

NOT
PRINTED
IN
1940
OR
1941



A JUVENILE COURT IN WORLD WAR TWO

ANNUAL REPORTS
for 1942 and 1943

THE CUYAHOGA COUNTY
JUVENILE COURT

CLEVELAND
OHIO

A. V. Mandelbaum



Courtesy of the Cleveland Press

"RESPONSIBILITY BEGINS AT HOME!"

A JUVENILE COURT IN WORLD WAR TWO

Annual Reports for the Years 1942 and 1943 of The Cuyahoga County Juvenile Court Cleveland, Ohio

Introduction The above title was chosen because of the present general interest in juvenile delinquency and the popular tendency to consider its increase as a war-time phenomena. Undoubtedly conditions brought about by war have affected delinquency in this and other areas. To show the extent and kind of this effect is one of the purposes of this report. To this end comparisons will be drawn between court statistics during World War One and the present conflict. Comparisons will also be made with typical peace time years in order that a true picture of the significance of present delinquency may be obtained.

Much has been said and printed during the past year about abnormal and sensational increases in delinquency here and elsewhere. Much of this has been misleading because of the tendency of speakers and writers, even some of those in official positions, to misuse the term "juvenile" by applying it to all minors under the age of twenty-one years. The result has been that the real juveniles, children under eighteen years of age, have been debited with the misbehavior of the older group. While there has been an increase in delinquency among juveniles, the record shows that in Cuyahoga County the increase has neither been excessive nor has it been in the categories of really serious misbehavior.

With this report we resume the publication of biennial reports begun in 1929. Because of conditions beyond our control the series was broken by the omission of a printed report for the years 1940-41. Certain figures from these years are introduced in this report where they are useful for comparison or necessary for the understanding of present trends.

Because of current shortages of help, material and time, this report will be brief and highlight only the facts of immediate importance. In common with other welfare agencies, the court is passing through a period in which it is called upon to handle an increased volume of work, of greater urgency and difficulty, with a considerably depleted staff. The armed forces have already received twenty-

four of our older and more experienced employees, and before this report can be distributed three more will probably have answered the call. A number of employees have left to accept more attractive positions in other cities, agencies or industries. Two of our oldest employees have retired on pensions during this period. The clerical services have been in a state of constant flux. The staff turnover in the past two years has been greater than in the previous ten years. The remaining members of the staff have cheerfully shouldered additional burdens, worked longer hours when necessary and applied themselves more assiduously to the difficult tasks with which they have been confronted. The newer members of the staff have brought with them an enthusiasm and a determination that have enabled them to discharge unfamiliar duties in a surprisingly efficient manner. The Court takes this opportunity to acknowledge the wholehearted support and loyalty of the members of its staff and to thank them for it.

INCREASED JUVENILE COURT CASES DURING THE PAST FIVE YEARS

TABLE I
Total Complaints—Official and Unofficial
For the Five Years — 1939 to 1943 Inclusive

Type of Complaints	1939	1940	1941	1942	1943
Total Complaints—Official and Unofficial..	5142	5421	5753	5901	6536
Official Complaints—Total	3007	3186	3482	3463	3620
Delinquency—Totals	1595	1674	1790	1814	2244
Boys	1232	1281	1368	1304	1623
Girls	363	393	422	510	621
Dependency	241	316	276	251	207
Neglect and Non-Support.....	953	934	1061	898	759
Consents to Marry	84	69	88	141	129
Adults tending to cause delinquency.....	10	4	12	10	18
Certification for Custody.....	68	107	98	83	57
Bastardy	56	82	157	266	206
Unofficial Complaints—Total	2135	2235	2271	2438	2916
Delinquency—Totals	1324	1388	1376	1428	2032
Boys	1101	1139	1163	1116	1654
Girls	223	249	213	312	378
Dependency	123	49	17	8	6
Neglect and Non-Support.....	684	797	869	1000	878
Adults tending to cause delinquency.....	4	1	—	—	—
Other	—	—	9	2	—

An inspection of Table I will show how the gross number of cases coming before the court has increased since 1939. The total increase is over 1400 cases. Over 600 of these are among the more serious official complaints that require careful investigation on the part of the probation staff and thorough consideration by the judge and referees. Many of these involve criminal charges against adults and trials before juries, such as illegitimacy cases which have increased three fold. Consents to marry have nearly doubled during the past two years. The increases in unofficial complaints (in which no affidavits are filed and which are usually adjusted at a single hearing) have been mainly made up of minor delinquencies, but there has been a slight increase in the complaints of non-support.

WAR TIME INCREASES IN DELINQUENCY PAST AND PRESENT

TABLE II
Comparison of Official Delinquency Complaints
At Different Periods Between Two World Wars

Types of Complaints	1918	1935	1939	1942	1943
Boys' Delinquencies—Total	2956	1636	1232	1304	1623
Offenses against the person.....	96	133	76	78	131
Offenses against property.....	1589	872	678	579	796
Sex Offenses	39	31	43	56	68
Serious mischief and misdemeanors...	702	242	256	299	338
Runaway from home—Local Children	88	53	44	44	49
Runaway from home—Outside County	154	130	55	124	131
Truant from school.....	287	175	80	124	110
Girls' Delinquencies—Total	470	477	363	510	621
Offenses against the person.....	1	2	10	7	9
Offenses against property.....	72	44	29	17	43
Sex Offenses	111	93	78	83	97
Serious mischief and misdemeanors...	105	160	149	232	230
Runaway from home—Local Children	27	68	44	55	57
Runaway from home—Outside County	28	58	24	64	116
Truant from school.....	126	52	29	52	69
ANNUAL TOTALS—BOYS AND GIRLS	3426	2113	1595	1814	2244

World War One In our Annual Report for 1940-41, after reviewing the causes that led to the great increases in delinquency during the First World War, when official complaints increased from 2196 in 1915 to 3434 in 1918, we made the following forecast:

“The social and economic conditions that contributed to the abnormal increase in delinquency during the past war are practically certain to be duplicated during the present war period. By taking a lesson from the experience of the past we should be able to control these conditions and prevent or limit any excessive increases in delinquency. To do so will require intelligent planning, adequate financing and concerted action by the entire community. The welfare of our children is one of the component parts of our Home Defense. We cannot postpone the moral, spiritual and physical training of our children until after the war. By that time they will no longer be children.”

Present Increases During the past two years the anticipated conditions have developed and, in addition, some that could not easily have been foreseen. There has been the same influx of workers from the agricultural and small urban areas and the same housing congestion, although not quite as bad as during World War One. There have been the same high wages, often coming into the hands of those without experience in the handling of such large sums. There has been the same exodus from school classes to easily obtained, well paid, but often dead-end jobs; the same feverish haste to enjoy the present moment to the full; also the same disintegration of family life due to military service, distant war jobs and around-the-clock work hours.

But there have also been newer elements. The previous war did not find so many workers in factories and shops, many of them mothers of adolescent and younger children. It did not come at a time of such great relaxation of morals and steadying conventions. Women and mothers were not yet the open customers of liquor establishments that they are today, often with their small children at their sides. We had not come through such a long period of depression, nor had it left us with such an aftermath of frustrated and discouraged youth.

Table II furnishes the means of appraising the past two years by comparison with three previous years that are each significant of past conditions. Only the more serious problems coming before the court officially are tabulated. The year 1918, was not only the

second year of our active participation in World War One, but it was also the year with the greatest number of delinquency cases in the history of the court. The year 1935 is presented because it approximates closely the average for the ten years of the Great Depression 1930-39, and might be taken as the normal for the expected delinquency of the present period, and the year 1939 because in it delinquent behavior reached the minimum recorded in the entire history of the court.

In making comparisons, especially in years so far apart as 1918 and 1943, changes in population should be taken into account. Since it is impossible to determine the exact number of children of juvenile court age in the county as a whole, the total population for each year is taken as a base for calculating the following delinquency rates:

Year	County Population	Number of Delinquents	Delinquency Rate Per 1000 Pop.
1918	896,200	3426	3.93
1935	1,209,749	2113	1.74
1939	1,216,065	1595	1.31
1943	1,209,146	2244	1.77

Had the rate been as high in 1943 as it was in 1918, with a population increase that amounted to over fifty per cent, we would have had 4751 juvenile delinquents, or considerably more than twice as many as actually were in court.

In 1943, we had 13 fewer delinquent boys than in the average year 1935. They were charged with two fewer offenses against the person, 65 fewer truancies and about the same number were runaways from homes in other localities. Compared with 1918, boys in 1943 committed only about half as many offenses against property, less than half as many misdemeanors and acts of serious mischief. Far less than half as many were truant from school.

Sex delinquencies, about which so much is said in print and over the radio, do not constitute a large group of offenses for either boys or girls. Among boys there has been no significant variation in frequency since 1939. In 1943, the number was slightly below that for 1935 and only a little more than half of what it was in 1918. Among girls, while there have been some increases since 1939, last year's total was only slightly greater than what it was in 1935 and, despite a fifty per cent increase in general population, it is considerably below what it was in 1918.

The total number of delinquency complaints against girls was already higher in 1935 than it was in 1918. In 1939 it dropped to the lowest it has been since 1913. Once before, in 1925, it totaled 621 cases as it did last year. Only once did it exceed that number. That was in 1919 when the total was 655 complaints.

But the prevailing character of girls' delinquencies has undergone a marked change as can be seen in Table II. While sex offenses and truancy, the high groups of 1918, have declined, there has been a very considerable increase in serious mischief and misdemeanors (which include beyond parental control) and in the number of girls from communities outside of Cuyahoga County picked up here as runaways from home and turned over to the court.

TABLE III
Official Delinquency Complaints by Sex and Type—1942-1943

Types of Complaints	Boys		Girls		Total	
	1942	1943	1942	1943	1942	1943
Grand Total—All complaints	1304	1623	510	621	1814	2244
Against the Person—Total.....	78	131	7	9	85	140
Assault and Assault and Battery	18	26	6	7	24	33
Aggravated Assault	3	10	1	1	4	11
Homicide	4	6	—	—	4	6
Rape and Attempts.....	3	7	—	—	3	7
Robbery and Attempts.....	50	82	—	1	50	83
Against Property—Total	579	796	17	43	596	839
Auto Stealing and Tampering	214	258	2	—	216	258
Breaking and Entering.....	201	308	—	—	201	308
Other Stealing	148	205	15	39	163	244
Other Property Offenses.....	16	25	—	4	16	29
Sex Offenses, (all kinds).....	56	68	83	97	139	165
Serious Mischief—Total	299	338	232	230	531	568
Beyond parental control.....	190	208	227	222	417	430
Traffic Violations	68	58	—	—	68	58
Other Misdemeanors	41	72	5	8	46	80
Runaway from Home—Total	168	180	119	173	287	353
Local Children	44	49	55	57	99	106
Children Outside the County..	124	131	64	116	188	247
Truants from School, etc.—Total..	124	110	52	69	176	179

Table III lists the specific complaints that were officially filed against delinquent children in the past two years. Among boys there has been an increase in 1943 of 319 cases over the preceding year. But the total is 13 less than it was in 1935, the average year for the 1930-39 decade. The increase among girls was already marked in 1942 and the upward trend has been continued in 1943.

Among boys, all complaints show some increases in 1943 except truancy. This had reached its high point during the previous year and has since declined. A very large part of present truancy is the result of boys' leaving school and taking jobs without securing work permits, and then truancy complaints are brought in order to secure compliance with this provision of the law. Offenses against the person have increased mainly in the assault and robbery groups, but the total is still below the 1935 average for this classification. Offenses against property have increased in all categories by 215 over the previous year, but are still 176 less than the 1935 average. Sex offenses have increased only slightly. The two types of offenses that show the greatest and most continuous increases during the past few years are beyond parental control and out-of-town runaways.

Girls' offenses in 1943 increased over 1942 mainly in out-of-town runaways and in truanancies, and to a lesser extent in stealing and sex offenses. Other changes are within the range of normal variation.

Out of Town Delinquents Of the 2244 delinquent children before the court in 1943, there were 294 whose home residences were outside Cuyahoga County. These were slightly more than 13 per cent of the total and include, in addition to runaways, 30 boys charged with such offenses as robbery, rape, burglary and larceny, and other forms of stealing; and 17 girls picked up on such charges as stealing, incorrigibility and sex offenses.

Psychiatric Service From 1930 to 1942 the Court had the services of several psychiatrists, some very good and some not so satisfactory, as full time members of its own staff. In many ways this service was very useful to the court.

The suspension of this service has inconvenienced the court, especially in conferences of the psychiatrist with the probation staff, but has not prevented securing this service when needed. Service for all cases in which it was necessary has been obtained through the cooperation of other clinics, hospitals and private practitioners. [A total of 106 psychiatric examinations were made in 1943. These included 79 boys, 26 girls and one woman. These examinations disclosed 3 cases of active psychosis (insanity); 19 psycho-neurotics; 19 psychopathic personalities; 3 with special disabilities, (reading and arithmetic, etc.); 6 who were feeble-minded, (confirming previous psychometric tests); 41 cases of behavior disorder resulting from faulty training; and 15 cases in which no mental deviation could be discovered.]

The court has been seeking a psychiatrist to fill the existing

vacancy but has not succeeded because practically all psychiatrists who have the desired training and experience are now serving with the armed forces of our country. It will continue its efforts and hopes to succeed in the near future, meanwhile it will continue to use available facilities in all cases where such services are necessary. It takes this occasion to publicly express its appreciation of the excellent cooperation it has received from the psychiatrists connected with public and hospital clinics and also those in private practice. With their help no case in actual need of such care has been or will be deprived of this service.

Dispositions of Delinquents The war and the publicity given to the subject have made the community delinquency conscious, which may in part account for the considerable increase in complaints during the past two years. Possibly closer investigation before filing might have kept some of these cases out of court. Ordinarily few delinquency complaints are dismissed, but the number has increased from 11 in 1940 to 37 in 1943. Complaints against 14 boys and 1 girl were dismissed because they were 18 years of age and beyond the jurisdiction of the juvenile court.

Probation The number of children placed under the supervision of probation officers reached a peak in 1943. This reflects a decline in the effectiveness of parental supervision and the loss of skilled personnel among the character building and protective agencies that normally might have accepted supervision. The probation department had over 2100 children under supervision during the past year, and over 1200 were under care at the close of each month.

Institutional Commitments The number of commitments to correctional institutions has also shown a sharp rise in 1943. Ordinarily there are not more than 10 or 12 boys committed to the Ohio State Reformatory per year. There were 35 in 1943 and of these 24 were committed for robbery and other violent offenses against the person and 10 for property offenses. Of the 182 sent to the Boys' Industrial School at Lancaster, 20 had committed robberies; 90, burglaries and larcenies; and 32, auto stealings; while 25 were either runaways or beyond parental control. Of the 148 sent to the Boys' Farm at Hudson, 113 had committed such offenses as breaking and entering, auto stealing or other forms of theft, 20 were beyond parental control and 4 were runaways from home.

The number of girls sent to correctional schools in 1943 was 7 less than in 1942 and only 2 more than in 1941. Of the 81 committed in 1943 over half were either beyond parental control (38) or runaways from home (11). Only 21 were committed for sexual offenses and 6 for truancy.

TABLE IV
Disposition in Official Delinquency Cases—1942-1943

A—Disposition of Juveniles	Boys		Girls		Total	
	1942	1943	1942	1943	1942	1943
Total Delinquency Cases Filed.....	1304	1623	510	621	1814	2244
Committed to parents, relatives, individuals	15	38	3	4	18	42
Committed to Agencies for supervision	32	44	90	113	122	157
Placed under supervision of Probation Officer	759	890	194	223	943	1113
Committed or Returned to Institutions—Total	276	365	88	81	364	446
Ohio State Reformatory—Mansfield	13	35	—	—	13	35
State Industrial Schools	145	182	21	31	166	213
City Correctional Schools.....	118	148	41	30	159	178
Convent of the Good Shepherd	—	—	26	20	26	20
Dismissed	13	35	—	2	13	37
Not Apprehended	16	9	5	6	21	15
Entered the Armed Services.....	4	7	—	—	4	7
Returned to other jurisdictions..	132	151	81	137	213	288
Continued or other disposition..	51	75	49	55	100	130
Held for Grand Jury.....	6	9	—	—	6	9
B—Disposition of Adult Contributors						
Total Adult Contributors to delinquency	22	18	85	86	107	104
Dismissed	2	1	10	5	12	6
Not Apprehended	—	—	3	1	3	1
Committed Correction Farm or other Institutions.....	3	6	35	49	38	55
Commitment suspended, paid fine, costs or both.....	5	9	13	23	18	32
Assessed fine, costs or both.....	9	1	18	3	27	4
Continued conditionally	3	1	6	5	9	6

Many children, while truant from school, get into more serious difficulties which are the immediate cause of their being brought into juvenile court, and committed to correctional institutions. The child's total behavior, including school attendance and adjustment, is considered in arriving at a disposition. Consequently the schools are relieved of many truants and other behavior problems through the

commitment of children charged with other offenses. Truancy is also considered in placing delinquents under the supervision of a probation officer when they appear on other complaints.

The increased number of out-of-town runaways apprehended in the county accounts for the larger number returned to other jurisdictions in recent years. A very considerable number of these are girls. These children are held in the Detention Home until taken in charge by parents or relatives or in custody by their home county courts or other authorities.

Since the opening of hostilities, the court has permitted a small number of boys to enter the armed services on the request of their parents and with the consent of the enlisting authorities. For certain of the older boys who are restless and high strung rather than vicious, this sort of discipline and training seems to offer an acceptable and satisfactory means of steadying them and developing their characters. Quite a number of probationers and ex-probationers have also entered the services, and reports indicate that they are adjusting well and many of them winning promotions and citations.

Adults Contributing to Delinquency The number of adult contributors to delinquency does not change much from year to year and neither 1942 nor 1943 vary much from the average. In boys' cases the complaints are, in the order of frequency: violating traffic ordinances (including driver's license) 12 in 1942 and only 3 in 1943 as compared with 17 in 1941; truancy, 4 in 1942 and 5 in 1943; robbery, 3 and sex offense, 4 in 1943 only; other offenses include runaway, stealing and beyond parental control. Adult contributors in girls' cases are mostly in connection with sex offenses; 76 in 1942 but only 66 in 1943. Other offenses include beyond parental control, runaway, truancy and stealing in that order of frequency.

Adult Commitments While the number of these contributors has remained substantially the same, the number committed to the Correction Farm has more than doubled between 1941 when there were 22 and 1943 when they totaled 55. The number receiving suspended sentences decreased (from 41 to 32 in the same period) and also the number given fines and costs. The greater number of those committed were for contributing to sex offenses among girls. In 1943 there were 37 men and 1 woman sent to the Correction Farm and 1 woman to the Women's Reformatory at Marysville on such charges. In boys' sex cases all the adults charged, 2 men and 2 women, were sent to the Correction Farm, as were also a man and a woman charged with encouraging runaways. In girls'

cases, 3 women charged with encouraging stealing, 1 woman and 5 men charged with contributing to runaways were sent to the Correction Farm. One woman was sent to the Women's Reformatory for contributing to the truancy of her own daughter.

TABLE V
Ages of Officially Delinquent Children

AGES	10 & Under	11	12	13	14	15	16	17	18 & Over	Total
Boys—1942	45	38	61	97	182	298	299	276	8	1304
1943	54	38	89	145	244	355	346	328	14	1623
Girls—1942	3	5	20	34	70	142	126	108	2	510
....1943	3	8	30	52	89	167	136	135	1	621

Ages of Delinquent Children

For the first time in many years the 16-year-olds are not the largest group among boys, the 15-year-olds being ahead of them by a very slight margin. Practically two-thirds of the delinquent boys are in the 15-17-year-old group. The 12-14-year-olds have shown slight increases while the 11-year and younger group remain about the same. Among girls the 15-year-olds have been the largest group for the past two years, a position formerly held by the 16-year-olds. The 15-17-year group among girls contains well over two-thirds of the total number. The percentages of each age group among both boys and girls do not differ significantly from those of the average for the 1930-39 decade.

DEPENDENT AND NEGLECTED CHILDREN

The court dealt officially with the cases of 4036 children in 1942 and 4169 in 1943. Of these totals, 2220 in 1942 and 1925 in 1943 were children who were not delinquent. They include children in cases of neglect, dependency, illegitimacy, consent to marry and questions of custody. The greater number of these were concerned with the material care, education and moral well being of the children and were brought as complaints of either dependency or neglect. The condition of the child may be the same in either case, the difference in complaint being determined by the ability or disability of the parents to meet their responsibilities.

Dependency The 251 dependency complaints brought in 1942 concerned 399 children, while the 207 in 1943 concerned 348. The cause, in most cases, is the death or incapacity of one or both parents, which accounted for 91 out of the 1943 total.

Illegitimacy and the inability of the mother to care for her child was the cause in 66 cases. In 21, the cause was physical disability and in 9, mental disability of a parent. Other causes include absence of the father in the armed forces, 9; eviction or the destruction of the home by fire, 11; and one emergency operation for which the consent of the court was required.

Commitments of 133 children were made to the County Child Welfare Board for placement and support as charges of the county. The board was authorized to place 20 of these children for adoption. The Cleveland Humane Society received 102 children for temporary care and 5 for adoption. The Jewish Children's Bureau accepted 7 and the Catholic Charities 3. The Institute for Family Service accepted 14 for supervision and the court found placements for 16 through its own probation staff. Boys numbered 189 and girls 163. 158 children were 5 years of age or younger; 140 were 6 to 12; and 54 were 13 to 17 years of age.

Neglect and Non-Support There were 898 cases, involving 1818 children, in 1942. Complaints declined in 1943 to 758 cases and 1573 children. There has been a steady decline since 1940. The induction of fathers in the armed services, placing them temporarily beyond prosecution, may have had some influence on this decline, but is counteracted in some measure by better employment opportunities which permit the prosecution of cases held in abeyance during the depression. The ability of mothers to secure well paid jobs may also have played a part in decreasing the number of new complaints.

The majority of neglect cases concern children from broken families. Of the 758 cases filed in 1943, the home was broken in 600 instances. In 255 it was by separation, 109 by divorce, and 119 were cases of illegitimacy where a real home had never been established. The majority of these cases, 538, were brought because of non-support, 89 were the result of the faults or evil habits of one or both of the parents, 31 were caused by faulty parental control, and 68 by actual abandonment. Others ranged through such causes as general carelessness, neglect of health or morals or failure to supply special care required by the mental or physical condition of the child.

There were 625 adults charged with contributing to neglect. Sentences to the Correction Farm were given to 47 fathers and 7 mothers. Suspended sentences were given 448 others and of these 360 were ordered to make fixed payments through the court and 80 more voluntarily agreed to do so. On original trials and rehearings a total of 205 adults were committed to the Correction Farm in 1943. The

average number of juvenile court prisoners in that institution was 84 per month in 1943.

THE ADULT PROBATION DEPARTMENT

This department, which oversees adults making payments under court orders, had 2507 cases under supervision at the beginning of 1943 and received an additional 877 during the year. Its average monthly load was 2477 but it closed the year with only 2292 cases. Through its efforts an average of over \$56,850.00 a month was paid into court for the support of neglected and dependent children, making a total of \$682,306.53 for the year.

The greater part of this money was turned over directly to mothers or other relatives for the support of children in their own home. The remainder was distributed to public and private agencies that had accepted custody from the court and were supervising children in foster homes or institutions. Each agency received all the money paid in for each individual child under its care. In the publicly supported agencies this money reduced the costs that would otherwise have been borne by the taxpayers. With respect to the Welfare Federation and other privately supported agencies, it assured them of regular and relatively certain payments without constant effort on their part and relieved them of a great amount of

TABLE VI
Support Money Collected and Distributed by the Court

Turned over to:	1942	1943
PARENTS AND RELATIVES—TOTAL.....	\$505,271.22	\$567,763.85
PUBLIC AGENCIES—TOTAL.....	34,408.06	46,856.49
County Child Welfare Board.....	28,963.11	38,270.71
Other Tax Supported Agencies.....	4,444.95	8,585.78
PRIVATE AGENCIES—TOTAL.....	56,509.81	67,686.19
Humane Society and Children's Bureau.....	48,283.46	59,928.75
Other Non-Sectarian Agencies.....	828.25	534.50
Jewish Agencies.....	3,546.00	2,458.44
Catholic Agencies.....	2,914.50	4,104.50
Protestant Agencies.....	937.60	660.00
GRAND TOTAL COLLECTED AND DISTRIBUTED.....	\$596,189.09	\$682,306.53

labor and expense for bookkeeping and correspondence. Collecting this money is an arduous and trying task and those of our staff who have shouldered it have been encouraged by the appreciation shown by those agencies who have mentioned this source of income in their annual and other reports. A brief summary of this distribution is shown in Table VI.

THE DETENTION HOME

Increase in Services In 1943 the Detention Home was called upon to render far more service than during any year of its previous history, both as regards the number of children and the total days care given. The number of children sheltered increased from 3,198 in 1942 to 3,879, and the days care from 60,647 to 79,176. The average daily enrollment rose from 166 to 217 during this period. On many days the Home had over 250 children which, when quarantines limited the use of several units, crowded the Home far beyond its normal capacity. Two new school rooms had to be opened, increasing their number to six.

The Home shelters both delinquent and dependent children and both groups have contributed to the increase in the number of days care given. But while the number of individual delinquents has increased from 2231 in 1942 to 3021 in 1943, the individual dependents have decreased from 831 to 710 in the same years. The average daily attendance of delinquents in 1942 was 74, and they remained an average of 12 days, for a total of 27,032 days during the year. In 1943 the average daily attendance was 120, the average stay 14 days, for an annual total of 43,733 days. Dependent children during 1942 averaged 92 a day, stayed an average of 37 days, for a total of 33,615 days. In 1943 the daily attendance of dependents rose to 97, the average length of stay to 45 days, and the total care to 35,443. These increases occurred although the total number of individual dependents was 121 less than in 1942.

These increases stand out with greater contrast when compared with the figures for 1939. In that year a total of 1892 delinquents, an average of 75 a day, remained an average of 14 days each for a total of 27,631 days. Dependents totaled only 677, averaged 51 a day for a stay of 27 days and a total of 18,335 days. The average length of stay for delinquents has remained about the same for the past five years (12 to 14 days) but that for dependents has increased from 27 to 45 days.

**Causes of
Increases**

A number of factors contribute to the long stays of dependent children in the Detention Home. In the first place, this community has never had a separate shelter for homeless and neglected children. In this respect it differs from most of the larger cities of the country in which private agencies usually operate such shelters or where these children are temporarily received into orphanages. Prior to the establishment of the old detention home on Franklin Avenue, local orphanages, then located inside the city, did receive such children. But with a detention home available they developed an unwillingness to accept the unruly and unwashed among the dependent children and these were taken to the detention home. With the removal of the larger orphanages to locations well beyond the city limits the Detention Home became the depot for all dependent and neglected children and has remained so ever since. Where County Children's Homes are operated the courts can usually, as in Summit County, secure accommodations for dependent children in such homes. However, Cuyahoga County has never had such a childrens' home.

**Placement of
Dependents** Up until 1930, dependent children who became public charges were committed to the State Division of Charities, now the State Welfare Department. The

Cleveland Humane Society, acting as the agent of the state, found foster homes for these children, using the same staff and facilities it employed in caring for its own wards. The Cuyahoga County Welfare Board was created in 1930 to take over the services formerly operated by the State through the Humane Society. Having no child shelter of its own it has made use of the Detention Home both while finding foster homes for the original placements of children and during those periods between removal from one home and placement in another. The County Board started with less than 900 children in February, 1930. The number increased until it totaled 3468 on January 1, 1941. It has since declined somewhat and stood at 2455 on March 1, 1944.

**Foster Home
Scarcity**

For the protection of placed children the State requires that all foster homes shall be inspected and licensed after having been found to meet certain standards. During the depression it became increasingly difficult to find homes that meet these requirements. With the return of prosperity there was only a slight improvement and since the beginning of the present war many foster mothers have surrendered their charges and taken up more remunerative work in offices and factories. The recent publicity campaign for foster homes has only relieved the shortage without solving it.

Some of the dependent children who pass through the juvenile court are difficult to place because of poor home training, low cultural backgrounds, poor physical condition, mental retardation or behavior problems. Few homes are willing to accept adolescents, especially those who have never been properly trained and disciplined. Race, religion and nationality sometimes make placement difficult. And child caring agencies have lost many of their most skilled workers to the war effort and the armed services.

Long Detention Because of these difficulties the average stay has increased to 45 days. This average is the result of stays that range from 15 days to over a year. A study made in May, 1943, covering the previous twelve and a half months and the stays of 230 children, disclosed 2 children who had been in the home over 12 months; 1 over 10 months; 3 over 9 months; 5 over 8 months; 6 over 7 months; 19 over 6 months; 19 over 5 months; 22 over 4 months; 27 over 3 months and 126 who had been in the home between 30 and 90 days. Of these children 141 were newly committed by the court but 89 had been returned by agencies pending replacement in other homes.

Babies and Small Children A considerable number of the dependent children are babies or children too young for kindergarten. On October 8, 1943, there were 262 children in the Home. 120 of these were dependents of which 14 were babies and under 1 year and 48 were pre-school children under 6 years of age. The home has received babies as young as 12 days. These small children certainly do not need to be *detained* and some other place should be available for their care.

Other Child Shelter Needed Detention type of care is needed for only a small number of dependent children. They are guilty of no offense against society. Does it not seem cruel and unreasonable that these already unfortunate children should be subjected to long periods of confinement in a closed type of institution simply because the child-caring agencies are unable to immediately find homes for them? Does it not suggest that this community should have an open type of institution, such as are operated in many other cities, where these unfortunate children can be sheltered with a minimum of restraint and restriction while the agencies are finding homes in which they can eventually be placed?

Delinquents in the Detention Home There were 2137 boys and 884 girls brought into the Detention Home as delinquents in 1943. About ten per cent of these, mostly boys,

remained less than 24 hours. The greater number were dismissed as soon as they had had a hearing, in about five to seven days. Some few are held for longer periods. Among those held longest are children awaiting admission to crowded institutions, especially those for the feeble-minded. There is usually a waiting list also for the Boys' Farm at Hudson and the Blossom Hill School for Girls at Brecksville.

There has also been a great increase in the number of out-of-town runaways held in the Home pending return to their own communities. These have increased from 108 in 1941 to 194 in 1942 and 298 in 1943. The 1943 group contained 160 boys and 138 girls. It is sometimes necessary to hold these youngsters for considerable periods, especially if they came from distant states or small out-of-the way communities, before arrangements can be completed, through parents or local authorities, for their return.



Courtesy of the Cleveland Press
"WE STAND INDICTED"

THE DIVISION OF AID TO DEPENDENT CHILDREN

Aid to Dependent Children was created in 1936, under the Federal Social Security Act, to supplant the Mothers' Pension System. It is administered in Cuyahoga County by the Judge of the Juvenile Court and distributes federal, state and county funds for the relief of certain classes of recipients specified by law.

1942 In 1942 the Department began the year with 1870 families containing 4630 children on the active roll. The case load decreased monthly throughout that year so that in December only 1586 families remained active. These included 3894 children under eighteen years of age.

During 1942 the Department added 344 new cases and closed out 707. In addition it rejected 121 cases after investigation. The number of applications totaled 389 which represented a considerable drop from the previous year in which 508 applications has been filed. This downward trend was unquestionably effected by the increased employment opportunities resulting from the war effort which enabled some mothers and many older children to secure well paid jobs.

In February, 1942, due to a lack of local funds, a ten per cent over-all cut was made in each family budget. This cut was restored in June of that year and since then all grants have been made on the basis of meeting 100 per cent of all budget needs.

Grants distributed in 1942 totaled \$1,090,264.00 for the year and averaged \$90,855.00 per month. The average monthly grant per family was \$53.94 and per child it was \$22.21.

1943 The Department began 1943 with a total case load of 1534 families including 3777 children. The case load decreased steadily until in August only 1276 cases were active. In September the load increased due to the return of working children to school. It continued to increase by degrees until the end of the year when it consisted of 1297 families and 3370 children. This was considerably lower than either of the two previous years. During the year there were 581 applications received, of which 116 were rejected. There were 443 new cases added and 570 cases closed.

Throughout 1943 the Department broadened the base upon which applications could be made by making deserted mothers eligible even though the fathers were located in Cuyahoga County and contributing a part of the family support under orders of the Juvenile Court. In these cases supplementary grants were made to complete the

family budget. Other Cleveland social agencies, trying to reduce their own case loads, referred many cases during the year to the Department. The regulation regarding the status of children living in the homes of relatives specified by law was relaxed so as to permit the Department to assist in some degree in cases where children's agencies were unable to assume the entire responsibility for support.

The total amount expended in grants during 1943 was \$1,112,082.00 at an average rate of \$92,674.00 per month. The average monthly grant per family was \$67.83 and per child, \$26.76. This increased cost reflected the general increase in the cost of living and the discontinuance of Federal Food Stamps. These stamps, issued to the clients of public assistance and other relief agencies, were withdrawn in February because there was no longer a surplus of food and rationing had become necessary. It then became necessary to readjust the Department's grants in order to take up this loss. As a result the County was forced to increase its share in the cost of the program and the monthly grant was increased from \$87,346.00 in February to \$100,061.00 in March. Due to the decrease in the case load in subsequent months the monthly cost declined until it stood at \$93,763.00 for December, only slightly higher than the monthly average for the entire year.

CONCLUSION AND RECOMMENDATIONS

Cases of Delinquency Increases It is a mistake to assume that conditions brought about by the war are the major cause of present delinquency increases. Serious social misbehavior is not a mushroom growth that springs up over night. It requires a rather lengthy period of germination and incubation. Authorities are generally in agreement that the serious misbehavior that may first appear during early adolescence is usually the result of misunderstanding, mismanagement and neglect during the earlier impressionable years. In other words, the delinquent behavior of today's children was pre-determined five or ten years ago by the neglect and faulty training they then received. Present war conditions are only contributing an atmosphere favoring earlier and more numerous outbreaks of adolescent misbehavior.

It follows that the real increases in juvenile delinquency as a result of today's adverse conditions will not become apparent until five or ten years from now. Therein lies the real reason why a carefully planned and effective pre-delinquency program for today's children is a "must" in our agenda for Home Defense and the peace and security of our future citizens.

Part of present delinquency increases are normal and expected. Various studies, including our own in 1933, have demonstrated that delinquency decreases during depressions and rises during industrial and financial good times. Following the depression of the thirties, delinquency was already on the increase in 1940 and 1941. This was influenced by the improved industrial conditions brought about by our national preparedness program and our later entrance into the war, but industrial improvement from any other cause would have produced the same result.

Limitation of Delinquency Compared to reports from many other areas of the country, Cuyahoga County has shown only a moderate increase in juvenile delinquency. For this, credit should be given to the effective work of our schools, churches, police departments and public and private child protective and character building agencies during the past decade. But they are now facing great difficulties because of reduced personnel and resources caused by the war, in maintaining and expanding their services to meet present increased demands.

This situation is a matter of grave concern for the whole community. The loss of school teachers to the armed services and to war industries has created serious conditions. Vocational and manual training classes in many schools have been discontinued because of the lack of instructors. Gymnasium and physical directors are no longer available to the extent they are needed. Women teachers have replaced men in many class rooms where boys need the understanding and inspiration of masculine leadership. The same conditions exist in Y's, settlements and other character building agencies and clubs. Unless these needs can be met there is grave danger of delinquency increases not only among today's adolescents but also among those who will be adolescent within the next five to ten years.

Possible Solutions This need can be met by recruiting persons possessing skills and abilities that can be utilized by these agencies. Persons having hobbies that can be shared with young folks should be encouraged to volunteer for service with our settlements, Y's and clubs. They should be made to feel that it is just as patriotic to help indoctrinate, train and discipline the children who will be our future citizens as it is to serve in similar capacities in training camps or stations. Churches, clubs and other organizations should canvass their members and friends to find such persons and encourage their enlistment in these services.

Returned service men and women have a strong appeal to the hero-worshipping impulse of young people that will make them particularly serviceable at this time. Members of the American Legion have the same appeal to boys. Returned members of the Red Cross and women's service organizations will have a like appeal to girls. Individuals who possess any abilities that can be utilized in stabilizing and strengthening the character of present day youth will be welcomed by child serving agencies and can feel that they are performing necessary and valuable services that will be appreciated by the entire community.

Parents and the Home Since the home is the foundation for all training in morals, ethics and social responsibility, every effort must be made to preserve wholesome home life and influences. Parents should be made to realize their responsibilities as never before. Great as is the need for women in war industries, there is a much greater need for those who are mothers of young children and early adolescents to remain in their homes and in close contact with their children. They should realize that others can make war materials but only they can make good, wholesome citi-

zens out of their own children. The Federal Government has emphatically stated that mothers of young children are not wanted in industry. The few whom circumstances compel to work should do so only after making certain that their children are placed where they will receive adequate care and protection. Parent-teacher organizations, churches, women's clubs, Civilian Defense and Block Plan committees should wage aggressive campaigns to see that no parents in their neighborhood fail in their duties in this respect. Neighborhood pressure can generally accomplish more than official action. Parental indifference, irresponsibility and neglect are responsible for practically all juvenile delinquency. When parents are made as sensitive to neighborhood criticism of the behavior of their children as they are to such criticism of their personal appearance and physical possessions, we will have far fewer delinquent children.

M. S. Laird, Director,
Division of Research.

April 25, 1944.