

DELINQUENCY PREVENTION
and TWENTY YEARS OF
COMMUNITY SERVICE

ANNUAL REPORTS FOR 1944-1945

THE CUYAHOGA COUNTY
JUVENILE COURT



HONORABLE HARRY L. EASTMAN, JUDGE

CLEVELAND, OHIO

To The Honorable John F. Curry
Joseph F. Gorman
John J. Pekarek
Commissioners of Cuyahoga County

And To The Honorable Frazier Reams
Director of Public Welfare of the State of Ohio

Sirs :

In compliance with Section 1639-13 General Code, as amended June 28, 1945, I submit herewith the Annual Reports of the Juvenile Court of Cuyahoga County covering the calendar years 1944 and 1945, showing the number and kind of cases that have come before it, the dispositions thereof ordered by the Court, and other data pertaining to the work of the Court of interest to you and to the general public.

Respectfully submitted,

Judge Harry L. Eastman

May 2, 1946



HONOR ROLL

Court Personnel in Military Service

Juvenile Court



LEO G. CHIMO: Assistant, Department of Child Support; inducted November 17, 1942, as a private in the infantry. Rated as a technical sergeant when he was transferred to the Criminal Investigation section of the Army Military Police. Transferred to the Criminal Investigation Division of the Provost Marshal General's Office as an agent. His overseas duty included service in North Africa, England, France, Luxembourg, Germany, Czecho-Slovakia, and Austria. Awarded the Purple Heart, good conduct medal, European - African-Middle East Theater ribbon with five battle stars, victory ribbon, American Theater ribbon. He returned to the Court December 1, 1945.

EDWARD F. DI LEONE: Bailiff; inducted into the Army Air Corps January 21, 1943, as a private. After serving in camps in this country he was made aircraft traffic controller at the Piardoba Air Base, Bengal province, India, with the grade of sergeant. Wears the Asiatic-Pacific Theater ribbon with four battle stars, American Theater ribbon, victory ribbon. He returned to the Court on December 16, 1945.

ARTHUR W. DUDLEY: Assistant Cashier; inducted into the Army on March 31, 1944, as a private in a field artillery observation battalion. Served in a medical detachment in England, France, and Germany, with the grade of corporal. He holds the good conduct medal, European-African-Middle East Theater ribbon. He returned to the Court November 1, 1945.

ALAN S. JACKSON: Probation Officer; enlisted in the Navy December 31, 1942, as an apprentice seaman and rose to the rank of lieutenant (j. g.). Assigned to active sea duty aboard the "U. S. S. New Mexico." In charge of the coding board, supervised the communications personnel, and was education officer for the communications division. Wears Asiatic-Pacific Theater ribbon with eight battle stars, Philippine Liberation ribbon with one battle star, American Theater ribbon and the victory ribbon. He returned to the Court on January 2, 1946, as a Probation Officer.

WALTER E. KLEIN: Probation Officer; the first person from the Court to enter military service. Enlisted in the Navy on June 15, 1941, as an apprentice seaman and rose to the rank of lieutenant commander. He was naval liason officer attached to Ft. Brady, Michigan, and personnel officer of the Receiving Ship at San Francisco. He was discharged September 20, 1945, and went to work at the Jewish Community Council in Detroit.

JOHN J. MAYAR: Probation Officer; a reserve officer, called to active duty March 19, 1942, as a second lieutenant. He served as personnel officer, director of training and assistant executive officer of the Chicago Quartermaster Depot, with the rank of major. Wears American Theater ribbon and victory ribbon. He returned to the Court February 1, 1946.

DAN PESUIT: Boys' Referee; enlisted in the Navy on March 15, 1942, as lieutenant (j. g.). In 1944 he was made executive officer of the U. S. Naval Training School at Hampton, Virginia. Discharged January 7, 1946, with the rank of lieutenant commander. Is now co-ordinator of delinquency control activities with the School of Government at the University of Southern California, Los Angeles.

BERNARD RUSSELL: Probation Officer; inducted into the Army May 17, 1943, as a private in a medical collecting company. Promoted to the rank of second lieutenant and served as clinical psychologist at Welch Convalescent Hospital, Daytona Beach, Florida, and chief of educational reconditioning at McCaw General Hospital, Walla Walla, Washington. Holds the good conduct medal, American Theater ribbon and victory ribbon. He returned to Court February 16, 1946.

LOUIS A. SCHWARTZ: Probation Officer; inducted May 20, 1943, as a private in an ordnance company. Later chief clerk in the shop office of a heavy automotive maintenance company as technician, fourth grade. He served in England, France, Luxembourg, and Germany, and was awarded the good conduct medal European-African-Middle East Theater ribbon with four battle stars, victory ribbon. He returned to the Court February 1, 1946.

WILLIAM H. SHERIDAN: Assistant to the Judge; enlisted in the Navy October 1, 1942, as a lieutenant (j. g.) in Naval Aviation and rose to the rank of lieutenant commander. He attended Harvard University Naval Training School before becoming assistant communications officer and officer-in-charge of the post office at the Naval Air Station, Atlantic City. He became communications officer and chief censor at the Naval Air Station, Barber's Point, Oahu, Hawaii, where he was also in charge of the post office, coding room, confidential files, and all radio and teletype service. He holds the American Theater, Asiatic-Pacific Theater ribbon and victory ribbon. He returned to the Court December 1, 1945, as Chief Probation Officer and Boys' Referee.

PAUL WALDNER: Probation Officer; inducted August 28, 1942, as a private in the Army. While on detached service in Texas he did some interesting and exciting work for the Military Intelligence Section in connection with the atomic bomb. Later he was commissioned a second lieutenant and is now stationed at Oak Ridge, Tennessee, home of the atomic bomb, where he organized a juvenile court in which he acts as administrator and judge.

Detention Home

Our information is incomplete about the military records of several former employees listed below because they have not returned to their positions and we have been unable to contact them to get the necessary information.

WILBUR GRAHAM: Supervisor; entered the Navy August 16, 1942, and later was rated as a coxswain. He served in North Africa, according to one of his letters.

HARRY H. HYBERG: Supervisor; inducted October 19, 1942, as a private in the infantry. He was discharged April 12, 1943, and then went into war work. He returned here as Boys' Receiving Officer, December 17, 1943.

THOMAS KEARNS: Supervisor; entered the Army January 18, 1942, Stationed at San Antonio, Texas, in a medical detachment. He received a medical discharge in 1942 and did not return to the Court.

BRYAN KILLIKELLY: Supervisor; enlisted in the Merchant Marine in June, 1942, and remained in that service until his discharge in the Spring of 1944. Did not return to Court.

ROBERT KRETCHMAR: Supervisor; enlisted in the Coast Guard in July of 1942, as lieutenant (j. g.). Was captain of the port of Cleveland and later an instructor at Groton. Discharged November, 1945, with the rank of lieutenant commander. He enrolled at Columbia University, New York, where he is completing work on his doctor's degree.

RAYMOND PHILLPOT: Supervisor; entered the Army February 1, 1942, as a private. Rose to the rank of second lieutenant and served in the South Pacific.

WALTER REID: Supervisor; entered the Army in February, 1942, and was assigned to the medical unit of the State Hospital at Camp Lee, Virginia.

PAUL ROTH: Supervisor; entered the Army Air Force on February 9, 1942, stationed in North Africa and later on Corsica. Still in military service.

HAROLD STERNGLANZ: Supervisor; entered the Army Air Force on January 21, 1942, as a private to take glider pilot training at the school near Lubbock, Texas, and was rated as a staff sergeant.

JOHN E. ZELLER: Supervisor; inducted on October 1, 1942, as a private in the Quartermaster Corps, Camp Carson, Colorado. Was discharged March 13, 1943, when he went into war work.

Aid to Dependent Children

BARBARA MARTIN: Case Worker; enlisted in the Waves as an apprentice seaman on October 6, 1942, rose to the rank of lieutenant in communications. She was assistant officer in charge of the code board, Port Director's Office, New York City. She wears the American Theater ribbon and the victory ribbon. Returned to the Court February 4, 1946, as a Probation Officer.

MERVIN SILVERMAN: Case Worker; inducted into the Army in April, 1942, as a private. He was in the Classification and Assignment Section, first at the Shenango Replacement Depot in Pennsylvania, later in England and North Ireland, doing testing and psychological follow-up work. He was discharged with the grade of technician, fifth grade on January 5, 1946. Plans to return to social work in the vicinity of New York.

Other Ex-Service Men Now with the Court

EDWARD J. BLAKEMORE: Inducted into the Army on March 26, 1943, as a private in the Military Police. Working in the intelligence unit of a military police battalion he served overseas in North Africa and France, being promoted to grade of technician, fifth grade. Was awarded good conduct medal, European-African-Middle East Theater ribbon with two battle stars, American Theater ribbon, and the victory ribbon. He came to the Court on December 1, 1945, as a Probation Officer.

FRANCIS P. STRAUB: Inducted into the Army on April 20, 1943, as a private in the armored infantry. He served in England and France as a staff sergeant. Holder of the Bronze Star medal, Purple Heart, Combat Infantry award, European-African-Middle East Theater ribbon with three battle stars, good conduct medal, victory ribbon. He came to the Court on September 25, 1945, as Assistant Director of Research.

Civilian Employees in United States Army Signal Corps

ANNE ROWLAND: Telephone Operator; left the Court in November, 1942, and was assigned as a radio teletype operator for the Alaskan Communications System at Juneau, Alaska. She became supervisor of that section and is now in Fairbanks studying engineering work in the communications field.

KAY SAXON: Stenographer; left the Court in November, 1942, to become a stenographer for the Alaskan Communications System at Fairbanks, Alaska. Now at Ladd Field in Fairbanks doing secretarial work.

SUSAN SILVERMAN: Stenographer; left the Court in November, 1942, to work as a stenographer in the Alaskan Communication System at Fairbanks. She returned to Cleveland in March, 1945, and entered private employment.

DELINQUENCY PREVENTION AND CONTROL IS A COMMUNITY PROBLEM

DEVELOPMENT OF A SOUND PROGRAM LOGICALLY A FUNCTION OF AN OVER-ALL COMMUNITY AGENCY

In Cleveland the agency occupying this field and having this responsibility and best able to command the support and co-operation of all public and private agencies is
the Cleveland Welfare Federation

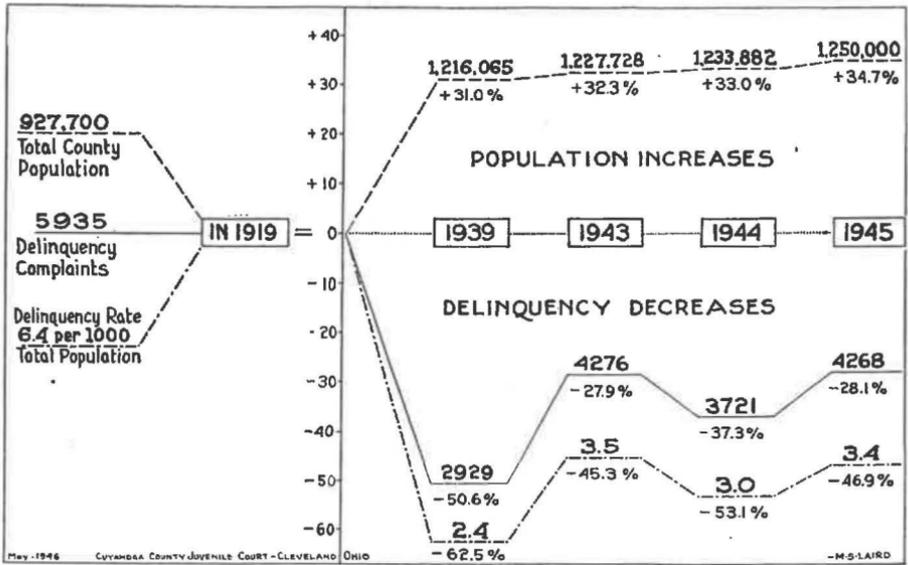
The delinquency rate in Cuyahoga County has been declining steadily during the past twenty-five years. This is shown in the accompanying graph. From a high of 6.4 per thousand total population in 1919 it dropped to 2.4 in 1939. During the war years it has gone up slightly to 3.4 in 1945 which is probably the lowest rate of any comparable community in the United States. Nevertheless, because of one thing or another, many people have come to fear that delinquency is rampant and out of control. Therefore, it seems to be an appropriate time to capitalize on the wide consciousness that has developed on the subject and to endeavor to channel this interest into some form of constructive program to further delinquency prevention.

It is well-known that since the creation of the Welfare Federation its member agencies, both public and private, have engaged intensively in numerous delinquency prevention activities. The community's present favorable record is directly traceable to this fact. However, each of these agencies has had its own separate program and little effort has been made to co-ordinate them. Much of their work has been done through short-term committees that have conducted surveys which have been useful in discovering needs, but because of their temporary character were not effective in accomplishing long-term results. Sporadic attacks on the causes of delinquency by single groups, no matter how earnest and well-intentioned, cannot produce permanent and continuous improvement. Concerted attacks along a widely extended front by agencies allied under a single central command are as necessary to a successful delinquency prevention program as to any other form of warfare.

Prevention It is obvious that delinquency prevention cannot be solved
Is a by the courts, schools, or any other single agency working alone.
Community It is a problem that requires the close collaboration of all the wel-
Problem fare agencies of the community, both public and private. And
these will need the active support of a preponderant group of
thoroughly interested citizens.

A permanent organization is needed to carry on an active program for delinquency prevention and control. Its functions should be: (a) to carry on a continuous study of conditions affecting juvenile misbehavior; (b) to recommend whatever action may be needed to correct adverse conditions or to create or extend needed services and facilities; (c) to act as a clearing house and co-ordinator of the efforts of public and private agencies that can participate in delinquency control

Delinquency Decrease In Relation To Population Increase



Comparing the War Years 1943, 1944 and 1945 with the Previous All - Time - High of 1919 and the Extreme Low of 1939. Total Delinquency, Boys and Girls, Official and Unofficial Complaints - Total County Population - and - Delinquency Rates per 1000 Population - Shown Numerically - - - Delinquency - Population - and Rate - Changes in Plus + and Minus - - Per cents.

and prevention; and (d) to conduct a clinic for early discovery and diagnosis of behavior problems among children, and supply a case working service in their homes where needed to supplement the work of other agencies or to service families in which no other agencies are active.

Such an agency should be implemented with the services of physicians, psychologists, and psychiatrists, but the major part of its staff should probably consist of trained field workers who would carry out the recommendations made by the clinical staff and assist parents in the many cases that would require only advice and sympathetic direction. The agency should maintain central and field offices to which parents would be encouraged to voluntarily bring the behavior problems of their children, as they now take their health problems to preventive clinics.

Operation Of the Clinic Such an agency should be set up and operated within the Cleveland Welfare Federation. The Federation already includes practically all the public and private departments and agencies whose co-operation and participation would be necessary to the success of the proposed organization.

Successes Of other Communities Organizations of this general type have been in operation in other communities for a considerable number of years and have demonstrated the practicality of this line of approach. All appear to have achieved a considerable

measure of success. The difficulties they have had to meet and overcome have been set out in their reports and their methods appraised and evaluated. There is now an extensive literature which would be available for guidance of a local organization.

Among the organizations that have successfully operated elsewhere may be mentioned the Bureau of Special Services of the Jersey City Board of Education; the Community Co-Ordinating Councils, originated in Berkeley, California, and since spread into many other sections of the country; special divisions that have been set up within the welfare federations of a number of cities of which Jersey City and Montclair, New Jersey, are examples. In Passaic County, New Jersey, a Social Planning Council has been organized and operated for a number of years; the Back-of-the-Yard Neighborhood Council, developed in Chicago; the Delinquency Prevention Council in the State of Michigan; and the Delinquency Prevention Division of the Illinois State Welfare Department are other examples.

Comments Of an Educator William C. Kvaraceus, Assistant Professor of Education at Boston University in a doctoral dissertation for Harvard University on "The Prevention and Control of Juvenile Delinquency" remarks that useful lessons may be learned from these experiments, and continues:

"One lesson is that integration of effort in combating delinquency pays. Even with the admitted imperfections and shortcomings which can be noted in the operations of these experimental programs, every one of them has been definitely beneficial to the communities which have been served."

"A second lesson is that the programs have to rely upon public opinion. They cannot continue to operate unless the agencies which are in a position to observe and refer children have confidence in them. They must be technically competent in the fields in which they operate."

"Local criticism* * * and the high mortality rate among co-ordinating councils, grasping at straws such as curfews and 'Teen-Age Canteens' as cure-alls for delinquency, demonstrate that the experimental programs have not been able in all cases to hold the line of progressive community methods in face of public agitation over alleged delinquency waves which are found upon closer scrutiny to have little existence in the real world."

Preventive Approach The prevention of delinquency is now being approached from an angle similar to that employed for the child health problem a quarter century ago. The emphasis has shifted from specializing on the socially ill delinquent to measures that will preserve the social health of all children.

A close parallel may be drawn between public health measures and delinquency prevention. Both should start with the healthy individual before he becomes physically or socially ill. The success of each depends to a large extent upon building up resistance to the contagions, physical or moral, that exist in the community and, wherever possible to removing the sources of such contagion.

For individuals whose resistance is not sufficient to protect them from these contagions, it is necessary to have clinics for the discovery and early treatment of conditions that threaten the physical or moral health of the individual, his family, and the community.

The Background Of Prevention The over-all conditions obtaining in any community will determine both its physical and moral health. This fact is frequently overlooked by those who believe that delinquency can be controlled by isolated specific measures. Hospitals and clinics may be ever so well-equipped to treat contagious and epidemic diseases but they cannot prevent them when the source of the entire community's water supply is contaminated. Partial measures are never successful.

Previous Programs During the past twenty-five years much thought and effort has been expended on the problem of delinquency prevention and some measure of success has been achieved. What has been learned from accumulated experience has resulted in the conviction that no single agency can accomplish the task. The causes of delinquency have been found to be so diverse and widespread that no single line of attack can be effective.

Juvenile courts are limited by statute to dealing with actual delinquents in order to deter them from further misbehavior. They succeed in doing this with two-thirds of the children who are officially brought before them. When children reach the court the preventive stage is long past. Its efforts can only be correctional.

Grace Abbott's Conclusions The difficulties of the court in treating the one-third who become repeaters were explained by the late Grace Abbott, former Chief of the Federal Children's Bureau, in an article in the May, 1936, issue of "Survey";

"As treatment agencies for conduct problems, juvenile courts encounter or create fundamental difficulties," said Miss Abbott. "The difficulties which flow from the very fact that the juvenile court is a court, have been pointed out for the last twenty-five years. * * * Parents and social workers hesitate to turn to it for help until the conduct problems of children seem to be 'serious'. They have fundamental feelings about 'laws' and 'courts' which make it seem unfair to the juvenile to take him to court until it is 'necessary,' and then it is often too late to make a change in the behavior pattern which the juvenile has developed. We have come rather slowly to the conclusion that the conduct problems of children should be attacked before they become serious." She came to the conclusion "that a new and different form of community organization was needed in addition to and, in part, in place of the court."

Miss Abbott On the School There are those who have felt that the schools were the logical agencies to undertake the prevention of delinquency. Miss Abbott, in the article before quoted, sums up the reasons why the schools cannot be expected to successfully take on this additional function. "If we undertake to make the school the community agent for this work we shall find fresh difficulties," she said. "First, since conduct prob-

blems often begin in the pre-school period or are recognized only after the adolescent has left school, the schools do not reach all the children and young persons who need help. Second, large numbers of children are in the parochial schools, a fact which involves practical difficulties not to be overlooked in combining such a center with the public schools. Third, misunderstandings between teacher and parent as well as teacher and child are a common source of trouble. Assuming that the schools made every effort to resolve these difficulties, nevertheless an outside agency, consulted voluntarily by the child and his parents, may succeed in unraveling them and securing co-operation which the schools alone cannot secure. Parents want their children to make a good record at school and some parents will therefore hesitate to reveal to a school agency the home problems which would, they feel, handicap the child in school. That some children will fear the effects of complete candor in a school clinic is to be expected. The school, like the court, represents 'authority' and therefore may create fears which are contributing factors in conduct disorders.

Neighborhood Centers "In the opinion of the writer," Miss Abbott continued, "this should be the function of neighborhood centers to which parents could turn for help in child training, just as they have learned to turn to child health centers for guidance in the physical care of infants and pre-school children. For the youngest age groups—especially those of pre-school age—the psychiatrist and psychiatric social workers should be attached to the child health center, since at this age conduct problems are more clearly related to health problems. As a practical point child health centers are already organized, at least in cities, and mothers have learned to consult them. For the older children the services of psychiatrist, psychologist, and social workers especially trained in the treatment of conduct problems, are also needed."

Recreation And Delinquency The relation of delinquency to recreation was pointed out graphically in the Cleveland Foundation Recreation Survey report on "Delinquency and Spare Time" published in 1918, but for a long time little was done about it. In our Annual Report for 1930 we emphasized the fact that "delinquencies were spare time activities" and that the average child had 42 hours of spare time a week and that most delinquents had many more. At another time we pointed out that there were practically no recreational programs in either public or private agencies for children under 12 years and that delinquency prevention training should begin as early as the eighth and ninth years. Since the publication of those reports many programs have been organized for this younger group. Among them may be mentioned Cub Scouting, the Bluebird organization for girls, and the fact that the "Y's" and settlements now have as large, if not larger, membership among pre-adolescents than in the groups between twelve and eighteen. These programs have undoubtedly contributed to the decline in the delinquency rates over the past dozen years. Public and private recreational facilities have also been increased and their programs broadened and must share in the credit for preventing delinquency and reducing its incidence.

Community Councils Organized in Berkeley, California, in 1919, Community Councils were hailed as certain and sure preventives of juvenile delinquency and spread rapidly over the country from coast to coast. However, their enthusiastic proponents promised more than it was found possible to achieve. Their successes were disappointing and in time they either disintegrated or directed their efforts toward wider fields. The survivors were those that realized that delinquency prevention was bound up with improvement of general conditions throughout the community and who courageously undertook to deal with this larger problem.

The original Community Councils in Los Angeles, Portland, Oregon, and elsewhere were initiated under direction of juvenile courts. The Portland group early reached the conclusion "that the program itself would be unwisely limited if too closely identified with court administration." Los Angeles later came to the same conclusion. As a result the leadership of the movement in both cities has been taken over by the Council of Social Agencies.

Behavior Clinic Needed In our Annual Report for 1936-37 the Court suggested a clinic and case working agency to treat behavior problems and to prevent delinquency. We quote from that report: "Should Cleveland pioneer in this, as it has in so many other fields of community welfare, and develop a form of behavior clinic to co-ordinate and supplement existing agencies on a case working basis? * * * As a case working agency it could co-operate with the public and parochial schools, the child caring agencies and settlements, the Child Guidance Clinic and the Juvenile Court and might in time develop to where it could take over the social treatment and readjustment of delinquents also. At the same time its doors would be open to perplexed parents who would be encouraged to voluntarily bring behavior problems of their children for study and advice, as they now consult health clinics, without dread of the stigma that attaches to the court, and before maladjustment has developed so far that court action becomes necessary."

A Community Challenge The Juvenile Court, as a member of the Welfare Federation and of several of its councils, has actively participated throughout the years in the delinquency prevention and child welfare programs sponsored by the Federation and its committees. Recently it participated in selecting the membership of the present Child Welfare Committee. The primary purpose of this Committee is the study of the delinquency problem and the recommendation of a program for its prevention. The Juvenile Court has furnished this Committee with an outline for its activities which it has accepted.

The recommendations in this outline, if seriously considered and if carefully developed will require considerable time and effort. But if this is thoroughly and efficiently done it should reach practical conclusions and evolve a program suited to the particular needs of Cleveland and Cuyahoga County. Such a program should, in due time, result in a marked and permanent decrease in delinquency in this community.



JUDGE HARRY L. EASTMAN

First Appointed May 16, 1926

Completed Twenty Years of Continuous
Service as Judge of the Juvenile Court on
May 16, 1946

When Judge Eastman first took office twenty years ago, the work of the Juvenile Court was entirely new to him. However, he went about the task in a business-like and systematic manner. First he studied and read everything available on the subject. His inquiries led to his making long trips at considerable expense to himself to visit and study outstanding courts. He then made an appraisal of the Cleveland Court, its operation, personnel, and equipment and found that it had lagged behind on all counts.

As his first goal he set out to obtain sufficient funds to meet the pressing needs of the Mothers' Pension Department to enable it to take care of families on the waiting list, and to obtain adequate personnel.

He next turned his attention to organization of the Juvenile Court on a sound departmental basis, to provide adequate equipment, and to secure trained personnel to do its work. In rather rapid succession the following innovations and improvements were brought about: the appointment of a referee to hear girls' cases; a psychologist; a regular physician; a case work supervisor; a receiving secretary; and a psychiatrist. The record-keeping system was revised and the Division of Child Support organized. Arrangements were made with Western Reserve University to give an intensive course of in-service training for the Court's case workers, and later to accept students in training from the University's School of Applied Social Sciences.

Finding that the Court and Detention Home buildings were unfitted for the functions they should perform, the Judge proposed the erection of new buildings and assisted in planning and securing the construction of the present Juvenile Court and Detention Home. These buildings have served as models for similar structures, since erected in many of the large cities throughout the country.

Authorities on juvenile courts have long contended that, if efficient work was to be accomplished by these courts, they must cease being the unimportant makeshift appendages of other courts and become independent courts. They must give full recognition to sound social welfare techniques and specialize in children's cases. Also that the judge should make his juvenile court work a career and devote his entire time to it. This was accomplished when Judge Eastman succeeded in

obtaining legislation in 1931 which established the Juvenile Court of Cuyahoga County as an independent court. When this went into effect in 1935 he had completed practically the entire program that had been recommended by the Cleveland Foundation's Criminal Justice Survey of 1922—a remarkable accomplishment in such a short period of time.

In 1934 national recognition was accorded him when he accepted the invitation of the National Probation Association to refute the contentions of Sheldon and Eleanor Glueck in their book, "One Thousand Juvenile Delinquents". Taking the Boston Juvenile Court as representative of all other juvenile courts and their accomplishments, the Gluecks contended that they had failed in 88 per cent of their efforts. This one act of leadership by the Judge did more to retain and restore confidence in the better juvenile courts of the nation than anything that had been done up to that time in their behalf.

The Judge's active participation in the work of numerous local, state, and national groups has been consistent and effective. Included among these are the National Probation Association, the Attorney General's Conference on Crime, the 1940 White House Conference on Children in a Democracy, and participation in many state and national conferences. Locally he has served as officer or trustee of such groups as the Cleveland Welfare Federation, the Humane Society, the Guidance Clinic, the Legal Aid Society, County Child Welfare Board, Y. M. C. A., school and college groups and many others.

Prior to 1934 there were few juvenile courts in the state and nation whose officials were familiar with the philosophy on which their courts had been established. Consequently, many of them were inefficient and real co-operation with one another could not be expected. In that year Judge Eastman organized the Ohio State Association of Juvenile Court Judges and served as its president for four years. The Association has greatly improved the standards of our Ohio juvenile courts and today 75 per cent of them are functioning in an acceptable manner. Through this Association the Judge prevented the closing of the State Bureau of Juvenile Research in 1936.

In 1937 the National Council of Juvenile Court Judges was organized by Judge Eastman who served as its president for four years. This Association has a membership of over 300 judges and has been a factor in raising juvenile court standards all over the country.

In the opinion of many of the leading judges and child welfare officials of the state and nation, no one in the history of the juvenile court movement has given more of himself—unselfishly, quietly, persistently—courageously pursuing his objectives and avoiding the spotlight. Such is the recognition generally accorded Judge Eastman for his twenty years of service to the juvenile courts of the county, the state, and the nation.

M. S. Laird, Director
Division of Research

SOME FACTS ABOUT DELINQUENCY INCREASES

The reported number of juvenile delinquency complaints throughout the country has been increasing during the past few years. Comment by local newspapers, national magazines, and periodicals devoted to social, religious, and educational interests has been widespread. The publicity it has received has often tended toward the sensational and the emotional. Nevertheless, the increases are undeniable and it is a sign of healthy concern that the problem they present has been so widely discussed.

In order that the public may correctly grasp the significance of these increases, certain facts must be kept in mind. Some of them are not generally known outside the professional delinquency field. They are briefly presented in order to help the average citizen to a better understanding of the divergent claims and opinions put forth in the current discussions.

Misleading Statistics Conflicting statistics are one source of misunderstanding. Differences in the statutory definitions of delinquency, in the ages of children who may be termed delinquents; whether the reporting court has exclusive or only concurrent jurisdiction and whether or not certain offenses are excluded from being classed as delinquencies, exist from state to state and sometimes between different jurisdictions within the same state. These are not ordinarily taken into account in the discussion of comparative statistics. This was illustrated when the newspapers, a year ago, carried an item that "despite a five per cent decline in juvenile delinquency throughout the nation, Philadelphia led the country in such cases in 1944." Unfavorable comparisons were made with New York City. This statement was copied from a news release issued by the Federal Children's Bureau of the United States Department of Labor.

Philadelphia authorities immediately pointed out that this conclusion was not justified on the basis of the total number of complaints, since in Pennsylvania the juvenile court has jurisdiction over children under 18 years of age while in New York it is limited to children under 16 years. In some states the jurisdictional age is under 17 and in others it extends up to under 21 years. Unless these and other differences are known and taken into consideration it is more than futile to compare statistics from different states and localities.

F. B. I. Reports Reports of the Federal Bureau of Investigation are also subject to caution. The age frequencies given in these reports are based wholly on finger-print records received through police departments. A needed caution is the fact that large numbers of delinquency complaints reach juvenile courts through other channels than the police, such as schools, parents, and citizens. Another is that, of those arrested by police, only those charged with serious felonies are likely to be finger-printed. In some states, of which Ohio is one, finger-printing of juveniles is prohibited by statute except with the express consent of the juvenile court judge. Even then the prints may only be placed in the civil and not in the criminal file of the F.B.I.

Other Reports Similar cautions must be observed in dealing with statements issued by organizations such as the Cleveland Crime Commission. Its figures are based on the number of children arrested by police within the City of Cleveland and booked for offenses that would be felonies if committed by adults. They do not take into consideration those who are released without the filing of complaints, nor the fact that when a complaint is filed it is often for a less serious offense than that originally entered on the police blotter. Such practices also explain why reports issued by juvenile courts may differ widely from those reported by non-court agencies.

Public Awareness and Delinquency The more the general public is conscious of delinquency the more it will discover and bring to the courts. Similar increases in numbers of reported cases of tuberculosis, infantile paralysis, and venereal infection illustrate this fact.

During the last few years the public has shown greater concern about delinquency. Individual citizens now feel an urge to do something about it. They are unable to deal personally with cases coming to their attention and refer them to the agencies best known to them, the police and the Court. As a result the number of delinquents appearing before the Court has naturally increased. Fluctuations are partially due to the fact that the active interest of the public has not always been continuous or sustained.

What is Delinquency? In Ohio juvenile delinquency is defined by statute to include any child under 18 years of age who (1) violates any law, ordinance, or regulation; (2) is wayward or habitually disobedient and does not submit to the reasonable control of parents, teachers, or other constituted authority; (3) is a habitual truant from home or school; (4) departs himself in such a manner as to injure or endanger his own health or morals of those of others; (5) attempts to marry contrary to the laws of this State.

It will be seen from this definition that delinquency may include anything from the most trivial to the most serious misbehavior. The greater bulk of all delinquency complaints is concerned with minor property damage, the violation of ordinances, refusal to obey parents, truancy, and running away. These complaints are not spectacular enough to be played up before the public. The relatively few complaints that lend themselves to sensational treatment are prominently featured, with the result that the ordinary citizen is led to conclude that they are the typical and most frequent complaints. In studying this report the reader is asked to bear these facts in mind.

The Why of Delinquency The delinquent is generally poorly adjusted socially. The cause of his poor adjustment may be within the family, the school, or in his relationships with other children. It may be due to financial conditions or to the physical or emotional health of himself or of those within his immediate circle. The delinquent's reaction to any of these causes is strictly individualistic. Similar causes may not produce the same effects on different children. Hence it cannot be said that any particular situation is always the immediate cause of delinquent behavior. Certain children react unfavorably to

TABLE I
Total Complaints, Official and Unofficial, 1944-1945

Type of Complaints	Number Filed Each Year	
	1944	1945
Total Complaints Official and Unofficial.....	6007	6865
Official Complaints—Total.....	3433	3996
Delinquency—Totals.....	2036	2323
Boys.....	1486	1787
Girls.....	550	536
Adults Tending to Cause Delinquency.....	15	16
Dependency.....	256	230
Neglect and Non-Support.....	722	895
Consents to Marry.....	128	149
Paternity Complaints.....	162	227
Certified from Common Pleas, Custody and Support....	71	90
Certified from Probate Court, Adoption Investigations	43	66
Unofficial Complaints—Total.....	2574	2869
Delinquency—Totals.....	1685	1945
Boys.....	1306	1541
Girls.....	379	404
Dependency.....	4	4
Neglect and Non-Support.....	885	920

DEPARTMENTAL REPORTS AND STATISTICS

Decreases And Increases In 1944 the total of all complaints brought before the Court decreased more than 500 below the previous high of 1943. Over 200 of this decrease was in official complaints and more than 300 in unofficials. In 1945 the volume of complaints rose again more than 800 over the preceding year and more than 300 above the previous high of 1943. These increases were in almost all types of complaints, both official and unofficial, including delinquencies, neglect and non-support, paternity cases, consents to marry, and other services.

Paternity Complaints Complaints seeking to establish paternity and to obtain support for the mother and child were on the increase before the war. They increased from 82 in 1940 to 157 in 1941 and reached a peak of 266 in 1942. They fell off in 1943 and 1944 largely because the putative fathers were in the service or engaged in war work in places outside the jurisdiction of the Court. With the return of men from the service the number increased in 1945 and probably will continue to do so during the next several years.

Consents To Marry These increased from 88 in 1941 to 141 in 1942, dropped slightly in 1943-44, and reached a new high of 149 in 1945. War conditions were largely responsible for these increases. In well over 60 per cent of the cases the girl is an expectant mother and marriage removes the necessity for establishing paternity through legal action and facilitates obtaining support for mother and child.

TABLE II
Official Delinquency Complaints By Sex and Type—1944-1945

Types of Complaints	Boys		Girls		Total	
	1944	1945	1944	1945	1944	1945
Grand Total—All Complaints	1486	1787	550	536	2036	2323
Against the Person—Total	98	169	8	8	106	177
Assault and Assault and Battery	46	116	5	4	51	120
Assault with Weapons	7	..	1	3	8	3
Acts Resulting in Death	4	6	..	..	4	6
Rape and Attempts . . . . .	..	3	..	..	..	3
Robbery and Attempts	41	44	2	1	43	45
Against Property—Total	789	908	45	34	834	942
Auto Stealing and Tampering	277	297	1	3	278	300
Breaking and Entering	261	303	..	2	261	305
Other Stealing	217	235	42	24	259	259
Other Property Offenses	34	73	2	5	36	78
Sex Complaints—Total	70	48	90	84	160	132
Serious Mischief—Total	269	375	187	175	456	550
Beyond Parental Control	140	171	154	140	294	311
Traffic Violations	73	72	..	..	73	72
Other Misdemeanors	56	132	33	35	89	167
Runaway from Home—Total	161	186	151	183	312	369
Residents of Cuyahoga County	37	47	56	65	93	112
Residents Out of County or State	124	139	95	118	219	257
Truant from School, etc.—Total	99	101	69	52	168	153

Official Delinquency Increases Delinquency complaints in 1944 were about 200 less than they had been in 1943. The 1945 totals are an increase of 287 cases over the previous year and 79 more than the recent high of 1943.

In a county with a population as large as that of Cuyahoga such variations may be considered to be within the range of normal fluctuation and not cause for excessive alarm.

First Offenders In normal times about two-thirds of all delinquents each year are children who are appearing officially for the first time. During the past two years, first offenders have increased to about three-fourths of the total, proportionately reducing the repeaters. Two conditions may contribute to this situation. More younger children have been referred to Court than in the 16-and-17-year-old group. In the higher ages which ordinarily contribute a large proportion of repeaters, many were gainfully employed or had succeeded in entering the armed services.

Age Changes In normal times the largest age group has been the 16-year-olds, among both boys and girls. In 1942 this dropped to 15-year-olds among girls, and in 1943 among both girls and boys. In 1944 the 16-year-olds again predominated. However, in 1945 the largest age group was

again the 15-year-olds among boys but among girls the 17-year-olds became the largest age group for the first time since such statistics have been kept by the Court. To some extent this was the result of a large increase in runaways and other complaints connected with restlessness and the breakdown of parental control.

Delinquent Boys There were 301 more delinquency complaints against boys in 1945 than in 1944. This, however, is only 164 more than the number received in 1943. The significant increases between 1944 and 1945 are confined to only a few complaints. Serious assaults have more than doubled but there were no assaults with weapons. Breaking and entering complaints showed an increase of 42, auto stealing 20, other forms of stealing, 18. Miscellaneous offenses against property such as malicious destruction, breaking school windows and damaging street lights nearly doubled, going from 34 to 73 complaints. Likewise misdemeanors such as violation of city ordinances more than doubled going from 56 to 132 in the two years. Thirty-one more boys were charged with being beyond parental control, probably as the result of improper supervision during the past few years. Sex complaints have greatly decreased and truancy has shown no appreciable change. Neither has the number of runaway boys from Cuyahoga County shown significant change. The number of runaways from places outside the county and state apprehended and held here has remained at a high. Non-resident boys picked up as runaways or held on more serious complaints constituted 10.5 per cent of all the delinquent boys before the Court in 1944, and 8 per cent of those who appeared in 1945.

Delinquent Girls Official complaints against girls have declined during 1944 and 1945 from the previous high reached in 1943 by a total of 85 cases. This is a decrease of more than 13.5 per cent during the two years.

The complaint most frequently lodged against girls is that of being beyond parental control. In 1942 this reached a high of 232 complaints with little change in 1943. The numbers for the past two years have fallen to a normal level. Stealing and other property offenses are only slightly above normal. Sex complaints, which reached a high of 93 in 1943 are declining also to near the usual number. Truancy has decreased to the level of 1942.

In 1945 there was a somewhat higher number of runaway-from-home complaints lodged against girls resident in Cuyahoga County. Cleveland continues to attract an even greater number of runaway girls from outside the county and from surrounding states. The 118 in 1945 exceeds all recent records. Including other complaints for which out-of-town girls were brought into Court the total was 140 in 1945. This is more than one-fourth of all the delinquent girls appearing officially in Court during that year and reduces the actual number of Cuyahoga County girls to 396.

DELINQUENCY DISPOSITIONS

The variation from year to year in the number of any specific dispositions is not necessarily related to the total number of complaints received. The disposition is made to fit the particular needs of the individual delinquent. The availability

TABLE III
Dispositions in Official Delinquency Cases—1944-1945

A—Disposition of Juveniles	Boys		Girls		Total	
	1944	1945	1944	1945	1944	1945
Total Delinquency Complaints Filed	1486	1787	550	536	2036	2323
Committed to Parents, Relatives, Individuals..	26	73	3	5	29	78
Committed to Agencies for Supervision	30	23	119	103	149	126
Placed under Supervision of Probation Officers	861	1018	181	155	1042	1173
Committed or Returned to Institutions—Total.	288	334	54	65	342	399
Ohio State Reformatory—Mansfield	29	12	...	...	29	12
State Industrial Schools	157	195	22	25	179	220
City Farm Schools	102	123	20	29	122	152
Convent of the Good Shepherd .....	...	...	12	11	12	11
Bureau of Juvenile Research .....	...	4	...	...	...	4
Dismissed	21	59	4	8	25	67
Not Apprehended	9	18	6	4	15	22
Entered the Armed Services	44	21	...	...	44	21
Returned to Other Jurisdictions	154	144	111	138	265	282
Continued or Other Disposition	51	95	72	58	123	153
Held for the Grand Jury	2	2	...	...	2	2
B—Disposition of Adult Contributors						
Total Adult Contributors	36	28	85	46	121	74
Dismissed	5	2	13	5	18	7
Not Apprehended .....	...	...	3	1	3	1
Committed to Correctional Institutions	5	9	32	16	37	25
Suspended Sentence with Fine or Costs	20	5	29	2	49	7
Assessed Fine or Costs Only	4	...	2	8	6	8
Continued Conditionally	2	12	6	14	8	26

of the needed facility has, however, a direct bearing on certain dispositions. For instance, fewer commitments were made to the Boys' Farm at Hudson than in 1943 because of the temporary closing of two cottages due to lack of help with which to operate them. Growth of the Hudson Boys' Farm and the Blossom Hill School for Girls has not kept pace with the population growth of the county. Undoubtedly more children would benefit from a period in these schools if the institutions had beds to accommodate them.

More boys but fewer girls were placed under supervision of probation officers in the last two years than in either 1942 or 1943 and fewer were committed to correctional institutions. This reflects the Court's policy of doing more intensive work with delinquents in their own homes and of making correctional commitments only when that treatment is impossible or unsuccessful. This policy has shown good results. There has been a gradual but marked decrease in such commitments over the ten years since 1935 when there were 525 such commitments.

The number of non-resident children picked up as runaways and returned to their own homes or to courts or institutions in their own counties or states has

remained high since 1942. These children are brought to the Court by the police, the Traveler's Aid Society, and other protective agencies. Some of them are merely adventurous runaways but quite a few are discovered in situations in which their morals are endangered and a few already have engaged in serious misbehavior.

The number of adults brought before the Court for contributing to delinquency in 1945 was much smaller than in any of the three preceding years. In boys' cases these are mainly in connection with stealing and traffic violations. In girls' cases a large number have to do with moral offenses or encouraging absences from home. In both boys' and girls' cases adults have been charged with contributing to truancy, illegal employment, and similar offenses.

OFFICIAL DEPENDENCY AND NEGLECT CASES

Definitions Neglect is the failure of the parent to provide proper or necessary subsistence, education, medical, surgical, or other care necessary for the child's health, morals, or well being. This includes direction, training, and discipline, and the control of the child's activities, as well as financial support. Failure may be due to the faults or habits of the parent or custodian, or to abandonment or desertion. The statutes penalize the parents who fail to supply this care when they are reasonably able to do so.

If the parent is unable to furnish this care by reason of physical or mental disabilities, illness, poverty, or other handicaps, no complaint can be brought against him and the child is then said to be dependent. Likewise if one or both parents are dead or beyond the jurisdiction of the Court and the child is a charge upon public or private relief, the complaint is dependency. In either case the actual condition of the child may be similar. The distinction depends upon the ability or disability of the parent or custodian to supply the needed care.

Age and Sex of Children In neglect and dependency cases the great majority of the children are young, ranging in age from infants up to twelve years. Only 17 per cent were above that age level. The sexes are about equally divided.

Causes of Neglect Nearly two-thirds of neglect complaints during the past two years have been brought because of non-support. This is discussed more in detail in the section of this report devoted to the Division of Child Support. The other third included cases of abandonment and desertion, faults and habits of parents such as abuse, cruelty, immorality, intoxication, failure to provide proper supervision and control or medical care, and permitting children to engage in hazardous occupations or to frequent places or persons injurious to their health or morals.

Causes of Dependency There were 486 official dependency complaints filed during the two-year period covered by this Report. These concerned 735 children. Nearly half of these complaints, 226, were caused by destitution or financial need. In 75 of these cases either one or both parents were dead and in 70 cases they were temporarily incapacitated through accident, illness, or other cause. In 81 cases the children needed orthopedic, medical, or surgical

TABLE IV
Children Dealt With in Official Dependency and Neglect Cases—1944-1945

Cases and Dispositions of Children	Neglect		Dependency	
	1944	1945	1944	1945
Total Complaints	722	895	256	230
Adult Contributors	643	795	...	...
Total Children	1564	1824	373	362
Children Committed to:				
Parents, Relatives, Guardians	686	827	20	55
Probation Officers	120	233	7	20
Institutional Placements	2	...	1	...
Child Caring and Placing Agencies—Total	353	306	302	250
County Child Welfare Board—Temporary Care	156	126	69	119
County Child Welfare Board—Orthopedic Care . . . . .	...	...	43	17
Children's Services	142	70	144	34
Girl's Bureau	7	...	...	...
Catholic Charities	3	35	14	30
Jewish Children's Bureau	4	...	13	16
State Welfare Department . . . . .	...	...	2	3
Other Agencies	41	75	17	31
Continued, Pending Arrest of Adult Contributor	107	164	...	...
Continued Conditionally Pending Further Order	93	108	22	23
Disposition of Child Made in Previous Case	133	116	...	5
Dismissed, Pending, or Transferred to Other Jurisdiction	70	70	21	9

care that the parents were unable to finance, either in whole or in part, and the cases were brought in order to secure State aid for the needed treatment.

In another 201 cases the cause was the permanent incapacity of the parents to care for their children. Of these 81 were unwed mothers, parents were mentally incompetent in 55, physically disabled in 52, and consent for an anesthetic was required in 3 cases.

Of the remaining 59 cases, 26 were the result of evictions; in 5 the father was in the armed services, and in 28 cases there were various other causes.

Dispositions Both neglected and dependent children require the same or very similar care, for which reason the two groups are each shown in a single table of dispositions. Of the children in neglect cases, close to one-half are committed to the parents or relatives in whose homes they reside. Practically all of these were before the Court because of non-support. Another large group of nearly 800 children was committed to the custody of public or private child caring agencies or was already under their care. Some 350 children were committed to the Court's probation officers for supervision in their own homes. Of the 735 dependent children, 552 or three-fourths, were committed to public or private child caring agencies for placement in foster homes or institutions.

The neglect and dependency cases shown as continued conditionally are those in which the defendant has entered into an agreement to discharge his obligations without being formally found guilty or placed under Court order. These may be recalled for further action should that become necessary.

THE ADULT CONTRIBUTOR IN THE JUVENILE COURT

Division of Child Support

The present emphasis on juvenile delinquency might give the impression that the sole function of the Juvenile Court is the correction of delinquent youth. Such is not the case. More than 40 per cent of the cases that come before the Court officially are on complaints other than delinquency. The greater number of these concern adults in relation to children. There may be one or several children involved in a single case. Children involved in new neglect and dependency cases alone numbered 2186 in 1945 as compared with 2323 delinquents. Adults come within the jurisdiction of the Court as we seek to protect and safeguard the interests of children and to enforce the obligations of responsible adults to them.

Protective Services The bulk of this protective work consists of enforcing the financial support of children. Three thousand fifty-two persons, the majority of whom are fathers, are now under supervision of the Court's Child Support Division. All of these adults are under order to pay into Court for the support of their children. Approximately 5000 children are benefited by this protective function.

Support Collections During 1944, collections for support amounted to \$761,229.24 and rose to \$815,163.93 in 1945, making a total of \$1,576,393.17 for a two-year period. The greater part of this money was turned over to mothers or other relatives caring for children in their own homes. The remainder was distributed among public and private agencies that had accepted custody from the Court and were supervising children in foster homes or institutions. This distribution is set forth in the accompanying Table.

TABLE V
Support Money Collected and Distributed by the Court

Turned Over To:	1944	1945
PARENTS AND RELATIVES—TOTAL	\$617,891.43	\$659,786.26
PUBLIC AGENCIES—TOTAL	61,951.49	64,007.99
County Child Welfare Board	49,201.53	51,068.42
Other Tax Supported Agencies	12,749.96	12,939.57
PRIVATE AGENCIES—TOTAL	81,389.32	91,369.68
Children's Services	72,044.58	55,627.13
Other Non-Sectarian Agencies	607.70	1,614.32
Jewish Agencies	1,497.00	2,436.62
Catholic Agencies	7,100.54	23,913.16
Protestant Agencies	139.50	7,778.45
GRAND TOTAL COLLECTED AND DISTRIBUTED	\$761,232.24	\$815,163.93

Many of the mothers to whom this money was paid were receiving public assistance; the sums received through Court made possible lesser grants and thus lightened the taxpayer's burden. Often this money was the margin that enabled mothers and children to be supported without public aid. Both public

and private agencies regard this money as a real source of income and work closely with the Court in its collection.

Fluctuation In Cases The number of cases under supervision rose steadily from 1418 in December, 1936, to 2828 in December, 1941. Because of the induction into military service of fathers under supervision, there was a steady decline to 2517 cases by December, 1943. Since April, 1944, there has been a steady increase, greatly accelerated by the war's end, in the number of cases under supervision, so that an all-time high of 3052 cases was reached as of December, 1945. That we have not yet reached a "saturation point" is indicated by the steady increase in the number of divorces being filed in the Common Pleas Court, which in many instances will be referred to this Court for custody and support orders, or later appear as non-support cases.

Counseling Services The 3052 cases under supervision is not a complete measure of the Division's work. The Child Support Referee heard 750 unofficial non-support complaints during the year 1945. Of this number 273 persons were ordered to pay through Court. In some 200 other cases the referee was able to assist the couple in reconciling their marital difficulties, thus preventing separation or divorce. Obviously, keeping the home together is the best protection we can give the child.

The Court's service to these children does not end with the collection of the money for their support. The Court must serve as counsellor and arbiter in the endless disputes between parents concerning the care and rearing of the children. Arrangements must be made for the father's visits with his children so that he will have at least a modicum of the benefits of fatherhood as well as the burdens. Parenthood problems which are easily solved in the normal home become almost insoluble when the parents are separated or divorced.

Paternity Cases An important function of the Child Support Division is the collection of support for the child of unwed parents; 600 such cases are included in those now under supervision. Because of the extreme reluctance of the putative father to accept responsibility for the support of his child and because of the social and emotional factors involved, these cases require specialized treatment. Here the Court must take an aggressive role so that the contest is between the father and the Court rather than between the father and the mother. Assiduous follow-up by the Division on these cases obviates frequent meetings of the parties and court hearings, and thus eliminates the emotional disturbance brought about by bringing the parties together.

Other Services This Division also supervises the parole from the Correction Farm of all adults committed by this Court as well as the occasional commitments to the Women's Reformatory at Marysville. These included 89 adults committed for contributing to delinquency during the two years covered by this report. Of these 58 were made to serve out their full sentences and 21 were released under conditional parole and supervision. Ten remained in institutions at the end of this reporting period.

UNOFFICIAL COMPLAINTS

Selection Of Cases All complaints are first passed upon by the Receiving Secretary. A certain number are referred to other offices or agencies either because they are better able to give the needed service or because the complaint is one beyond the jurisdiction of this Court. Of the complaints accepted, those of a really serious nature or presenting problems that apparently will require authoritative decisions or long-term treatment are made "official" by the filing of sworn petitions.

Complaints which present only minor behavior problems and in which it appears that an adjustment or agreement can be reached in a single session are set for "unofficial" hearing before a referee and no sworn petitions are filed. Pre-hearing investigations are not made in unofficial complaints. If, during the hearing it develops that the case presents a serious problem, or cannot be adjusted by agreement, or if the persons against whom the complaint was lodged fail to appear in response to a mailed notice, the complainant is given an opportunity to file a sworn petition and the complaint then becomes official. The number and type of unofficial complaints for the past two years are shown in the lower section of Table I.

Delinquency Complaints About two-thirds of all unofficial complaints concern delinquency. Most of these are minor or even trivial and may be the result of accident, ignorance, impulse, or simple mischief. Most of the children have not before given cause for complaint. Better than 90 per cent are satisfactorily adjusted and no further cause for complaint is given by a large proportion of these children.

The largest group of complaints is for the violation of ordinances, such as playing in streets with the resultant accidental damage to automobiles, street lights, and other property; traffic violations by young drivers, keeping or defacing library books, and similar misbehavior. Destruction of property and petty stealing form the next largest group. Complaints from parents who are unable to control and discipline their children and truancy complaints from school authorities form two related groups with the former only slightly larger than the latter. About 100 youngsters are brought in each year on complaints of fighting and for forcible robbery of their companions of small sums.

Boys outnumber the girls better than three to one. They are more prone to acts of aggression and active mischief. Destruction of property is the most frequent complaint and numbered 229 in 1944 and 280 in 1945. Breaking and entering and other forms of stealing totaled 234 in the former and 277 in the latter year. Boys were charged with 185 traffic violations in 1944 and 187 in 1945. In the former year 301 appeared on complaints of violating miscellaneous ordinances and 361 in the latter. There were 162 beyond parental control in 1944 and 191 in 1945, while truancy complaints were placed against 133 in the one year and 128 in the other.

Girls Unofficial complaints against girls fall largely into acts of carelessness and mischief. For example, 20 per cent or more of all the complaints against them in the past two years were for damage to, or failure to re-

turn, public library books. Misdemeanors of this sort totaled 133 in 1944 and 144 in 1945. The next largest group concerned resistance to parental discipline and totaled 116 for each of the two years. A larger proportion of girls than boys are charged unofficially with truancy, numbering 66 and 78 respectively for the two years. Only a small number are involved in stealing and other property offenses: 28 and 37 in 1944 and 1945, and a still smaller number were charged with fighting and similar misbehavior.

Approximately one-third of all unofficial complaints are for neglect and, with few exceptions, this means non-support. Unless there are good reasons for arresting the parent against whom the complaint is made, he or she usually is given an opportunity to appear unofficially at which time an effort is made to effect a reconciliation. If that is not possible, the referee endeavors to work out an agreement for the support of the children and may have the money paid through Court. If neither reconciliation or agreement is possible, the complaint may be made official so that an order can be made enforceable.

Dependency complaints rarely are of a nature that can be adjusted unofficially which accounts for the few that are handled in that manner.

TABLE VI
Probation Cases Under Supervision—1944-1945

Movement of Cases Under Supervision	Total Cases	Delinquent		Neglect and Dependency	Total Children
		Boys	Girls		
1944—Brought forward Jan. 1st..	1218	894	191	133	1351
Received on Probation.....	1395	1080	203	112	1500
Total under Supervision.....	2613	1974	394	245	2851
Removed from Probation.....	1254	978	184	92	1341
1945—Brought forward Jan. 1st..	1359	996	210	153	1510
Received on Probation.....	1661	1302	182	177	1836
Total under Supervision.....	3020	2298	392	330	3346
Removed from Probation.....	1622	1254	219	149	1774
1946—Brought forward Jan. 1st..	1398	1044	173	181	1572

THE PROBATION DEPARTMENT

Departmental Problems During the war years the Probation Department carried on despite a number of serious handicaps. A considerable number of experienced probation officers, both men and women, were lost to the armed services or to social work agencies connected in some way with the war effort. Other fields of social work were similarly drained so that it became difficult or impossible to obtain highly skilled replacements. It became necessary to relax some of the requirements for employment that had hitherto been in force, and to make the best use of such personnel as could be obtained. To aggravate the situation the number of cases that needed the supervisory services of a probation officer increased with the influx of families from rural and non-industrial areas that were drawn to the city to enter war industries. In these cases parents were ignorant of the temptations with which city life beset their children and were unprepared to cope with them.

Number under Supervision The smallest number of children placed under probation supervision in the last ten years was 1290 in 1942. This increased to nearly 1400 in 1943 and 1944 and rose to over 1600 in 1945. These include delinquent, dependent, and neglected children. The number of delinquent boys on probation increased from about 900 in 1942 to 1300 in 1945. The number of delinquent girls reached a peak of 226 in 1943 but has fallen off so that the 182 of 1945 is slightly below the previous low of 188 in 1940.

Investigation And other Services The increased number of complaints filed necessitated a larger number of investigations. However, numbers alone were not the cause of the increased difficulties with which the Department has been faced. Finding solutions to the problems posed by delinquent and dependent children has become much more difficult during the war years. Facilities for social treatment have been curtailed. The type of parent with which the probation officer has had to work has not only changed but the pattern of home life has been disrupted and, in many instances, can never be restored. New patterns had to be created and new methods of adaptation to a changed system of family and industrial life had to be evolved.

Changes in Staff Personnel The older members of the staff willingly shouldered the heavier burdens that were placed upon them and loyally tried not only to maintain previous standards but also to make the adjustments necessitated by changed conditions. The newer members of the staff, many of whom came to us with a knowledge that their employment was only temporary and would terminate with the return of the regular officers whom they replaced during military leaves, have done highly commendable work under trying circumstances. Among these were a group of school teachers who originally came to us as summer relief officers, and a number of whom remained as part-time employees working after school, evenings, and Saturdays. Much of the Department's success during this period is due to their adaptability, willingness, and hard work.

Returned Service Personnel Many, but not all, of our officers on military leave had returned to the Court by the end of 1945. Only one still remains in the service. Several accepted more attractive positions in other parts of the country. Several officers who had remained with us through the war years resigned late in 1945 to accept better positions in the social work field. We are again receiving students from Western Reserve University's Graduate School of Applied Social Sciences for field training.

Chief Probation Officer The position of Chief Probation Officer, vacant since the retirement of Tom L. Lewis at the close of 1939, was filled December 1, 1945, with the appointment of William H. Sheridan upon his discharge from the Navy with the rank of Lieutenant Commander. Mr. Sheridan was in line for this position at the time of his enlistment, and it had been kept open for him during his term of service.

By a peculiar coincidence, former Chief Probation Officer Tom L. Lewis passed away on December 6, 1945, one week after his successor's appointment.

THE DETENTION HOME

Children Under Care The total number of children receiving detention care during 1944 and 1945 is shown in the accompanying Table VII. These were about midway between the levels of 1941-1942 and the high point reached in 1943, which was the peak for the past five years. The total attendance days during 1945 increased 50 per cent over 1941-1942 and 13 per cent over the previous high of 1943.

TABLE VII
Children Under Care in the Detention Home—1944-1945

Registrations	1944			1945		
	Boys	Girls	Total	Boys	Girls	Total
Total Admissions	2,167	1,198	3,365	2,319	1,071	3,390
Total Under Care	2,303	1,289	3,592	2,449	1,145	3,594
Total Attendance Days	54,615	37,625	92,240	55,573	35,473	91,046
Average Daily Attendance	149	103	252	152	97	249
Average Length of Stay in Days	25	31	27	24	33	27
Delinquents			19			15
Dependents			48			64
Percentage Distribution of Children Admitted						
Delinquents*	82.3%	69.6%	77.8%	83.1%	75.07%	80.06%
Dependents	17.7%	30.4%	22.2%	16.9%	24.93%	19.4%

*Includes out-of-town runaways which equaled 6.5% in 1944 and 7.6% in 1945 for both boys and girls.

Average Attendance Days The average length of stay of the dependent group has continued to increase from 48 days in 1944 to 64 days in 1945, which is almost double that of 1940 when it was 33 days. The increasing difficulties of public and private agencies in finding foster or boarding homes is one of the reasons for these long stays. It adds further weight to our plea for institutional facilities to care for these children, as set forth in detail in our 1942-1943 report. Despite the increasing need nothing has been done toward providing such facilities, largely because the public and private agencies have been unable to agree among themselves on which agency should furnish and administer this service. Although all agencies agree upon this need and the desirability of avoiding duplication, they cannot agree on methods of meeting the cost. While this discussion continues, with little prospect of immediate solution, dependent children remain in the Detention Home for unreasonably long periods.

Improvements Within the Home A number of important changes and additions to the program within the Home have been made within the last year in order to make the stay of the children more pleasant and to improve the services which the Home can give them. Most of these have been effected since the close of the war made it much easier to secure the trained personnel needed. Unit supervisors of the desirable type and directors for special activities have again become available.

Educational and Recreational Improvements A kindergarten and nursery school has been opened under the direction of a special teacher who graduated from Kent State University. A fully equipped nursery play room also has been added

A Recreation Director, also a Kent State graduate, has been appointed, and a Gymnasium Assistant. Under the Director a program of recreation covering the entire institution has been started. He will plan entertainment, games, and other recreational activities that can be carried on in each unit between gym and school hours, and will train the supervisors to lead them. Both the Director and his Assistant are trained gymnasium instructors.

A voice teacher has volunteered her time to give instruction in singing to the delinquent boys and girls. Special singing talent is noted and called to the attention of the social worker so that the child may be encouraged to continue training after leaving the Home. "Sing-outs" are held regularly by each group.

The Women's Board of Hiram House has presented the library and equipment of their closed institution to the Detention Home. One of their group, a trained librarian, has volunteered her services one day a week.

THE COURT CLINIC

Health and Medical Service Dr. Regis Francis Golubski, Instructor in Pediatrics at Western Reserve University's School of Medicine since 1943, became physician for the Detention Home on February 1, 1945. He was appointed following the resignation of Dr. C. J. Cassidy who had been staff physician since his appointment by Judge Eastman in 1927. He was the first physician to serve at the Home on a permanent and regular basis. He retired to devote his entire time to private practice.

Dr. Golubski came to the Home through arrangements made with Western Reserve Medical School. The Court is fortunate in securing a pediatrician's services. This connection with the Medical School not only assures medical service unsurpassed by any other juvenile court in the country, but also continuity of service, plus the advice of other pediatric specialists when needed.

Through arrangements made with Dr. Charles F. McKahn, Director of Babies' and Children's Hospital of Western Reserve University, a medical externe is now stationed at the Detention Home, whose services are available from 5:00 p.m. to 8:00 a.m. In this manner the institution now has medical service available at all times. A second trained nurse has been added to assist the regular nurse. One has full charge of the delinquent section and the other of the dependent section.

Physical Examinations The Detention Home physician made physical examinations of 2832 children who were residents of the Home in 1944, and of 2988 in 1945. All children are examined unless they remain less than 24 hours. Only about 14 per cent are not examined because of early release. In addition, 173 children not under detention were sent in for examination in 1944, and 252 in 1945. Medical treatments given approximated 2000 each year. Bed patients numbered 618 in 1944 for a total of 2724 bed days, and in 1945 there were 689 children receiving bed care for 2963 days.

Psychometric Service Miss Edith Dombey, Court Psychologist since 1927, tested 1292 children in 1944 and obtained test results from the Psychological Clearing House on 212 more. Intelligence quotients were already in our files on an additional 1062 children, so that only 24 per cent missed examination due to early release. The figures for 1945 were: examined, 1296; obtained, 254; already on file, 951; missed examination, 26 per cent.

Psychiatric Service The Court employed its own full-time psychiatrist from 1932 until 1942. Because the armed services recruited nearly all psychiatrists it was not possible to obtain the services of a child psychiatrist with the training and experience the Court desired during the war period. Psychiatrists have been retained by the Army and Navy during demobilization and only a few have been returned to civilian practice. However, plans are under way through which we expect to re-establish this service in the near future. Meanwhile, the Court has been able to secure, through private practitioners, such services as were urgently needed. Diagnostic examinations were given to 144 persons in 1944 including 26 adults and 118 children. Examinations in 1945 totaling 117 were made of 30 adults and 87 children.

Services To Social Workers An important phase of Detention Home service is the observation of children in its care. Unit supervisors are trained to note children's behavior, response to toilet training, feeding, adjustment to school and institutional routine, to supervision, and to the group. The results of these observations together with reports on medical and psychological examinations, are passed on to the probation officers, referees, and judges.

Upon request social agencies are given full reports on the adjustment of their children while in the Home. The Home is open to social workers and they are encouraged to visit and observe their children in the units, and to discuss their adjustment with their supervisors. Many verbal reports were given over the telephone or in conversations with social workers, but no record was kept of them. Written reports, furnished at the agencies' request, totaled 315 in 1944 and 234 in 1945.

Acknowledgments And Thanks The lives of the children in the Detention Home have been brightened as a result of the interest shown by many groups and individuals and the contributions they have made that enabled the Home to supply pleasures and services not covered by its budget. The number of these kindly people is too large to permit individual mention of all those to whom our thanks are due. The following list is representative of the helpful acts of a far larger group.

For the past six years the University Circle Kiwanis Club has staged a Christmas party for our children which included a stage entertainment, and a Santa Claus who distributed individual gifts to each child. A substantial sum has been received each year from the Cleveland News Toy Shop Fund, and also from the Federation

of Women's Clubs. The National Doll and Toy Collectors group has given generously of toys and decorations for special holidays. One of this group donated a piano. Two more were received from other groups. Children sing to the accompaniment of them throughout the building.

The Children's Guild has shown a continuous interest in our children. In addition to gifts of toys they have presented us with a radio and an electric record player together with a collection of well-selected records for each age group. These have been the source of much pleasure and satisfaction to our dependent and neglected children.

The Federation of Protestant Churches and the National Council of Catholic Women have seen the home through a very serious clothing emergency by sewing garments needed by the children. The Lakewood Women's Club and other groups assisted in this work and also contributed money and materials. The American Legion Club gave us much appreciated wind-breakers for our boys. The Red Cross donated one hundred lap robes. The Women's City Club contributed money for materials and for school equipment.

Many other organizations, including church groups, clubs, lodges, Cubs, Scouts, Camp Fire Girls, Junior Red Cross and school groups as well as individuals too numerous to mention have contributed money, toys, materials, and equipment that enabled us to make life in the Home more pleasant for our charges. To all of these we wish to acknowledge our debt of gratitude and to express the grateful appreciation of our children.

THE DIVISION OF AID TO DEPENDENT CHILDREN

Administration The Division of Aid to Dependent Children in Cuyahoga County is administered by the Juvenile Judge under the supervision of the Ohio State Department of Public Welfare. The agency disburses federal, state, and local funds to eligible children who are dependent by reason of the death, mental or physical incapacity, or continued absences from the home of one or both parents. These children live in their own homes or with relatives by blood or marriage nearer than a cousin.

Higher Living Costs New budgetary procedures adapted to the accelerated war program were introduced during this period. Food allowances were increased in March, 1944, in line with the increased cost of living. The home economist rechecked prices each month and found only slight variations from the base used by the agency. Families were inconvenienced by food and clothing shortages and by the fact that items in low cost adequate diets were not always available. The average cost per family per year was almost equal in each of the two years, \$707.00 and \$704.50 respectively. The average number of dependent children in these families rose from 2.85 in 1944 to 2.89 in 1945.

Loss And Gain It is interesting to note that there was only a slight net gain in the two-year period. In 1944 a total of 327 new cases were added but 347 were discontinued — a net loss of 20 families. During the year 1945 there were 402 new cases added and 372 cases closed, a net gain of 30 families.

TABLE VIII
Aid to Dependent Children—1944-1945
Applications and Grants in Aid

Applications	1944		1945	
	Families	Children	Families	Children
Total Applications Considered	481	1339	592	1658
Pending Jan. 1st.	55	138	54	138
Received During the Year.	426	1167	538	1520
Total Applications Disposed of.	427	1201	514	1466
Grants in Aid Approved.	327	967	402	1177
Disapproved, Withdrawn, etc.	100	234	112	289
Total Pending Dec. 31st.	54	138	78	192
Grants in Aid				
Total Grants Active During Year.	1686	4813	1741	5024
Brought forward Jan. 1st.	1359	3542	1339	3583
New Grants During Year*	327	1271	402	1441
Discontinued During Year.	347	1230	372	1272
Total Grants Active Dec. 31st.	1339	3583	1369	3752
Total Amounts Administered in Grants	\$1,191,995.00		\$1,226,490.00	
Average Grant per Family per Year	707.00		704.00	

*The number of children is greater here than in the corresponding item above because it includes births, children returning to school or to the home from institutional or other placements in families already receiving grants.

For the two-year period this amounts to a net gain of only 10 cases. More than 90 per cent of cases closed were discontinued by reason of employment of some member of the family, proving again the soundness of an adequate public assistance program. The low net increase seems to bear out the fact that 1300 cases appears to be the residual load for Aid to Dependent Children in Cuyahoga County.

Cause Of Need More than half of the applications were accepted because the parents were divorced or separated or because the father had deserted. All sociological factors affecting family breakdown have a direct relationship to intake and the subsequent case load of Aid to Dependent Children.

The end of the war caused an increase in applications by reason of decreased employment due to cutbacks and reconversion problems. The employment of women, and children in the 16-18-year-old group will be more seriously affected. More children will probably remain in school, since high wages will not be available to them. The problems surrounding illegitimacy, separation, desertion, and divorce will have great bearing on the future size of Aid to Dependent Children.

NEW JUDGESHIP CREATED IN THIS COURT

A number of bills enacted into law by the last legislature pertain to the work of the juvenile courts and the agencies or institutions related to them.

Additional Judge for Cuyahoga Juvenile Court The most important act, locally, was H. B. No. 114, introduced by Mr. Sawicki and sponsored by the Cleveland Bar Association. This bill provides for an additional judge for the Cuyahoga County Juvenile Court and was made necessary by the increasing volume of work that has been placed in the juvenile court by action of the last two legislatures. Almost all of these additions concern administrative functions and the adjudication of cases concerning adults in neglect, dependency, paternity, and other matters and not to delinquency. The new judgeship will do away with the necessity for frequent requests for the assignment of visiting judges from the Common Pleas or out-of-town courts, and will greatly improve the quality and continuity of the Court's service. The additional judge will be elected at the general election in November, 1946, and will take office on the following January first.

COMMON PLEAS JUDGES ASSIGNED TO SIT IN JUVENILE COURT

An increasing number of adults, especially in neglect and paternity cases, have been brought before the Court in recent years. These are tried under criminal statutes and according to established criminal procedures. Many of them are tried before juries and single cases have required as much as half a day to a day and a half of the Court's time. Because of this increased work the Court, prior to 1944, frequently had to request the assignment of visiting judges, mostly from outside the county, in order to expedite the disposition of these cases without working a hardship on the parties concerned.

Common Pleas Judges Assigned Early in 1944 arrangements were made with the Common Pleas Court for the assignment of judges from that Court to assist in the Juvenile Court. The following Judges have assisted during the past two years.

Judge Joy Seth Hurd, February 16 to July 15, 1944.

Judge Frank J. Merrick, September 25, 1944, through the September and January terms ending April 28, 1945.

Judge Adrian G. Newcomb, May 7 to July 1, 1945.

Judge Samuel H. Silbert, September 7 to the end of 1945.

Judge James C. Connell, January 7, 1946, and will serve till the end of the April term, and will be on call during the summer.

The Court is grateful for the help given by these Common Pleas Judges and takes this opportunity to make acknowledgment to each of them, and also to Judge Homer G. Powell, Chief Justice, for his co-operation and consideration. Without their assistance the services of the Court would have suffered and its docket fallen behind.

ACKNOWLEDGMENTS AND APPRECIATIONS

In closing this Report we wish to acknowledge and express appreciation for the co-operation and support we have received from public and private groups and from the citizens of Cuyahoga County in general. The list is too long to permit individual mention but includes the following groups: public officials of Cuyahoga County, the City of Cleveland, and other municipalities; the Chief Justices and Judges of the Court of Common Pleas, the Municipal Court, and the Judge and staff of Probate Court; police and peace officers of the various county sub-divisions; public school authorities throughout the county, and local colleges and universities; daily newspapers and other local publications; members of the Bar who have practiced in our Court; public and private welfare agencies, institutions, and settlements; the many private organizations such as Women's Clubs, P.T.A.'s and Service Clubs; the churches and other religious organizations. Each of these groups has contributed in some measure to the effectiveness of the Court's work. We express our sincere thanks and bespeak their continued help for the benefit of all the children of the county.

FURTHER INFORMATION AVAILABLE

This Report has been compiled by the Division of Research and Statistics under the supervision of M. S. Laird, Director, with the assistance of other department heads. Citizens, students, and others who desire more particular information are invited to call at Room 15, where every effort will be made to give them courteous attention and service. It is hoped that this Report may stimulate the interest of the public in the services that the Juvenile Court provides the dependent, neglected, delinquent, and otherwise unfortunate children of the county, and that it will enlist their informed support and co-operation in extending and improving these services wherever needed.

DIRECTORY OF THE CUYAHOGA COUNTY JUVENILE COURT

2163 East 22nd Street, Zone 15, Telephone PROspect 8400

The Hon. Harry L. Eastman, Judge

Guy L. Spencer	Chief Clerk and Legal Advisor to the Court
John B. Sheller	Assistant to the Judge
Alma M. Lucht	Receiving Secretary
William H. Sheridan	Chief Probation Officer and Boys' Referee
S. A. Mandalfino	Administrative Assistant to the Court
Lottie Bialosky	Girls' Referee and Case Supervisor
Milton Hay	Case Supervisor and Assistant Boys' Referee
Ruth Melcher	Case Supervisor
Marie Bighouse	Case Supervisor
John S. Becka	Case Supervisor and Assignment Officer
Walter G. Whitlatch	Director, Division of Child Support
M. S. Laird	Director, Division of Research and Statistics

Division of Aid to Dependent Children

Nell F. Collopy	Director
Clarence J. Yaeger	Assistant Director
Kaye Weiss	Receiving Secretary

Detention Home

2209 Central Avenue, Zone 15, Telephone PROspect 8400

Mary A. Neary	Superintendent
Floy A. Russell	Assistant Superintendent
Milton Bauer	Night Admitting Supervisor

Bail Bond Arrangements

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