Delinquents

Many of the cities in Ohio have clinical agencies and child guidance centers which make studies of most of the children in their respective communities. Since the Bureau of Juvenile Research is limited in facilities to meet all requests, it prefers for these urban areas to handle at
at least most of their less serious cases through their own local agencies.

Below are listed some of the more important local agencies in Ohio which provide full or part time in their respective communities to the study of juvenile delinquents and children showing behavior difficulties. The auspices for each is also indicated.58

<table>
<thead>
<tr>
<th>Location</th>
<th>Name of Agency</th>
<th>Auspices</th>
</tr>
</thead>
<tbody>
<tr>
<td>Akron</td>
<td>Division of Pupil Personnel, Akron Public Schools</td>
<td>Public school funds</td>
</tr>
<tr>
<td>Akron</td>
<td>Child Guidance Center</td>
<td>Akron Community Chest, Junior League, and fees</td>
</tr>
<tr>
<td>Canton</td>
<td>Canton City Clinic</td>
<td>Canton Community Chest</td>
</tr>
<tr>
<td>Cincinnati</td>
<td>Child Guidance Home</td>
<td>Cincinnati Community Chest and fees</td>
</tr>
<tr>
<td>Cincinnati</td>
<td>Division of Psychological Services, Cincinnati Public Schools</td>
<td>Public school funds</td>
</tr>
<tr>
<td>Cincinnati</td>
<td>Hamilton County Juvenile Court Clinic</td>
<td>County funds</td>
</tr>
<tr>
<td>Cleveland</td>
<td>Cleveland Guidance Center, Inc.</td>
<td>Cleveland Community funds</td>
</tr>
<tr>
<td>Cleveland</td>
<td>Clinic of Juvenile Court of Cuyahoga County, Mental Hygiene Division</td>
<td>County funds</td>
</tr>
<tr>
<td>Cleveland</td>
<td>Psychological Clinic, Cleveland Board of Education</td>
<td>Public school funds</td>
</tr>
<tr>
<td>Cleveland</td>
<td>Mental Hygiene Clinic, Mt. Sinai Hospital</td>
<td>Community Chest, Jewish Welfare Federation, and fees</td>
</tr>
<tr>
<td>Cleveland</td>
<td>Neuro-Psychiatric Clinic of St. Luke's Hospital</td>
<td>Cleveland Community Chest, endowment, and fees</td>
</tr>
<tr>
<td>Columbus</td>
<td>Alfred L. Willson Children's Center</td>
<td>Alfred L. Willson Foundation</td>
</tr>
<tr>
<td>Columbus</td>
<td>Columbus State Hospital, Out-Patient Clinics</td>
<td>Department of Public Welfare</td>
</tr>
<tr>
<td>Columbus</td>
<td>Psychological Clinic, Department of Psychology</td>
<td>Ohio State University</td>
</tr>
<tr>
<td>Columbus</td>
<td>Psychological Clinic of Franklin County funds</td>
<td>County Court of Domestic Relations</td>
</tr>
</tbody>
</table>

58 Information on clinical agencies was taken from the Quarterly Bulletin of the Managing Officers Association, June, 1943. This issue was entitled A Summary and Directory of Mental Hygiene Facilities in Ohio.
<table>
<thead>
<tr>
<th>Location</th>
<th>Service Description</th>
<th>Funding Source</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dayton</td>
<td>Dayton Guidance Center</td>
<td>Dayton Community Chest</td>
</tr>
<tr>
<td>Massillon</td>
<td>Massillon State Hospital, Out-Patient Clinics</td>
<td>Department of Public Welfare</td>
</tr>
<tr>
<td>Toledo</td>
<td>Child Study Institute of Lucas County Juvenile Court</td>
<td>County funds</td>
</tr>
<tr>
<td>Toledo</td>
<td>Mental Hygiene Center</td>
<td>Supported by federal, state, county, and municipal funds; fees; private foundation.</td>
</tr>
<tr>
<td>Toledo</td>
<td>Psychological Services, Toledo Public Schools</td>
<td>Public Schools funds</td>
</tr>
<tr>
<td>Youngstown</td>
<td>Mental Hygiene Services, Youngstown Public Schools</td>
<td>Public school funds</td>
</tr>
</tbody>
</table>
CHAPTER VII

THE INSTITUTIONAL CARE OF JUVENILE DELINQUENTS

History of Institutional Care

The movement for the separation of children and juvenile offenders from adult prisoners was begun in 1819 by the Society for the Prevention of Pauperism in New York City. Between 1825 and 1828 separate institutions for young persons were established in New York, Boston, and Philadelphia. Since then the establishment of training schools in all states and developments in the fields of psychology, psychiatry, and mental hygiene have changed our concepts of both the need for and the objectives of institutional care for juvenile delinquents. During the early era of institutional care of delinquents the main objective or emphasis seemed to be to punish the malefactors or the safekeeping of the dangerous. Since the foregoing was the chief aim, strict discipline and rigid patterns of training for trades and industrial life naturally followed as a general program with the intention that those institutionalized would be reformed by such means. It has only been in recent years that the

60 All of the statistical information in this Section, except for the one reference on offenses, I received by personal interviews with department heads in the Boys' Industrial School. For more complete information on the Boys' Industrial School see Survey of the Boys' Industrial School by T. C. Holy and G. B. Stahly.

96.
word treatment has been used in dealing with these wayward youth. 59

As a result of the change of aim, progressive leaders in the industrial schools no longer direct their efforts to reform. Rather they attempt to bring about a readjustment of the school personnel to social living conditions. To accomplish this new objective reeducation is necessary; also direction must be given to the reshaping of the behavior patterns, to the emotional and physical development, and to his mental growth; and lastly, the child must be given an opportunity to meet and experience life in a controlled environment which will assist him in redirecting behavior into channels that are satisfying to the individual and acceptable to others.

Introduction to Institutions Available for Juvenile Delinquents

Ohio maintains a Boys' Industrial School and Girls' Industrial School which are used exclusively for supervision and treatment of juvenile delinquents in the State. Besides these two Schools the State maintains the Men's Reformatory and Women's Reformatory which take in a certain number of juvenile delinquents, as well as a special classification of adults. Cuyahoga and Hamilton Counties maintain both Boys' and Girls' Industrial Schools which provide for the care and custody of a large number of their local delinquents. Lastly, there are a large number of local insti-

59 Holy, T. C. and Doty, Cornelia, Survey of the Girls' Industrial School, p. 3.
tutions in urban areas that often take a limited number of juvenile delinquents from the courts.

The following three sections are devoted to a discussion of administration of juvenile delinquents, first, in the "Boys' Industrial School," secondly, in the "Girls' Industrial School," and finally, in "Other Institutions Providing Care for Juvenile Delinquents."

SECTION A: THE BOYS' INDUSTRIAL SCHOOL

History

The Boys' Industrial School was established in 1857. This was the first school of its type in the United States. The institution is located five miles west of Lancaster, Ohio. There are 1,170 acres of land in it. The location is scenic. It has on it many original forest trees. Since the land is quite hilly, most of it is quite poor. Most of the present buildings were constructed from 1890 to 1920. In 1921 the School was placed under the jurisdiction of the State Department of Public Welfare.

Purpose

"The founders of this institution stressed the fact that delinquent children are not criminals and that this reform school should seek through the development of a "family" type of institution so to rehabilitate these boys that that would become useful, law abiding, and self-supporting citizens."61

61 Ohio Laws, 1937, Sec. 1, p. 110.
The present purpose of the School, as defined by the law, is for the "industrial and intellectual training of those admitted to its care."\(^{62}\)

**Who May Be Admitted**

Boys, not over eighteen or under ten years of age, having normal mental and physical capacity for intellectual and industrial training may be committed to the School by the juvenile courts upon a finding of delinquency.\(^{63}\) Those committed by the courts are to be committed there until twenty-one years of age, unless they are sooner released by the school for satisfactory behavior and progress in training.\(^{64}\)

**Housing**

The population of the School is housed in cottages, each in charge of a family officer and his wife. Because of a man and his wife being in charge of each cottage, a great point is made of the fact that the boys are in family units, each cottage being a family unit. However, there are too many boys in the cottages to permit developing any family spirit. Of the sixteen cottages, all but one, the New Farm Cottage, house more than fifty boys each. Most of them have about seventy each. This large number results in certain disciplinary problems, and requires a much stricter regimentation than a smaller group would ordinarily necessitate.

---

\(^{62}\) Sec. 2083, G. C., 109 O.L., 523.

\(^{63}\) See Sec. 2084, G. C. 109 O.L. 523.

\(^{64}\) See Sec. 2083, G. C., 109 O.L. 523.
Hospital Care

When a boy is admitted to B.I.S., he is brought to the hospital for a complete physical examination. If there are any signs of contagion or parasitic skin diseases, he is immediately placed in isolation and treated. At this time a complete physical history record is also made of any existing physical condition that warrants excusing him from various jobs in the institution which might prove physically detrimental to him. He is also given the following examination and immunization: Wassermann, small pox, and diphtheria toxoids.

The hospital's capacity is one hundred beds, and is equipped for the necessary surgical and medical care of the boys.

Education Program

The institution operates a school consisting of nine grades (4-12) in regular curricular subjects offered in the public schools. An effort is made to individualize the instruction to the needs of the inmates as much as possible. Except for the first three grades, the sessions are half-day in length, the boys working at school work details for the other half day. The regular term covers eight months; boys in the lower grades attend summer sessions also. Attendance of boys under sixteen who have not reached the eighth grade is required while others may attend if they wish.

One of the chief faults of the educational system in the school is the low salaries which are given to the teachers.
Since the salaries are low, the quality of teachers attracted into the school is often of a low standard.

Recreation

The recreation department is organized along the lines suggested for training schools by the National Association of Training Schools. This calls for a five-fold, balanced program such as:

(a) Physical Program - sports, games, play.
(b) Creative - music, dramatics, crafts.
(c) Social - parties, picnics, trips, and treats.
(d) Mental - clubs, reading, quizzes, bees, etc.
(e) Service - public relations or something for others.

The recreational program includes school physical education classes, military drill, intramural sports between cottages, and intramural games in basketball, football, and baseball between B.I.S. and neighboring high schools. Cottage recreation activities consist of card games, table and parlor games, pool, radio, reading of magazines and newspapers and a circulating library in each cottage, shuffleboard, cottage dramatics, table tennis, and cottage musical groups. Motion pictures are shown weekly. Occasionally outside musical and dramatic groups, organizations, and individual performers present programs at the school.

Psychology Department

The Psychology Department is composed of one psychologist and an assistant. There is no psychiatrist on the school's staff.

The chief duty of this department is that of giving mental tests. Two general intelligence tests are adminis-
tered, the Morgan group tests and the Stanford-Binet individual tests. The first of the two is given to all boys, while the latter is given to all the boys who the psychologist thinks that the Morgan test might have not graded properly. Usually this latter test is given to all boys who score less than 75 on the Morgan group test. Educational and aptitude tests are given to the majority of the boys either in the school or in the psychology department.

Another duty of the psychologist is to make personal interviews with most of the boys. By these interviews the psychologist is often able to discover personal and family conflicts which have caused the maladjustment, which eventually has led to the boy's commitment to B.I.S.

**Religion**

The religious work done in this school is much like that done by a regular pastor. A Protestant pastor is employed to give full time service to the institution. The parish consisted of approximately 825 non-Catholic boys in 1945, only five percent of whom could be said to have had previous religious training. 471 boys had become members of the institutional church.

During the four years, 1942-1945 inclusive, 1,097 boys completed the religious education course which was offered to all interested boys. These religiously inclined boys are referred to The Ohio Council of Churches for follow-up service when they are let out of the institution. Of the 309 boys whose names were sent to that organization in 1945,
only 28, or nine percent, returned to the institution. At least one-third of them normally are returned for violation of parole.

The Catholic boys are under the spiritual guidance of the Parish Priest from Lancaster. He conducts Mass on Sunday and all proper festivals, gives instruction for the boys who need it, hears confessions before communion and otherwise as required, interviews boys of his own faith, and in other ways sees to the spiritual welfare of the Catholic boys.

Major Protestant denominations listed by the boys in 1945 as their church preferences were as follows:

- Baptist................................. 384
- Christian.................................. 31
- Church of Christ....................... 46
- Church of God........................... 73
- Lutheran................................. 66
- Methodist................................. 262
- Nazarene.................................. 53
- Presbyterian.............................. 63
- Salvation Army......................... 21
- United Brethren.......................... 45
- No preference............................ 456

Episcopal, Evangelical, Reformed, and others were represented but in insignificant numbers.

In any given year a few Jewish boys and an occasional Mohammedan come to the institution. These are given an opportunity to worship according to their beliefs.

The Typical B.I.S. Boy

The typical boy is one of several children born to native-born white parents living in an Ohio city of about 15,000 people. His father is employed as a laborer in an
unskilled or semi-skilled occupation. The chances are 50/50 that the home is broken, probably by divorce. If the parents are living together, the probability is that one or both parents have been quite lax in their supervision. The family professes to the Protestant faith, but does not attend Church or Sunday School.

The boy first began getting into trouble when in the lower grades in school, and first appeared in Juvenile Court when 13 years old on the charges of truancy, stealing, and/or incorrigibility. He was in court five times before being sent to the school for stealing of some form, probably burglary or robbery. He had run with a gang for a number of years and was engaged in gang activities which resulted in his committal.

He was enrolled in school at the time of his commitment to the institution, but his attendance had been irregular. He smokes, attends the movies regularly, is completely engrossed by "comic" books, doesn't drink, does not care for dancing or parties, has had some sex experiences, likes to play cards and to listen to the radio -- chiefly to "jive" and "hill-billy" music. He does not play any musical instrument himself.

Although he was enrolled in the 8A or 9B grade in school, his score on the Stanford-Achievement Test rates him as 5A level - a three-year retardation. His reading ability is below average. He is of dull-normal intelligence, average in manual dexterity, and somewhat above average in mechanical aptitude. He is of normal height and weight, in fair health,
and does not wear glasses.

His age, 15½, is that period of storm and strife in the usual adolescent at which time he has become conscious of self, vexed by many problems which he cannot answer, nor does he belong to any organization which offers wise counselling. These problems have raised some feelings of rejection, but more often the boy is bewildered by the complexities of modern life regarding which he is neither instructed nor taught to react to adequately. His delinquent behavior began because of his feeling of being thwarted, and because of his desire for attention and excitement.

He will stay at the school for about 8 months, return to his former environment, and the chances are three to one he will adjust in a satisfactory manner.

Trend of Population

The unrest arising from World War II was mirrored in the records of the boys admitted to the Boys' Industrial School during 1945. There were more boys of juvenile age committed to the school in 1945 than in any other year except 1918 and 1919. The yearly average daily population for the years 1939 through 1945 indicates that 1941 was the low mark and the general trend thereafter was markedly upward.

<table>
<thead>
<tr>
<th>Year</th>
<th>1939</th>
<th>1940</th>
<th>1941</th>
<th>1942</th>
<th>1943</th>
<th>1944</th>
<th>1945</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>863</td>
<td>760</td>
<td>757</td>
<td>812</td>
<td>871</td>
<td>867</td>
<td>924</td>
</tr>
</tbody>
</table>

The percentage distribution on a racial basis continued to be about twenty-five percent, as it had been for the six years previous to 1945. Since only five percent of the pop-
ulation in Ohio is colored, this figure of twenty-five percent is greatly out of proportion from what it should be. This high percent definitely does not mean that the colored boys are five times as likely to become delinquent as white boys. Rather, this percent is influenced by a number of varying factors. First of all, the environmental conditions under which many colored children have to live in many urban areas put them at a distinct disadvantage. Secondly, racial discrimination by many police, judges, and others who come in contact with colored behavior problem cases helps to increase this percent. Lastly, many institutions and agencies in local areas will admit white delinquent children, but they refuse to admit colored delinquents. Therefore, it boils down to the fact that if there were no racial discrimination, probably the number of colored boys that would be admitted to the Boys' Industrial School would not be much larger than that of white boys.

*Offenses of Those Committed* 65

The following table shows the offenses for which boys were admitted during 1945. The most frequent cause, as can be noted, was burglary which accounted for 25.3% of the total. Auto theft with 19.9%; other stealing with 16.1%; and incorrigibility fourth, with 11.9%. Combined, these causes account for 73.2% of the total commitments.

---

65 Statistical information on offenses was received from the Bureau of Juvenile Research.
TABLE 11
Admissions by Offense and Age (1945)

<table>
<thead>
<tr>
<th>Offense</th>
<th>Total</th>
<th>10</th>
<th>11</th>
<th>12</th>
<th>13</th>
<th>14</th>
<th>15</th>
<th>16</th>
<th>17</th>
<th>18</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total admissions</td>
<td>1055</td>
<td>11</td>
<td>21</td>
<td>37</td>
<td>69</td>
<td>143</td>
<td>223</td>
<td>288</td>
<td>256</td>
<td>7</td>
</tr>
<tr>
<td>Auto Theft...........</td>
<td>266</td>
<td>1</td>
<td>9</td>
<td>27</td>
<td>50</td>
<td>57</td>
<td>60</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Burglary or entering</td>
<td>235</td>
<td>7</td>
<td>9</td>
<td>23</td>
<td>39</td>
<td>44</td>
<td>67</td>
<td>46</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Holdup or robbery....</td>
<td>52</td>
<td>1</td>
<td>4</td>
<td>1</td>
<td>9</td>
<td>16</td>
<td>20</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Other stealing.......</td>
<td>172</td>
<td>10</td>
<td>6</td>
<td>11</td>
<td>15</td>
<td>25</td>
<td>33</td>
<td>41</td>
<td>31</td>
<td></td>
</tr>
<tr>
<td>School truancy.......</td>
<td>28</td>
<td>2</td>
<td>4</td>
<td>1</td>
<td>10</td>
<td>7</td>
<td>3</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Running away or</td>
<td>ungovernable...</td>
<td>120</td>
<td>1</td>
<td>4</td>
<td>7</td>
<td>10</td>
<td>13</td>
<td>40</td>
<td>26</td>
<td>19</td>
</tr>
<tr>
<td>Sex offense..........</td>
<td>33</td>
<td>1</td>
<td>4</td>
<td>6</td>
<td>9</td>
<td>12</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Injury to person.....</td>
<td>26</td>
<td>2</td>
<td>4</td>
<td>8</td>
<td>11</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Act of mischief.....</td>
<td>29</td>
<td>3</td>
<td>3</td>
<td>4</td>
<td>3</td>
<td>8</td>
<td>8</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Traffic violation...</td>
<td>7</td>
<td>2</td>
<td>5</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Violation of parole.</td>
<td>123</td>
<td>1</td>
<td>2</td>
<td>2</td>
<td>14</td>
<td>22</td>
<td>45</td>
<td>36</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>Temporary return.....</td>
<td>24</td>
<td>1</td>
<td>4</td>
<td>5</td>
<td>6</td>
<td>8</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Escapes

Comparison of escapes by first-time boys and repeaters shows that the repeaters are a very large factor in the escape problem. In fact the problem is nearly twice as great among the second-timers as among the first-time boys. This factor has significance both in the determination of whether to return boys for second time periods of training and in the assigning of boys within the school after they are returned.

The following table shows a comparison of the number of escapes and escape rates computed on the average daily population for successive years since 1940.
TABLE 12

<table>
<thead>
<tr>
<th></th>
<th>1940</th>
<th>1941</th>
<th>1942</th>
<th>1943</th>
<th>1944</th>
<th>1945</th>
</tr>
</thead>
<tbody>
<tr>
<td>Avg. daily population</td>
<td>760</td>
<td>757</td>
<td>812</td>
<td>871</td>
<td>867</td>
<td>924</td>
</tr>
<tr>
<td>Escapes</td>
<td>271</td>
<td>177</td>
<td>329</td>
<td>293</td>
<td>273</td>
<td>264</td>
</tr>
<tr>
<td>Escapees</td>
<td>--</td>
<td>--</td>
<td>--</td>
<td>225</td>
<td>220</td>
<td>221</td>
</tr>
<tr>
<td>Escapes per 100 boys</td>
<td>36</td>
<td>23</td>
<td>40</td>
<td>33</td>
<td>31</td>
<td>29</td>
</tr>
</tbody>
</table>

Examination of the data and rates shown in the above table displays clearly that the escape situation at the Boys' Industrial School has not been growing progressively worse, at least over the period shown.

Placement

The number of boys under supervision on placement during each year is usually considerably greater than that within the school. The total number of boys under supervision during 1945 was 2,091. This was an increase of approximately 173 over 1944.

There were 443 parole violators in 1945, or 21.2% of the total under supervision (2091). This was a slightly larger percentage of violations than in 1944 and 1943 when the percentages were 19.2% and 19.7%, respectively.

Assuming as in previous years that boys were kept under placement supervision an average of twelve months, which is justified by the fact that the number on placement at the close of each successive year is approximately one-half
the number of boys represented in the total placement load throughout the year, it is proper to divide by 2 to establish a proper base for computing the rate of failure on placement. Thus the percentage would be 42.4. This compares with 38.4 and 39.4 for 1944 and 1943, respectively.

On some occasions boys are placed out of the state. This usually is when the boys' parents or guardians have moved out of the state. Under such conditions it is necessary to get the approval from the State Department of Welfare of the state in which the boy is placed. 25 out-of-state placements were made in 1945, necessitating rather voluminous correspondence in many of the cases.

During the war a great numbers of the boys were placed in the armed services. There were 204 placed in the armed services in 1945.

Parole Policy

The parole policy of this institution is that of discharge from parole following a one-year parole period, although the law authorizes jurisdiction to the age of 21 years. This one-year policy is not always adhered to. There are exceptional cases when boys are discharged from parole prior to the termination of one year and there have been other cases when boys have been kept under parole until they were twenty-one years old.

Every three months a discharge list is made of the names of the boys whose year has expired during the preceding quarter and of boys whose commitment to some other insti-
tution or enlistment in military service was reported. Formal approval of the superintendent and of the State Department of Public Welfare is required, but these discharges are practically automatic. Under this policy formal recommitment is necessary for boys returned to the institution after discharge from parole.

Very much could be said in favor of keeping the boys on constant parole until they are twenty-one, but the small force of parole officers employed to administer this service could not possibly handle the work under such conditions. It would mean slackening attention on new parolees who need close supervision on first being discharged from the institution. There are now eight field counsellors doing parole work for the School. Each of these has a specific district in Ohio to serve. Two of the counsellors are colored.

The work of the parole officers is twofold. First, they are given a prior notice of a couple months that certain boys will perhaps be dismissed from the institution at some approximate date. When they receive this notice they immediately investigate the community and home conditions that the boy came from. When one or both of these are very bad, they attempt to find a new and better situation into which to place the boy. During this investigative period they also check with the school authorities, if the boy is to be returned to school, and they attempt to get a place for the boy to work if he is to be returned to school. Secondly, the parole officers make periodic parole visits to the boy's home and community during his parole period to ascen-
tain whether he is conducting himself in a proper way and meeting his parole requirements.

SECTION B: THE GIRLS' INDUSTRIAL SCHOOL

Object of the School

The Girls' Industrial School is maintained for the industrial, intellectual, and moral training of those juvenile delinquent girls between the ages of twelve and eighteen who have been committed by the courts. Only girls having normal mental and physical capacity for intellectual and industrial training may be committed to the school.

The School Site

This School is located on the Scioto River at Rathbone, in Central Ohio, about ten miles southwest of Delaware and twenty miles northwest of Columbus. It is located on Routes 257 and 745, three miles north of the O'Shaughnessy Dam and the Columbus Zoo.

The campus covers 112.5 acres of land and there are 76.5 acres of farm land, making a total of 189 acres in all. The campus grounds are very beautiful. For many years the site for this campus was well known as Ohio White Sulphur Springs, a summer resort frequented by Southerners. After the Civil War its popularity declined, and in 1869 the State purchased the property. After a serious fire in 1873,

66 Most of the information in this section was received by personal interview with Mrs. Edna Byers, Superintendente of the School. Miss Lewis, Psychologist of the School, also gave some valuable information.
the frame buildings were gradually replaced by those of brick construction. At the present time the main buildings are as follows: administration building, twelve cottages, academic school building, vocational school building, gymnasium, hospital, laundry, power house, garage, barns, and trades building.

Cottages

The girls are housed in twelve cottages, each in charge of a housemother. All of these but one has an individual bedroom for each girl. The one exception is of the dormitory type. Each of these cottages has its own kitchen, dining room, and living room. The cottages will facilitate 354 girls. The dormitory cottage provides for twenty of this number, leaving 334 girls who can have private rooms. When there are more than 354 girls in the Institution, it is necessary to place two girls in the single rooms. This latter practice is not done unless it is absolutely necessary because such a practice is likely to lead to perverted sex relations between the girls. Therefore, during the past three years when the annual attendance has been very high, the school administration has shortened the duration of stay at the school in order to prevent doubling up in the rooms.

One new cottage will be completed by autumn of this year. It will accommodate twenty-eight girls in private rooms.

The present cottages vary in size and accommodation
facilities. The smallest cottage group consists of twenty girls and the largest forty-five. Most of them provide for a few over thirty girls. Each cottage has a good sized dining room. The basement is used as a recreation room.

Meals are prepared in each cottage for the girls and employees living there. The ordering, preparing, and serving of food are left to the discretion of the housekeeper in each cottage.

Newly admitted white girls spend from six weeks to two months in the two reception cottages for white girls; new colored girls go to the reception cottage provided for them.

Reception Upon Admission

Upon a girl's entrance to the school, she meets the Superintendent who attempts to orient her by giving her a verbal picture of the school, its aims, procedures, and requirements.

After the interview with the Superintendent, the girl is placed in one of three cottages for new girls. After twenty-four to forty-eight hours, she is given a thorough physical examination by the hospital staff. At this time she is also given a dental examination, vaccination against small pox, and the Patch test to determine the presence of tuberculosis.

Next the girl is given an intelligence test by the psychologist and is further interviewed. Lastly, the educational department gives several types of achievement tests and writes to the girl's previous school and gets a written report concerning her prior school work.
Then the girl goes before the Classification Committee which decides upon her placement. This placement refers to the class she will report to, that is if she is to go to school, to her cottage assignment, and to her vocational assignment. This committee meets once each week. The following staff personnel of the School are represented on it: School Superintendent, School Director of Education, Chief Nurse, Director of Food and Clothing, Chief Psychologist, and Intake and Social Service Chief.

Whenever the School gets a complex case, with which they are very troubled for classification purposes, the girl is sent to the Bureau of Juvenile Research for further observation and treatment.

Reasons for Admission

The most common offenses committed by girls which cause their being committed to the Girls' Industrial School are: running away, being ungovernable, school truancy, and sex offenses.

The following table indicates the number of admissions as to offense for 1945.

<table>
<thead>
<tr>
<th>Offense</th>
<th>Total</th>
<th>Approx. Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total admissions....................</td>
<td>294</td>
<td></td>
</tr>
<tr>
<td>Ungovernable........................</td>
<td>82</td>
<td>28</td>
</tr>
<tr>
<td>Running away.........................</td>
<td>80</td>
<td>28</td>
</tr>
<tr>
<td>School truancy and running away</td>
<td>64</td>
<td>22</td>
</tr>
<tr>
<td>Sex offense..........................</td>
<td>40</td>
<td>14</td>
</tr>
<tr>
<td>School truancy.......................</td>
<td>16</td>
<td>5</td>
</tr>
<tr>
<td>Stealing................................</td>
<td>9</td>
<td>3</td>
</tr>
<tr>
<td>Robbery................................</td>
<td>1</td>
<td>--</td>
</tr>
<tr>
<td>Delinquency...........................</td>
<td>1</td>
<td>--</td>
</tr>
</tbody>
</table>

67 Statistical information was received from the Bureau of Juvenile Research in Columbus.
Age

The most common age for admittees for the past few years has been 16 and 17 years. In 1945 the following number and percents were admitted for each age.

TABLE 14
Number and Percent of Girls Admitted By Age (1945)

<table>
<thead>
<tr>
<th>Age</th>
<th>Number</th>
<th>Approx. Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>12 years</td>
<td>12</td>
<td>4</td>
</tr>
<tr>
<td>13 &quot;</td>
<td>19</td>
<td>7</td>
</tr>
<tr>
<td>14 &quot;</td>
<td>39</td>
<td>13</td>
</tr>
<tr>
<td>15 &quot;</td>
<td>66</td>
<td>23</td>
</tr>
<tr>
<td>16 &quot;</td>
<td>77</td>
<td>26</td>
</tr>
<tr>
<td>17 &quot;</td>
<td>75</td>
<td>26</td>
</tr>
<tr>
<td>18 &quot;</td>
<td>4</td>
<td>1</td>
</tr>
</tbody>
</table>

Admission and Discharge

Every girl coming to the Girls' Industrial School is committed through one of the eighty-eight juvenile courts in Ohio. By law a girl could be held until she is twenty-one. However, most of them for the past three years have been paroled after about ten months stay. Before that time the average length of time was thirteen to fifteen months. The shortened period of stay has been necessitated by the large number sent to the school during these last three years. Before that time only about ten to fifteen new girls were admitted each month. Now thirty to forty-five are admitted each month. These increased numbers have been influenced chiefly by war and post war conditions.

One of the most severe criticisms against the school, as it is administered today, is that the girls in it are
kept there only for about ten months, as I stated above. Old habits of the girls cannot be corrected in that short period of time. For the training to be effective for most of the girls in this institution, fifteen months is necessary. The present short duration of stay is no fault of those operating the school. The fault lies in that there are not sufficient institutional facilities, housing and otherwise, to care for the present enrollment of girls for a longer period of time. Therefore, the girls who have been there for ten months and who have met the proper requirements for dismissal are let out of the school to make room for new girls. Since the girls' duration of stay has been shortened, there have been more of the paroled girls being returned to the institution again because of improper actions on their part after discharge from the school.

The release of a girl for parole depends upon the adjustment of the girl in the institution, her response to the training, and the probability of a future social adjustment.

The duties of the parole officers are to get acquainted with the girl while she is in school, prepare her home and community for her reception, and check upon the girl's adjustment after her release. Often the parole officers get foster homes for the girls when they have ascertained that the previous home environment is not a fitting one into which to return the girl. On some occasions these homes are in entirely new communities.

A girl may be carried on parole until she is twenty-one, unless it is deemed advisable, due to satisfactory,
due to satisfactory adjustment to discharge her prior to this time. Since there are so many girls for the parole officers to supervise, very often they discharge those girls from their jurisdiction who have made a good adjustment for one year.

At the present time there are seven ladies employed by the State as parole officers. Each of these has a specific section of the State under her charge. The average case load of the parole supervisor is approximately seventy-five girls. In addition to keeping in touch with these girls, the supervisor is responsible for almost the same number of girls in the institution. With such a load, it is impossible for the parole supervisor to do an adequate job of individualized case work, especially when many of these are widely scattered.

Education

A two-fold type of education is offered, academic and vocational. The academic school includes graded classes seven through twelve and two ungraded classes for those below the seventh grade level. In addition, special work for the underprivileged groups is maintained. Of specific importance along the latter line is the remedial reading program for those that have considerable difficulty with reading. Grade assignments are made on the basis of a girl's score on a standard achievement test, her former school placement, and her chronological age. Those girls in the eleventh and twelfth grades go all day to school while the others go for
one-half day. The other half of the day they work at assigned jobs. Attendance in School is required of girls under sixteen, and is optional for the older girls.

It is possible for a girl to complete her high school course at the Girls' Industrial School and receive a diploma from her local high school because credits are interchangeable with those of other high schools in the State. This is a very wise manner of handling the girl's graduation because otherwise she would always be faced by the stigma of having received a diploma from the Girls' Industrial School.

The vocational program is partially academical and partially practical. It is designed so that the girls will be prepared to find a way to earn an honest living when they leave the school. The emphasis seems to be quite heavy on practicality in housework, on the supposition that most of the girls will eventually become housewives.

There are practical classes in commercial work which offer practical training in connection with the school offices. In the sewing classes the girls are taught to make all the clothing worn by the girls in the institution.

In addition to domestic science classes which are taught by graduate home economics teachers, the girls are assigned to cottage kitchens for a period of training and there secure practical experience.

The hospital offers nurse's training to girls especially interested in this work. Some girls become able student assistants.

The girls have a part in all branches of work carried
on by the Institution. This includes work in the cottages, bakery, laundry, storeroom, the care of chickens and hogs, lawns, the green house, and the garden. They do all of their own cooking in the cottages under the supervision of the housekeeper.

Vocational or maintenance placements are ordinarily made in such a way as to carry out the day by day institutional work, and do not take into account the girl's ability, aptitude, or interest. This does not hold true in all cases, but it is the general rule.

All of the music activities are under the supervision of a trained music teacher. Much emphasis is placed upon music appreciation. Girls who reach certain standards are permitted to become members of the choir, the band, or the orchestra. The music department presents special programs at Christmas, Easter, Commencement, and upon other special occasions.

Health Care

The institution has a hospital. Skilled medical care is provided by a physician who makes three visits to the institution each week and on any other time when called. An outside dentist comes once each week to take care of all dental work. Two registered nurses are available as a permanent staff for the hospital. They give all the minor general medical aid to the girls that is needed daily. When the girl first enters school, she is given vaccinations for typhoid and small pox. If venereally infected, she is given
a full term treatment which is recommended by the Federal Clinic.

A record was kept of the number of girls treated for venereal diseases and the number found pregnant on entering the School for the period 1930 to 1940. "The percentage of the average daily population afflicted with gonorrhea ranged from 3 percent in 1933 to 16 percent in 1934, while those suffering from syphilis ranged from 7 percent in 1936 to 27 percent in 1932. The number of pregnant girls ranged from 2 percent of the population in 1937 to 5 percent in 1938." 69

Recreation

All recreational planning is done by one staff member, the teacher of physical education. She devotes most of her day to formal gymnasium classes, thereby leaving little time for planning a strong recreational program. Certain school-wide activities are scheduled at regular intervals. There is a chapel program once a week, a movie once every two or three weeks, and a chapel program for special occasions and holidays. Hikes, picnics, dancing in the gymnasium, and parties are occasional high-light features of the recreational program.

Recreation in the cottages is dependent upon such plans as may be made by housemothers. Since they are so heavily burdened by other work, they do not plan for much. Therefore, most of their leisure time is spent in talking or in other unorganized activities.

69 Holy, T. C., and Doty, Cornelia, Survey of the Girls' Industrial School, p. 150.
Religious Training

Religious services are held each Sunday for both Catholics and Protestants. These services are conducted by outside ministers because there is no chaplain on the school staff. The Catholic service is always conducted at an earlier hour on Sunday morning than that of the Protestants. Mandatory attendance, except for a very few who are working at essential jobs, is required at these services. Religious services are also held on Holy Days, and often vespers programs are conducted during the summer months.

SECTION C: OTHER INSTITUTIONS IN OHIO WHICH RETAIN JUVENILE DELINQUENTS

There are numerous local institutions in urban areas which provide for care and custody of juvenile delinquents. Then also, the State Reformatories for men and women take under their jurisdiction certain juveniles. This section is devoted to a brief discussion of some of the more important institutions performing this service.

Ohio State Reformatory

Any boy over sixteen years of age who has committed an act which, if committed by an adult, would be a felony may be sentenced by the juvenile court to the Ohio State Reformatory. In such cases, the Reformatory is not considered a prison but a school. 70

When an application of the Superintendent of the Boys'

70 See Lamneck, J. H., op. cit., p. 181.
Industrial School is approved by the State Department of Welfare, a boy over sixteen years of age may be transferred from B. I. S. to the Ohio State Reformatory.\textsuperscript{71}

In 1945 there were 41 boys aged sixteen and 124 boys aged seventeen committed to the Ohio State Reformatory.\textsuperscript{72}

**Ohio Reformatory for Women**

Any girl over sixteen years of age may be committed by the juvenile court to the Ohio Reformatory for Women when she has committed an offense which would have been classified as a felony if done by an adult.\textsuperscript{73}

Upon the written order of the Ohio Board of Administration in the State Welfare Department, any inmate of the Girls' Industrial School who is over fourteen years of age may be transferred to the Ohio Reformatory for Women, whenever such inmate is incorrigible or her presence is detrimental to the well-being of the institution.\textsuperscript{74}

**City Industrial Schools**

Cleveland and Cincinnati maintain corrective schools for their own local delinquent boys and girls. The Cleveland school for girls is located in Brecksville, fifteen miles south of Cleveland. It is called Blossom Hill School for Girls. The Cleveland school for boys is known as the Hudson School for Boys. Boys and girls in both of these are com-

\textsuperscript{71} See Sec. 2096, G. C., 103 O. L., 880.
\textsuperscript{72} Information received from Bureau of Juvenile Research in Columbus, Ohio.
\textsuperscript{73} See Sec. 2148-5, G. C., 113 O. L., 499.
\textsuperscript{74} See Sec. 2148-6, G. C., 106 O. L., 131.
mitted there by the Cuyahoga County Juvenile Court. The Cincinnati school for girls is known as the Hillcrest School while the school for boys is called the Glenview School. The boys and girls committed to the Cincinnati schools are sent there by the Hamilton County Child Welfare Board. The county pays for the maintenance of the Cincinnati Schools while the Cleveland Schools are operated as a division of Cleveland's Department of Health and Welfare. Teachers are supplied for all the schools by the city boards of education in each city. These schools do not facilitate all the local juvenile delinquents. Both of these counties, Cuyahoga and Hamilton, usually send their worst delinquency cases to the State Industrial Schools.

**Children's Homes**

There are fifty-two county children's homes in Ohio which are supported by public funds. They receive children by commitment from the juvenile courts, but do not make it a general practice of accepting delinquents. Children's Homes may receive children under eighteen "who have resided in the county a year" and other children from other counties "where there are no children's homes,...provided that a juvenile court of the county may at any time commit a child to the board of trustees when in the opinion of the judge it should be so committed."\(^7\)

Closely supervised boarding homes are to be used for children who are not suitable for care in the children's

---

\(^7\) Sec. 3089, G. C., 113 O. L., 528.
home because of behavior, or mental, or physical condition.

**Humane Societies**

The oldest child-protective agencies in Ohio are the humane societies. Beginning as animal-protective agencies they gradually extended to the prevention of cruelty to children and to the care of children suffering from parental neglect. Since the boundary line separating dependent, neglected, and delinquent children is a shadowy one, most humane societies serve delinquent girls and unmarried mothers. The Ohio Humane Society in Cincinnati is certified by the State Department of Public Welfare to supervise neglected children in their own homes. The Cleveland Humane Society is certified not only for protective service but for placement of children in foster homes or institutions. There are also humane societies in Youngstown, Ashtabula, Akron, Toledo, and Dayton.

**Vocational Training Schools**

Ohio has ten small training schools for girls which are privately supported. They are intended for training and character building. These training schools are located at Cincinnati, Cleveland, Columbus, Akron, Toledo, Youngstown, and Hamilton. Of these the Luella Cummings Home at Toledo is the largest and is considered as one of the best. This institution has a capacity of sixty girls with a few others coming for day school, besides a considerable number placed out in wage homes under supervision. Teachers are supplied by the Toledo Board of Education. When the juvenile court
refers girls to the Home for probation care, the county pays their expenses. The Community Fund supports the others.  

**Convent Schools**

For the care of delinquent girls, Cleveland, Cincinnati, Toledo, and Columbus have depended for many years on convent schools maintained by Catholic charity, supported by contributions of individuals, community funds, and diocesan church groups in the four Catholic dioceses in Ohio. Because of a dearth of other resources they have been used for years both for young girls and for women past twenty-one, for beginners in delinquency, for the feeble-minded and the psychotic, for Protestant and Catholic. While giving some vocational instruction in sewing, typing, and laundry work, they serve mainly as custodial institutions, protecting society from the girls and relying for rehabilitation almost wholly upon religious instruction and training. In later years those located in progressive counties have attempted to change programs to meet new needs, and also to arrange for casework service through local agencies. 

**Big-Sister Organizations**

Most of the largest cities in Ohio have some Big-Sister organization. At Cleveland the Big Sister Council was made a part of the Girls' Bureau and does not maintain an institution. The Columbus Big Sisters have a residential training school with a capacity of approximately twenty girls, while

---

76 See Holy, T. C., and Doty, Cornelia, op. cit., p. 34.
77 Ibid., p. 33.
twice that number are under supervision in wage homes.

At Cleveland there are organizations for Catholic Big Sisters and for Jewish Big Sisters. The latter is affiliated with the Jewish Social Service Bureau, a family agency. The Oakcrest Big Sisters Home at Cincinnati is operated by the Women's Department of the Federation of Churches. It receives such girls as are recommended by various agencies, with the approval of the juvenile court for a period of a year or until a change of commitment. 78

Maternity Homes

The next considerable group of institutions for girls considered delinquent offers shelter to pregnant girls and maternity care for unmarried mothers and their children. Of these there are seventeen in the state. Most of them follow a national pattern, although they are supported locally. There are five Florence Crittenton Homes for white girls, located in Cleveland, Columbus, Toledo, Akron, and Youngstown which are supported by community funds and private gifts. The Salvation Army maintains maternity homes and hospitals at Cleveland and Cincinnati and offers care to both colored and white girls. There are three Catholic maternity homes serving the dioceses of Cincinnati, Cleveland, and Columbus, with case-work service provided by bureaus of Catholic Charities at the Cleveland, Toledo, and Cincinnati dioceses. There are six other small independent maternity homes, all of which are located in large cities throughout the state. 79

78 Ibid., pp. 35-36.
79 Ibid., p. 35.
Benevolent Institutions

The State maintains various benevolent institutions to which occasionally the juvenile courts send certain juvenile delinquents, whom they deem have committed delinquent acts because of mental or physical weaknesses or handicaps. The institutions most commonly used for these delinquents are those for the feeble-minded and epileptics. Others are sometimes sent to institutions for the mentally ill. These benevolent institutions are used for delinquents only when the court concludes that the child needs the care of these institutions because of his physical or mental handicap.
CHAPTER VIII

THE COMMUNITY APPROACH TO PREVENTING DELINQUENCY

The report of the 1940 White House conference on children stated that children come to the court because the home, the school, and other agencies in the community fail to meet their needs. The courts are not authorized by law to institute community planning for the prevention of delinquency, but they are expected to cooperate. An undesirable tendency of the courts in the past has been that they have accepted almost all of the responsibilities of delinquents and behavior problem children which have been thrust upon them by lazy and indifferent communities. Recently the courts have been forced to realize that they have certain limitations. As Frederick A. Moran, Executive Secretary of the New York Catholic Protectory once 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 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." 80

Some progress has been made in the past few years in getting the community to realize that it is its primary responsibility, and not that of the courts or even the police, to eliminate or correct conditions which give rise to juvenile delinquency, such as bad housing conditions, bad home environment, deficiencies in school facilities, and lack of recreation and play centers. Although some progress has been made to eliminate such conditions, there is yet a tremendous amount of work to be done before these conditions will be eliminated.

It is definitely the obligation of the community to take whatever steps may be necessary to correct or eliminate conditions found to be conducive to juvenile misbehavior, either by bringing about a general improvement in adult behavior, or by broadening the scope of the school and other social agency activities, so as to provide a wholesome environment and influences of sufficient potency to counterbalance and outweigh the harmful influences to which juveniles are subjected.

Before any very advanced program of coordinated community prevention of juvenile delinquency can be achieved, there must be an enlightened public opinion whole-heartedly in support of it. To achieve such prevention will require the thorough cooperation of every public and private agency in the community. In order to awake public opinion on this problem, it is necessary to get the public to recognize the existence of behavior problems in the home, school, and
community, and appreciate that the home and neighborhood conditions more often than the badness of the child determine whether or not a child will be referred to a juvenile court and, after hearing, whether he will be sent home or placed in an institution. Until such an appreciation is gained by the public, they will continue to view with alarm the misdeeds of the younger generation without stopping to consider that it is really their own responsibility. Distribution of literature, radio talks, newspaper and magazine publicity, lectures, and study-club work are all useful in educating public opinion.

There are numerous agencies in every community that have a responsibility in preventing children from becoming behavior problems. I shall discuss briefly those agencies that have the most significant role to play in preventing delinquency.

The Significance of the Home

The home is the most vital influence in the lives of children. There is nothing that can be substituted for good parents and a good home. It is in the home where the child's needs for security, affection, and opportunities for development, which are necessary for shaping his personality properly, are met or thwarted.

Today, when there is one divorce for every five marriages, plus the breakdowns of other homes caused by death and desertion, as well as the continuance of other homes in which there is constant strife and friction between the parents, it is quite obvious that many children are being
deprived of a right to a normal home life. Since half of the delinquency cases throughout this country are estimated to be directly or indirectly influenced by broken homes, according to statistical data that has been kept for the past few years, it behooves the community to assume an interest in such children. Since many behavior problems may also be traced to unhappy home conditions, assistance to such parents often may aid in the prevention of juvenile delinquency. Following are some suggested ways of aiding the promotion of successful home life.

"(a) Promotion of economic security through establishment of wage levels adequate to maintain wholesome living standards, regularization of employment, prevention of industrial accidents and disease, workmen's compensation, and similar measures.

(b) Preparation for marriage and parenthood should be furthered by instruction on courtship, marriage, and parenthood in high schools and colleges.

(c) There should be parental education which will provide instruction in the principles of homemaking, family relationships, and the education and care of children.

(d) Public home relief and mother's aid should be provided in cases where the families would be broken up because of poverty conditions if such were not granted."81

The community should also see to it that the parents give the proper care, direction, and guidance to their children. All of the facilities of a community should be used to make parents aware of their children's needs. Motion picture shorts and radio programs which set forth dramatically children's needs may be used. Parent-teacher

associations and similar organizations can do much to stimulate parents as to their responsibilities. Newspapers and the church can also do much. There should be qualified counseling and information service available for parents who wish advice with regard to special problems of their children; this might be provided through social agencies, schools, churches, or child guidance clinics.

Courts in some areas are attempting to control parents in the care of their children through the use of legal measures with penalties for failure to comply, such as failure to have their children off the streets and in their homes by the time set by curfew ordinances. As a penalty the parents of delinquent children must attend special schools to receive instruction in parental responsibility. Since this instruction is used as a penalty, its merit is questionable.

The School

While the home is probably the most important influence in shaping the child's personality and in bringing about his growth and development, there is no question but that the school is the next most important agency to influence his character. Since the school is the only agency over which the state has any direct effective control, there is no reason why it should not be made a strong effective bulwark in preventing delinquency. Furthermore, since the school gets the child at a quite early age and keeps him until he had passed through most of the period of adolescence, there is every reason why this agency should and must exert an effec-
tive influence in his development and adjustment for later life.

Schools should make children happy, confident, and secure. Any school situation which creates unhappiness, fear, and insecurity is leading many children toward unadjusted personalities. Failure or retardation, truancy, behavior disorders, incorrigibility, and delinquency are all symptoms of personality unadjusted to the school situation. Children who are guilty of any of the forms of conduct I have just mentioned are usually dissatisfied and unhappy.

Dr. O. H. Calhoun and Dr. Jessie H. Charters of the Bureau of Juvenile Research in Columbus, Ohio presented a report on "What Makes a Good School," at a meeting of the Women's State Committee of Ohio for Public Welfare, Health, and Education on April 27, 1940. This report sets forth the ways that the school may meet the needs of the children, and thereby act as a preventive force to juvenile delinquency. The school which will fit the needs of the children will:

1. Provide for a happy, successful first year with special care.

Method might be to sort first grade children into two groups.
(a) Those ready for average first grade work;
(b) Those not ready for first grade work. "b" group would include (1) those capable of first grade work when physical, emotional, and other remediable handicaps are corrected; and (2) the dull children. This last group should be given even more play than the other first year groups. Teachers should be specially trained and gifted for this work.
2. Revise systems of grading and promoting (and attitudes toward grades) to eliminate failures which result in fear and insecurity.

3. Revise curricula to fit the needs and abilities of all children.

4. Develop a guidance program to provide the best educational experience for each individual child.

5. Remove all stigma from such socially valuable subjects as home economics, trade and vocational training groups. This may be accomplished partly by not treating them as a "last resort" for dullards and a punishment for incorrigibles.

6. Provide a medical program which will (a) remedy physical handicaps—visual, hearing, etc., early in the first year; (b) keep the child fit throughout his school life.

7. Use psychological clinics (Bureau of Juvenile Research, university clinic) and look forward to providing its own local services.

8. Insist on having teachers trained in this kind of a school and therefore urge teacher-training institutions to set up a training program which will include mental and physical hygiene, guidance, etc.

9. Provide in-service training and supervision for (a) the regular classroom teacher; (b) selected teachers, especially for the first year groups and for the junior high years; (c) visiting teachers.

In-service training would involve effective teachers' meetings, institutes, short courses, reading and discussion groups, planned visits to successful schools, and occasional summer courses with practical laboratory experience. 82

Most of the larger school systems in Ohio are utilizing the services of visiting teachers to meet the school attendance problems. It is their duty to check and give recognition to the social and emotional factors which may be at the root of the non-attendance. The visiting teachers make numerous home calls and attempt to show parents the importance of the entire school program. They are often used to help assist maladjusted pupils in making proper adjustments. An important requirement for all visiting teachers is that

they be trained in social case work.

The public schools can do much toward preventing delinquent by seeing to it that their school buildings and recreational facilities are fully utilized before and after school, on week-ends, and during vacation periods for supervised activities for all of their youth. Some cities have recently passed additional tax levies in order to achieve this purpose.

**Church Influences**

More than half the children in the United States are not receiving any kind of religious instruction. The brief Sunday session of the church school is hardly adequate for religious training of those who do attend with greater or less regularity. Delinquency does not flourish in a religious atmosphere.

The church should fulfill a two-fold purpose. First of all, it is responsible for spiritual guidance. By such guidance the child should develop a sense of value as to what constitutes acceptable and unacceptable behavior, and he should learn to respect and regard the rights of other persons. Secondly, the church should serve as a community center. In order to fulfill this two-fold purpose, the program of the church should be a thorough and effective one. It should provide private counseling, general and special religious services, special class and religious instruction, study groups, and special programs. Full use should be made of church buildings for providing leadership for social,
musical, and community activities in which boys and girls as well as their parents may join. The church should provide for clubs, discussion groups, choirs, games, athletics, contests, and suppers. With such a full program in which youth have a strong part to participate, juvenile delinquency will be greatly decreased.

Recreation and Leisure Time Activities

"It has been estimated that the average young person eighteen years of age has spent about forty percent of his time outside his home and school."83 It is an absolute necessity for the community to provide adequate leisure time activities, organized under properly supervised public and private auspices, or otherwise the children will use this time in unwholesome activities and places which will do much to defeat any good work that might be done by the home, church, and school. If communities do not take upon themselves the responsibility of building adequate playgrounds, sufficient neighborhood recreation centers, and providing camping facilities in the summer, then the boys and girls of that community will be a liability, and the juvenile delinquent is as much a liability to the fiscal budget as he is to the community conscience. Such a recreational program costs money, but it is more economical as well as humane to spend thousands helping youth than to spend millions incarcerating them. Bon Bosco, a famous leader of youth, once said, "If you would invest wisely, invest in youth."

83 Lenroot, Katharine F., op. cit., p. 23.
Katharine Lenroot has set forth in one of the Children's Bureau Publications the minimum healthful recreation facilities that should be provided under municipal or other public auspices in each city. The essentials include the following:

"(a) Public playgrounds.—An adequately supported public playground, providing at least 100 square feet of play space for each child, should be located within one-quarter of a mile of every city home and should be open for year-round use for both younger and older children. Such playgrounds should be under the management of trained play leaders, who may serve also as 'community agents', seeking out those children who do not come to the playground and sponsoring interesting programs, interplayground tournaments, and similar activities that will provide a challenge to the lure of street play and gang associations.
(b) Athletic fields.—These should include baseball diamonds, basket-ball and tennis courts, municipal golf courses, football fields, and space for all types of athletic sports to serve older children and adults who will come a mile or so to use the facilities.
(c) Municipal beaches, swimming pools, and wading ponds.
(d) Play streets.—In areas where sufficient playgrounds are lacking, municipalities should block off from traffic certain streets at specified times for the use of children at play.
(e) Camp sites and parks for picnics, hikes, and nature study.
(f) Public-library service.—It has been estimated that 45 percent of the population of this country live in communities without public library service. The establishment of municipal and county libraries should be encouraged, and in existing libraries specialized service for children should be improved. State library-extension agencies should be strengthened. All library service should provide guidance in the selection of books. The public schools should have school libraries under the supervision of a person professionally qualified to select books and direct reading.
(g) Concerts and musical activities.—Public band concerts, community choruses, and "sings" add to the enjoyment and cultural development of the citizenry. Such activities offer a good field for cooperation between public and private agencies and help to promote community spirit.
(h) Museums.—Art galleries and special exhibits
afford opportunities for instructive use of leisure time for young people and adults.\(^{84}\)

**Other Community Agencies**

Without the cooperation of civic minded citizens, community agencies, organizations, and institutions, the problem of reducing and preventing delinquency, and even the care of many of those who have committed delinquent acts, would be an almost impossible task.

There are numerous agencies and organizations in almost every community, besides the primary ones which I have already mentioned, which make very significant contributions in curbing the delinquency problem. Some of the more important agencies and organizations are: the American Red Cross, Big Brothers' and Big Sisters' Associations, Boy Scouts, Girl Scouts, Y.M.C.A., Y.W.C.A., Bar Associations, Florence Crittendon Homes, Lions Clubs, Rotary Clubs, Humane Societies, Hospitals, Salvation Army, American Legion, Chamber of Commerce, Religious Associations, Universities and Colleges, Children's Bureaus, County Welfare Departments, Child Welfare Boards, and Councils of Social Agencies. Before the services of all these various agencies can be used properly and fully without having overlapping and misuse, it is necessary that there be a coordinating unit. In the past few years these agencies have generally been coordinated by the Council of Social Agencies in those cities that have such and organization. Since these councils are usually understaffed and have a mass of social activities to take care

of, often only a small amount of their attention is devoted to the delinquency problem.

Since there were a number of counties, particularly rural counties, which had no coordinating organization responsible for providing for the protection and help of any child in the county that might need such, the state legislature at the last general session provided that it was mandatory for each county to have either a Child Welfare Board or a County Welfare Department which could look after the needs of all children who warranted help. This child welfare legislation became effective on January 1, 1946. This new organization should relieve many of the courts of the responsibility of placing their delinquent children. It should be able to administer a large number of the neglected and dependent children without a court order when there is no controversy over custody. As I stated at a previous point in this thesis, one-third of the children coming before the courts in Ohio for the past few years have been neglected and dependent children. Therefore, with many of these kept from the courts, the courts will be able to concentrate more so on their delinquents, and perhaps perform a better service with them. One other advantage of this new legislation is that it should tend to thwart the practice of placing children in jails because the law provides that the newly created boards may plan for boarding or receiving homes for delinquent children.

The following Table indicates the child care agencies of each county in the state. The organization for these agencies was just completed in June of this year (1946).
All counties preceded by an asterisk operate a Children's Home.

TABLE 15

County Public Child Care Agencies in Ohio (1946)

*ADAMS--County Child Welfare Bd.
*ALLEN--County Child Welfare Bd.
*ASHLAND--County Child Welfare Bd.
*ASHTABULA--County Child Welfare Bd.
*AUGLAIZE--County Dept. of Welfare
*BELMONT--County Child Welfare Bd.
*BROWN--County Child Welfare Bd.
*Butler--County Dept. of Welfare
*CARROLL--County Dept. of Welfare
*CHAMPAIGN--County Dept. of Welfare
*CLARK--County Child Welfare Bd.
*CLERMONT--County Child Welfare Bd.
*CLINTON--County Child Welfare Bd.
*COLUMBIANA--County Dept. of Welfare
*COSHOCTON--County Child Welfare Bd.
*CRAWFORD--County Child Welfare Bd.
*CUYAHOGA--County Child Welfare Bd.
*DARKE--County Child Welfare Bd.
*DEFIANCE--County Dept. of Welfare
*DELAFIELD--County Dept. of Welfare
*ERIE--County Child Welfare Bd.
*FAIRFIELD--County Child Welfare Bd.
*FAYETTE--County Child Welfare Bd.
*FRANKLIN--County Child Welfare Bd.
*FULTON--County Dept. of Welfare
*GALLIA--County Child Welfare Bd.
*GEauga--County Dept. of Welfare
*GREENE--County Child Welfare Bd.
*GUERNSEY--County Child Welfare Bd.
*HAMILTON--County Child Welfare Bd.
*HANCOCK--County Child Welfare Bd.
*HARDIN--County Dept. of Welfare
*HARRISON--County Child Welfare Bd.
*HENRY--County Dept. of Welfare
*HIGHLAND--County Child Welfare Bd.
*HOCKING--County Child Welfare Bd.
*HOLMES--County Dept. of Welfare
*HURON--County Dept. of Welfare
*JACKSON--County Child Welfare Bd.
*JEFFERSON--County Child Welfare Bd.
*KNOX--County Child Welfare Bd.
*LAKE--County Child Welfare Bd.
*LAWRENCE--County Child Welfare Bd.
*LICKING--County Dept. of Welfare
*LOGAN--County Child Welfare Bd.
*LORAIN--County Child Welfare Bd.
*LUCAS--County Child Welfare Bd.
*MADISON--County Dept. of Welfare
*MARMON--County Child Welfare Bd.
*MARTON--County Dept. of Welfare
*MEDINA--County Dept. of Welfare
*MEIGS--County Child Welfare Bd.
*MERION--County Dept. of Welfare
*MIAMI--County Child Welfare Bd.
*MONROE--County Child Welfare Bd.
*MONTGOMERY--County Child Welfare Bd.
*MORRIS--County Dept. of Welfare
*MORRIS--County Dept. of Welfare
*MUSKINGUM--County Child Welfare Bd.
*NOBLE--County Dept. of Welfare
*OTTAWA--County Dept. of Welfare
*PAULDING--County Dept. of Welfare
*PERRY--County Child Welfare Bd.
*PICKAWAY--County Child Welfare Bd.
*PIKE--County Child Welfare Bd.
*PORTAGE--County Dept. of Welfare
*PREB--County Child Welfare Bd.
*PUTNAM--County Dept. of Welfare
*RICHLAND--County Child Welfare Bd.
*ROSE--County Child Welfare Bd.
*SANDUSKY--County Dept. of Welfare
*SCIOTO--County Child Welfare Bd.
*SENACA--County Dept. of Welfare
*SHERRY--County Child Welfare Bd.
*STARK--County Dept. of Welfare
*SUMMIT--County Child Welfare Bd.
*TRUMBULL--County Child Welfare Bd.
*TUSCARAWAS--County Child Welfare Bd.
*UNION--County Child Welfare Bd.
*VAN WERT--County Dept. of Welfare
*VINCENT--County Child Welfare Bd.
*WARRICK--County Child Welfare Bd.
*WASHINGTON--County Child Welfare Bd.
*WAYNE--County Child Welfare Bd.
*WILLIAMS--County Dept. of Welfare
*WOOD--County Dept. of Welfare
*WyANDOT--County Dept. of Welfare
CHAPTER IX

RECOMMENDATIONS AND CONCLUSIONS

Juvenile delinquency is an age-old problem. It is a problem that attracts much public attention. Whenever a spectacular example of delinquency is written up in the newspapers or dramatized over the radio, it receives much excited comment by many people, but yet, far too often, the efforts against delinquency stop with mere talking. There has been much excellent work done about it; many competent people have engaged in the work; there has been a vast quantity of knowledge accumulated on it; but nevertheless, the administration of juvenile delinquency in Ohio, as well as in most other states, is not as effective as it should be.

One of the most critical features about the administration in the past is that it has been more or less left to the volition of each individual community. Prevention and treatment is "everybody's business" but a coordinated attack, tends to be "nobody's business". There is a need for a better coordinated program on both the State and local levels. The recent legislation providing for mandatory child care agencies in each county is a good beginning step toward this goal, but there is still much to be done in this respect.

General

1. In the light of the above paragraph, my first recom-
mendation is that the legislature pass a law for the appointment of a State Commission to make a comprehensive study of juvenile delinquency administration in Ohio with the purpose of learning how to increase the effectiveness of the services of various agencies throughout the state. This will most likely involve the development of a state coordinated program. The commission should have a sufficient appropriation to enable it to carry out this responsibility thoroughly, and it should have at least one year to complete the study.

The Courts

1. The courts should be freed from much of the work with which they have had to contend during the past few years. The schools and police, with properly trained personnel on their staffs, should be able to administer the less difficult behavior problem cases. The new county child care agencies should handle all those dependent cases which do not involve a question of controversy, and they should also be responsible for finding places of disposition for those delinquents who must be removed from their homes. When the courts are freed from the forementioned responsibilities, they will be able to perform a better service with the more serious delinquency cases that they face.

2. It would be better that the juvenile judge be appointed rather than elected by popular election, as is now the case. The judge should be chosen because of his special qualifications for juvenile court work. He should be acquainted with social problems and should possess and under-
standing of child psychology. It probably might be better if he would have legal training, but I do not think this qualification is an absolute necessity. Far too many of the probate court judges, in the eighty counties where the probate judges act as juvenile court judges also, have none of the qualifications that I have just mentioned.

3. There should be proper detention home facilities made available in all of the counties for juveniles so that they will not have to be detained in jails. Detention should be limited to children for whom it is absolutely necessary. The length of detention should be kept as short as possible.

4. It is desirable to have women as referees to administer girls' cases.

5. Before the child comes before the judge all possible information should be gained about him. This information should be gotten as quickly as possible so that the case can be dispensed with early.

6. There should be no publicity about the juvenile cases. Only those should be present at the hearing who have a direct concern in the case.

7. The probation officers should become more professionalized. To better enhance this professionalization, I would suggest that the state set up an organization in the Public Welfare Department to serve in an advisory and supervisory capacity to probation officers. I would even suggest that this organization be responsible for the establishment of a merit system for the selection of probation
officers. The salaries for this work should be raised sufficiently to attract able people into the profession.

8. Unless circumstances are very bad, children should be placed by the courts back in their own homes under capable probation officers. This disposition depends entirely upon the nature of the child, the nature of the home condition, and an adequate and capable probation staff.

9. When it is deemed unwise to place the child in its own home, it should be placed in a foster home, unless the needs of the child dictate that it will not adjust properly there.

10. Institutional care should be utilized only when very careful study clearly indicates the necessity for it. This will depend upon a thorough knowledge of the needs and possibilities of the child. There has been much institutional placement practiced in Ohio which was unwarranted because many counties lack adequate facilities for disposing of cases, and also many courts make placements without adequate study of the offender before sentence. Since institutional treatment in the two State Industrial Schools is financed by the State, many counties dispose of their behavior problems there. The present system of commitment to institutions is therefore very sporadic and unrelated in different counties.

Since this institutional commitment is so badly abused in the present decentralized system, I suggest that every child be studied by the Bureau of Juvenile Research or one of its Field Clinics before a definite decision is made for placement in institutions. This would mean that the present
Field Clinic service would have to be given to more counties before such a program could be used. The present staffs of the Bureau and the Field Clinics are not large enough to assume this additional responsibility. There is no question though, but that this means of deciding on institutional commitment would reap dividends over a period of time, because many children come out of these institutions worse than when they entered. If only the proper ones were entered, such a serious result would not be the case.

11. The systems of records kept in courts should be more uniform and complete. Also, it should be made a mandatory requirement that all courts make monthly reports on their delinquency cases to the Bureau of Juvenile Research. At the present time twenty-three counties are not reporting their cases to the Bureau. These counties represent fifteen percent of the population.

The Police

1. A Juvenile Police Bureau should be set up in each large community. Personnel chosen for this agency should have a knowledge of child psychology. They also should have intensive training in case work and in the recognition of sources of delinquency in the community.

In small communities the entire police staff should be given instruction in the modern approach to behavior problems in order to assist in locating children in need of special help.

2. The police should work in close cooperation with
the juvenile court and the school in the handling of juvenile cases. The police should administer trivial cases of delinquency without making referral to the juvenile court. This latter will keep the child from having a court record and will lighten the responsibility of the court.

Clinics

1. Additional field clinics should be established by the Bureau of Juvenile Research for the study of problem children. The Bureau now has three field Clinics, each serving about ten counties. The Bureau anticipates eventually having eight field clinics. These would be able to service all of the smaller populated counties which are in dire need of additional psychiatric service. Most of the large communities have adequate facilities to handle their minor problems. Once a thorough set-up of field clinics is established throughout the state, the less serious cases can be handled there, while the more serious cases may be referred to the Bureau of Juvenile Research for more concentrated study.

2. Low salary schedules plague the Bureau of Juvenile Research and its clinics, making it very difficult for the Bureau to retain its most competent staff members. Salaries for these specialists should be good because this is very important work.

Institutions

1. There should be "medium security" institutions established to relieve the over-crowded conditions at the
Boys' Industrial School and Girls' Industrial School and to segregate those boys and girls who are difficult behavior cases, such as runaways and over-aggressive inmates who cannot be properly cared for in an open-type institution. There are now 900 boys in the Boys' Industrial School housed in facilities erected a third of a century ago to accommodate 600. These "medium security" institutions could be operated as a part of B.I.S. and G.I.S. but at a location separate and apart from them.

Since the two state institutions for delinquent boys and girls are so extremely crowded, a shorter period of treatment in the institutions has been necessitated. For the girls it has dropped from fifteen months to about ten months. In such a short time it is impossible to overcome old tendencies of the inmates.

2. Both institutions should have a psychiatric service. At the present time neither has any psychiatric service. They must depend on occasionally getting psychiatric aid from the Bureau of Juvenile Research. The Psychology Department of the Boys' Industrial School is understaffed, and is therefore not able to give as complete psychological service as it should.

3. There should be more recreational facilities given to both institutions. The facilities at the present time are extremely inadequate to meet the needs of the large enrollments.

4. Larger medical facilities are needed in both schools. The Girls' Industrial School relies on the services of a visiting physician who makes periodical visitations to the institution.
5. The salaries of the personnel working in the institutions are too low. This is particularly true among the teachers. To get proper, capable personnel, more money must be granted for salaries.

The Community

1. The work of community agencies must be coordinated. There must also be cooperation among the agencies. This cooperation can be achieved only through planning by some central bureau, such as the Council of Social Agencies.

2. The most important single agency in developing behavior patterns is the home. Careful attention must be given to strengthening its influence. When possible, help should be provided to parents to increase their understanding of the problems of their children.

3. The schools must give attention to the modification of the curriculum to meet the needs of the children, to improving the guidance services, to expanding the recreation program in relation to the total community program, to working more closely with parents and with community agencies, both public and private. All of this requires a continuous in-service program for improving the staff; as rapidly as possible needed increased services of specialists, visiting teachers, psychologists, and psychiatrists should be provided.

4. The church can render invaluable service along a number of lines. It can develop programs for working with parents. It can provide constructive programs of moral instruction and of recreation, particularly if these will be made available to all children in the neighborhood and not restricted.
5. The various groups like, the Boy Scouts, Girl Scouts, Boys' Towns, Junior Police, and similar groups are important resources in meeting the problem of providing worthwhile activities for boys and girls during their free time. The big problem in most of these voluntary organizations is to get leaders and to provide necessary training and supervision. Every community should give careful attention to this problem.

6. There must be a united community support for any program which aims at the elimination of bad housing conditions and slum areas, improving school facilities, and increasing recreation and play centers.

Conclusion

In conclusion, then, it must be said that juvenile delinquency is a serious problem in those communities of our state and country where it has been attacked only by punitive and repressive measures. Studies, on the other hand, have shown it to be on the decrease in those communities where the problem has been met through a socialized police department, a progressive school system, and a cooperative group of social agencies and civic organizations.

The immediate objective logically deduced from this situation is that there is need for a greater understanding on the part of most communities as to how efficient and workable preventive programs might be launched, and how such programs might be made to function once they are instituted.
BIBLIOGRAPHY

BOOKS

Addams, Jane, Herrick, C. J., Jacoby, H. L., and others: The Child, the Clinic, and the Court (New York, 1925).

Aichhorn, August: Wayward Youth (New York, 1935).

Cadbury, Geraldine: Young Offender, Yesterday and Today (London, 1938)

Encyclopedia of the Social Sciences, Volume VIII, pp. 528-533 (New York, 1932)


Glueck, Sheldon, and Glueck, Eleanor, T.: One Thousand Juvenile Delinquents (Cambridge, Massachusetts, 1934)

Healy, Wm., and Bronner, Augusta F.: Delinquents and Criminals, Their Making and Unmaking (New York, 1926).

Healy, Wm.: New Lights on Delinquency and Its Treatment (New Haven, 1936).

Holy, T. C.: Survey of the Boys' Industrial School (Columbus, 1940).

Holy, T. C., and Doty, Cornelia: Survey of the Girls' Industrial School (Columbus, 1942)


Lindsey, Ben B., and Evans, Wainwright: The Revolt of Modern Youth (New York, 1925).


National Probation Association: Dealing with Delinquency (New York, 1940)

Ohio General Code: "Juvenile Court," Sec. 1639-1 through Sec. 1639-60 inclusive.
Ohio General Code: "Boys' Industrial School," Sec. 2083-2100 inclusive.

Ohio General Code: "Girls' Industrial School," Sec. 2101-2119-1 inclusive.

Ohio General Code: "Bureau of Juvenile Research," Sec. 1841-1 through Sec. 1841-6 inclusive.


Thurston, Henry W., Concerning Juvenile Delinquency (New York, 1942).

Van Waters, Miriam: Youth in Conflict (New York, 1925).
PAMPHLETS, BULLETINS, AND REPORTS

Bureau of Juvenile Research (Ohio), Annual Report for 1944 (Columbus, 1945).


Department of Public Welfare (Ohio), Twenty-first Annual Report (Columbus, 1944)

Department of Public Welfare (Ohio), The Bureau of Juvenile Research (1920-1922).

Department of Public Welfare (Ohio), Ohio Manual on Boarding Children in Private Homes, by Esther M. McClain (Columbus, 1932).

Department of Public Welfare (Ohio), Quarterly Bulletins for (June, 1941), (December, 1942), (June, 1943), (September, 1944), and June, 1945).


Franklin County Domestic Relations Court, Annual Report for 1944 (Columbus, 1945).

Interdepartmental Committee on Delinquency (New York), Preventing Juvenile Delinquency (New York, 1944).

Lucas County Domestic Relations Court, Annual Report for 1941 (Toledo, 1942).

Montgomery County Domestic Relations Court, Annual Report for 1944 (Dayton, 1945).

National Probation Association: Survey of the Juvenile Court and Probation Department in Lucas County (Toledo, 1932).


Ohio Probation Association, The Ohio Crusader, on "Prevention of Juvenile Delinquency," October, 1938 and September, 1940.

Ohio State Reformatory, The Ohio State Reformatory 1896-1934, (Massillon, Ohio, 1934).
Research Department of the Community Chest, Cincinnati: Relati
Relation of Group Work and Case Work Agencies to Delinquency (Cincinnati, 1944)


MAGAZINE ARTICLES


