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Gladys V. Swackhamer

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THE ADVANTAGES OF CO-OPERATION BETWEEN JUSTICES OF THE PEACE AND A SOCIAL AGENCY*

GLADYS V. SWACKHAMER¹

We propose to show the work of justices of the peace within a small area, namely, in Baltimore county, Maryland.

Baltimore County is adjacent to and almost surrounds Baltimore City. The latter is a square of congested population reaching from the waterfront to suburban residential sections. In one place the city line passes through a small town, separating all on a few streets from the rest of the town. From time to time the city annexes more territory, thus reducing the area and population of the county. The last annexation was in 1918. At the present time the county comprises 606 square miles with a population of 78,981.² In this area there are seven towns or small cities, which range from 1,000 or over to 7,000 in population. Of the whole population about 20,000 reside in towns of 1,000 or over, the remaining 58,981 live in less populous areas. The county is divided into fifteen districts or political units.

The population in the county might be listed under the following headings: suburban, industrial, agricultural and tidewater. The suburban includes a wide area within ten to twenty miles of the city; the industrial is gathered into populous areas of varying size, according to the size of the industry. The agricultural population is generally found throughout the county and is largely foreign or the backwash of the city; the tidewater communities are sparse settlements on the marshy lowlands which are cut into many points and necks by the Chesapeake Bay. In topography the county varies from the low country running into the Bay on the southeast to uplands and bare hills in the north where the county touches the Pennsylvania line.

The justices who represent this area are as varied as the area and population represented. The constitution of the State of Maryland provides for the appointment and duties of justices in the following section dealing with the Judiciary. "The Governor, by and with

*A study of cases involving cooperation between the justices of the peace and the Children's Aid Society of Baltimore County, Maryland.

¹Columbia University, New York City.

²According to the latest U. S. Census figures published (1923). The county is locally reported to now be about 100,000 with a corresponding growth in the size of the cities.

the advice and consent of the Senate, shall appoint such number of Justices of the Peace . . . as are now or may hereafter be prescribed by Law, and the Justices of the Peace . . . so appointed shall be subject to removal by the Judge or Judges having criminal jurisdiction in the county or city for incompetency, wilful neglect of duty, or misdemeanor in office, on conviction of a court of Law. The Justices of the Peace . . . so appointed and commissioned, shall be Conservators of the Peace; shall hold their office for two years, and shall have such jurisdiction, duties and compensation, subject to such right of appeal in all cases from the judgment of Justices of the Peace as hath been heretofore exercised, or shall be hereafter prescribed by law.”³ It is noteworthy that the law creating the office of Justice makes no requirements of special fitness or training, with the result that Justices are lay, rather than law persons.

The jurisdiction of justices of the peace in Baltimore County in criminal cases is defined by statute in the Public Local Laws to be:

- “A. Concurrent with that exercised by the Circuit Court
- a) in all cases of assault and battery
 - b) in all cases of assault without any felonious intent
 - c) in all misdemeanors not punishable by confinement in the penitentiary
 - d) in all prosecutions of proceedings for the recovery of any penalty for doing or omitting to do any act the doing of which is made punishable under the laws of this state
 - 1) by imprisonment in jail or in the Maryland House of Correction
 - 2) by pecuniary fine or penalty
- B. Provided:
- a) that if any person brought before any justice having jurisdiction of the case shall before trial for the alleged offense pray a jury trial on the part of the state, it shall be the duty of any justice to commit such alleged offender for trial in the Circuit Court.
 - b) the justice before whom the case is for trial shall inform the person charged of his right to a trial by jury
 - c) and, should such person waive a jury trial and demand a trial before such justice, then it shall be the duty of said justice to forthwith notify the State’s Attorney of the name of such person and the character of the charge against him, and said justice shall not proceed to try said case within a less period than seven days (now changed to three days) from the date of sending the notification, unless he should sooner receive information from the State’s Attorney.”⁴

³Const. of Md., Art. 4 (1867).

⁴Ann. Code of Md. (1916), ch. 326.

At the present time there are twenty-five justices, but their number changes frequently. Of this number, six receive salaries, five of them \$50 per month and one \$75 per month. Five of them hold their hearings in station houses, and the sixth, who is located at the county seat, and receives the largest salary, has an office of his own. There is no station house here for the county jail serves the purpose of a lock-up.

Justices are required by the court to give bond for \$500 upon entering office. They are entitled to charge fees for many different kinds of service; for the issuing of writs, summons, recognizances, etc. On the first Wednesday of each month they must file an account of all fines, forfeitures, and penalties, with the names of the defendants, provisions, and the amounts paid, with the County Commissioner. From the amount turned in, those who do not draw salaries receive a certain fee, dependent upon the work of the month.

The hours for official work of the justices are quite elastic. The Public Local Laws of Baltimore County provide that "the hours of Station House Justices shall be from 9 to 12 and from 3 to 5 (Sundays excepted); at such hours and times as his duties may require, or as he may be required to do so by the County Commissioners or by the State's Attorney"

It is rarely, however, that these specified hours are kept, even by the busiest Station House justices, as they must earn a livelihood through supplementary work and interests. Occasionally their judicial work is very much of a side issue, and the hearings take place after working hours, as from 6 to 9 P. M. Apparently they are given a good deal of latitude in this matter, on the principle that the large number of justices prevents a hardship being worked upon any citizen through the inconvenient hours of one.

Constables are appointed in the same way and under the same provision in the Constitution as the justices, to assist the justices by serving writs, summons, etc., and they receive fees from the County Commissioners for their work in criminal cases. The constable is never far removed from the layman, and in country districts he merges even more completely into the community than the justice does.

Police officers are connected in no way with the justices' courts, though the hearings of the justices in the police station brings them into close contact with the work of the courts. The local law provides that the County Commissioners shall appoint as many policemen as they deem necessary to properly police the county, and under the statute giving this authority the Commissioners are required to

levy in taxes for the salaries of the officers, which are fixed by statute. They are responsible to a marshal selected from the force by the Commissioners to have entire control of the force. The marshal has lieutenants and captains at some of the houses, men who have been promoted to greater responsibility.

The distinction is clear, then, between the magistrate and his constable, and the police force provided by a local law as towns developed at different points throughout the county. The justice and the State's Attorney working in close collaboration may request assistance from the police officers through the marshal. "Particularly the state's attorney has long been recognized as a part of the police system, and his opinion as to the sufficiency of evidence in crime cases is usually accepted by the police department."⁵

Possible limitations of justices have no doubt been suggested to the reader's mind by the foregoing account of their hours, fees, salaries, and their relation to the police force, and more particularly, by the fact already noted that the Constitution requires no training or special ability on the part of the appointed. We may assume, then, that they are a heterogeneous group, representing various classes and interests of society, and actuated by various motives in entering upon the work. Baltimore County, like any other area of similar character, presents a cross section of democracy in her justices. The small-town lawyer near the county seat who supplements his legal work and possibly his self-esteem by these judicial duties, the farmer in the hill country pretty well cut off from intercourse with the county seat and often struggling with difficult community problems, the district politician who uses the justice's bench as a means of getting known, the man of comfortable circumstances who has a judicial turn of mind and a social viewpoint—these are a few representative types. It is obvious that their interpretation of the law and their decisions must vary, especially in cases where their discretionary powers are great, as, for instance, in domestic difficulties. If a wife brings her husband on a charge of assault and battery during a state of intoxication before a justice who is anxious to win the reputation of being a "good fellow" among the men of the community and who drinks with them, he is less likely to inquire beneath the surface or refer the case to a social agency than the justice whose interests are less intimately associated with his work.

Absence of personal bias, conscious or unconscious, does not insure good work, however. Lack of training, and often little opportunity

⁵Letter from the State's Attorney of Baltimore County, Md.

to learn except by making mistakes is a serious limitation of justices. Children's workers have for a long time had good opportunity to witness this. "Through errors in the commitments of the courts, the board has seen many a promising child, on a writ of habeas corpus, discharged to certain ruin,"⁶ wrote an official of the New York House of Refuge, in 1864. This is as applicable today as it was then in illustrating the mistakes of justices which seriously affect the lives of children. Today the mechanical error is less serious than is the limited knowledge of certain laws, and the application of the principles for which they were framed.

A third factor which limits the justice is public opinion. His court is the simplest unit of the judicial system, least removed from the community which it serves. Both the advantages and the disadvantages of such a plan are evident. He has less opportunity for a detached or objective judgment; he is better situated to make a common sense decision because he is close enough to it to understand a local situation. These two factors have always been at war with each other since justices' courts began. In the cities where the second factor became inoperative because of the increased population, and the former paved the way for corruption and false dealing, a way out had to be found by the establishment of special courts: Criminal, domestic relations, small claims, where common sense decisions enlightened by the contributions of social science again became possible. Country districts have continued to be fairly well cared for by their justices' courts. Especially in districts fortunately situated like Baltimore County adjacent to a large city from which the latest and best methods of safeguarding justice can come, the justices' courts should function well. Institutions such as the juvenile court, which have proven their value in larger places are more likely to be recognized and adopted in this type of community. However, such districts have their dangers, as was evidenced in Baltimore County prior to a recent annexation of county area by the city. The city had spread so rapidly beyond its limits that the dividing line no longer separated city from suburbs but rather one city street from another in certain sections. In these sections three or four county justices were actually doing the work of city justices, and yet they were not a part of the closely organized city system. Moreover, all the influences which come out of the city are not good. It is usually the problem of a suburban section to take care of the urban population which seeks its pleasure

⁶"*A Half Century with Juvenile Delinquents.*" B. K. Peirce, D. Appleton & Co. (1869).

at resorts outside of the city, and which often seeks it in an anti-social way. Frequently conditions develop which tax the judicial machinery of smaller sections. Baltimore County experienced such a situation in one of her tidewater neighborhoods where several pleasure parks of a poor type were located. The justice was corrupted by the bad influences which centered there and the machinery of the law had to be invoked, an inquest of the grand jury held, and the justice dismissed from office.

An enlightened suburban population of Baltimore County with wealth and interests there was responsible for the establishment in the County fifteen years ago of a welfare agency, known as the Maryland Children's Aid Society, Baltimore County Branch. This society deals with both adult and child problems. There are only two strictly case work agencies in the field, the probation department of the juvenile court, consisting of a single probation officer and dating from 1913, and the attendance department of the County Board of Education in which a trained case worker was placed in January, 1923. The work of the Public Health Association naturally has a socializing influence.

The last fifteen years have seen the growth of the Children's Aid Society from a single worker with a budget of two thousand to an organization with a staff of fourteen members: social director, supervisor of case work, social workers, and office staff, with a budget of \$67,000. A survey of the forces which have encouraged cooperation between the justices and the Children's Aid Society of Baltimore County should include at least three things: They are: the work of the Society, the work of the Juvenile Court, and the social viewpoint of the State's Attorney.

The educational propaganda released by the work, both administrative and social, of the Children's Aid Society during the fifteen years of its existence has naturally been tremendous. Every remote community has heard of this agency, and takes it for granted, even though the individual impressions may be vague or erroneous. As the work of the Society has become more intensive, the justice has been called upon more and more to assist in various procedures. And so both from the community and from the professional angle the justice has developed a knowledge of this welfare organization.

The Juvenile Court of Baltimore County, established by a local law of 1913 has been a powerful factor in educating the justices for cooperation with the Children's Aid Society. The importance of a specialized training and experience for dealing with certain problems,

namely those of neglected, dependent and delinquent minors, typified by the judge and the probation officer, is forced upon the consciousness of the justice. Where the old methods of cajoling, threatening, and finally, of committing to a reformatory did not work, the newer method of full investigation and parole does. And if this special training is effective in court work it must be valuable in other kinds of work which deal with social adjustments. Therefore the justice is ready to accept the presence and method of the social worker from the Children's Aid Society because he has been prepared by similar efforts of the probation officer.

The very hearty approval of the work of the Children's Aid Society by the judge and probation officer, unfortunately an all too uncommon circumstance, must not be overlooked in this survey of educational forces. Personal efforts in writing and speaking in behalf of the Society of not only the juvenile court judge but of the other two judges of the circuit who sit in Baltimore County, and the friendliness and cooperation of all the court house group are a very potent force. The justice who comes thirty miles from a remote country section to the county seat, and there in a special court room witnesses the respect and consideration paid by the court, not only to the probation officer, but also to the officers of a Society doing a related work, is keenly impressed by this attitude and he is ready to accept the idea of calling upon a worker to help solve a difficult problem in his community which he feels a trifle uncertain about undertaking.

Very closely associated with the help of the court group is the help of the State's Attorney in developing cooperation between the justices of the county and the Children's Aid Society. Especially can he do that thing which has not yet been mentioned, namely, show the case worker the necessity of understanding procedure in justices' cases and of accepting the justice as a part of the legal machinery in certain types of cases. No training can be more valuable to a case worker who comes into a county position than a study of the children's code of the state and county, interpreted by the practical working of those laws. This interpretation is a thing which she may get by un-directed experience, wherein the formalities of the law appear to clog the wheels of justice, or she may be assisted by the State's Attorney who is preeminently fitted to do so since many of the cases in which the justice and the social worker are involved eventually reach the State's Attorney's hands.

Obversely, the role of the case worker in the social machinery of certain types of cases can be best explained by the State's Attorney

to the justice. The strategic position of the State's Attorney in this structure of forces is augmented by the fact that he is the censor, so to speak, of each justice's actions. If he handles them tactfully, the State's Attorney may through twenty-five justices, feel the social pulse of the county and know fairly accurately the social health of its body politic. Through daily telephone, postal and personal communication he is in touch with his justices. It is by such close co-operation that the weak spots in the justices' work can be determined and corrected.

The whole question of the place of the justice in our judicial system seems to depend upon a wise adjustment of responsibility between him and the officials and courts higher up. Evils creep in when the justice is given too great a latitude of power, and not he, but those who could have checked this development, are to blame. Each State's Attorney must learn by the trial and error method how far he may rely upon the discretion of his justice and how far he must take the responsibility himself. Owing to the widespread failure of adjustments made in justices' courts of desertion and non-support cases, it has become the custom in Baltimore County to send the papers of all these cases to the State's Attorney, who handles them in the circuit court. The latter established this custom by notifying each justice to not try any cases which fell into these categories. His right to take this action was based upon Section c under B of the Annotated Code of Maryland, already quoted. The satisfaction on the part of the justices at being relieved of desertion and non-support cases, the participants in which showed little gratitude or response to their efforts, was good evidence that the move was a wise one.

It has been pointed out in some detail how large a part the State's Attorney may play in advancing cooperation between the social worker and the justice. It is needless to say that a great deal of the success of the social worker, not only in cases with justices but also those in which children are indirectly involved which are still handled by the public prosecutor, depends upon the kind of State's Attorney which the county elects. In many communities which boast a juvenile court the chief problem is still that of persuading the prosecutor to relinquish cases of young criminals, conviction of whom it may be easy to obtain, to the care of the juvenile court. The selection of young and inexperienced lawyers as prosecutors on the basis of their political affiliations, which obtains in some places, is obviously detrimental to the county, because the influence of this official is so far-reaching.

In Baltimore County, the illegitimacy law of 1912, which provided that cases to get support for illegitimate children should only be initiated, not settled, in the justice's court, the Juvenile Court Act of 1913, and the State's Attorney ruling in 1923 regarding non-support and desertion cases constitute three important restrictions of the power of justices in dealing either directly or indirectly with children. But there are important powers left, which the following cases will prove.

The extent of cooperation between justices and social agency which has been reached in Baltimore County can best be told by some illustrations, first, of very informal procedure, and second, of more formal action on the part of the justice. Informal procedure may be casual and undirected, or it may grow out of a definite knowledge of the part which the social agency should play in a community. Illustration of the various kinds of cases can be drawn from actual experience.

An example of casual or undirected action is shown by *Case 1*: A justice telephoned the Society that at a hearing the previous day it appeared to him that a mother of two children was in need of advice and supervision, and he would suggest that she be visited. The nature of the advice or supervision he cannot well give over the telephone, and as this justice's office is at a distant part of the county, and his office hours at an inconvenient time, it is rather difficult for the worker to proceed. She cannot proceed until she has learned the facts which developed at the hearing. The disadvantages of this over her actual presence at the hearing are two: first, she could have had first hand knowledge, and second, she could have made a more natural contact with the woman than later.

A stage of recognition of the social worker beyond that just described is illustrated by *Case 2*. A justice telephones to the Society on the eve of a hearing and asks if a visitor can be present at the hearing, as the case may be one which will have to be referred to the Society. This procedure is better thought out. It gives the worker a chance to observe the principals, the witnesses, sureties, etc., and the worker's presence may be a comfort to a frightened or timid woman, so that more of the truth is brought out than would otherwise be the case.

But better than either of these procedures cited, proof as they are of the beginning of cooperation between justice and representatives of a social agency, is a conference between the two before a hearing has been decided upon. Two examples will suffice. In *Case 3* a police captain in an industrial town, acting in the place of the justice who

held court in the police station and had familiarized the police officials with cooperation with the Children's Aid Society, telephoned the Society for advice. Two women, he said, were in his office with a baby. They declared they had cared for the infant for some weeks without pay, that the mother, a fourteen-year old girl, was in the act of leaving her husband to go to another town. She had demanded her baby, after promising one woman that she might adopt the baby, and they felt the mother was unfitted to care properly for it. The social aspects of this case mark it more obviously than the others cited as one to be handled from the beginning by a social agency. The officer repeated the words of the women to the worker at the other end of the wire, and arranged to have them come immediately to the Society's office for an interview. Not until several months later did this police official have any further part in the case, aside from a brief interview for general information about the family. Then the case was brought into the juvenile court and one of his patrolmen was asked to testify and made an excellent witness.

Case 4 is a second illustration of early referring. A doctor had been consulted by a twenty-year old girl on account of ill health. He suspected pregnancy and upon questioning, the girl frankly admitted relations extending over a year with a man much her senior, and gave his name. The doctor advised her to tell the man the circumstances and to report back to him. She returned the following evening and stated that the man refused to marry her but was willing to pay for anything else that was necessary. As this suggested criminal abortion to the physician's mind he took the girl immediately to a justice of the peace where they talked the matter over and both men learned a great deal of her social history from her. The justice told the girl that he would give her a week in which to decide either for marriage or for exposure of the father of her child. The following day the justice reported the case to a social worker from the Children's Aid Society, and asked that the girl be visited. The information which the justice and the doctor had already obtained, in addition to facts about the girl's family which the doctor knew, were valuable to the worker in approaching the problem and saved the girl the necessity of repeating her story again. This may be said to represent an advanced type of cooperation, despite the fact that the justice had failed to do his own job fully, namely, to take down the girl's statement in writing on the evening that she was brought to him. This would have represented the beginning of legal procedure in illegitimacy cases, and might have served as a safeguard against a way of escape by criminal

abortion, especially as this way out of the difficulty was already present in the girl's mind. Fortunately, this girl was not persuaded to such action, but this type of case needs the most intelligent and rapid action because of the mental crisis which frequently develops when the facts of her condition are first discovered by an unmarried girl.

When a justice has tried to solve domestic difficulties in a family and failed, and then asked the social worker to come in, he has shown a commendable faith in social work and given the worker an opportunity to demonstrate her ability. How much better she might have done if she had handled the problem from the beginning! *Case 5* is such a case which fell to the lot of the Baltimore County Children's Aid Society to handle. An unmarried mother of two children who had made an unsuccessful effort in court to place responsibility of their paternity and thereby receive support for them, instituted proceedings in a justice's court against a man whom she claimed to be the father of a third child. At the hearing this man agreed to marry her and establish a home, the maternal grandmother having promised to care for the two older children. But the young man seemed to have never been able to bring himself to the point of living with his wife, or of supporting her. After nearly a year had passed, the girl, urged on by her parents who feared being left with the complete burden of a married daughter and three grandchildren, went to another justice and complained of non-support. He summoned the man, who again made promises which he did not fulfil, and after some weeks had passed and the girl had again consulted him, the justice referred the case by a letter to the Children's Aid Society and followed it by a visit to the office. The justice said he did not wish to institute criminal proceedings of non-support against the man as he felt sure there might be extenuating circumstances: he hoped the social worker could resolve the domestic problem without recourse to law.

The referring of a domestic problem to the Society when it has gone through both the justice's court and the circuit court and has passed from the acute to the chronic stage is not an uncommon thing and emphasizes the degree of cooperation which has been reached, incomplete as it may seem, in the case just cited. An example of an advanced case, which proves how greatly the worker would be limited in her attack on the problem by the advanced stage it has reached, is *Case 6*. A young Irishman of twenty-five, who came of an unstable family known to the Children's Aid Society eight years before, was directed by a court official to the Society's offices at the end of his trial for non-support in the circuit court. He had been ordered to pay five

dollars a week to his wife for the support of their child, and the desire to make trouble for his wife through the intervention of an agency had prompted his coming. It was obvious that his story was biased, and within a week, before the wife had been visited, he telephoned the office of the Society to ask that nothing more be done as he and his wife were now living together again. This was the fourth separation and reunion within a year. This case was not referred by a justice, but it is included in order to give emphasis to our contention that there is a decided social advantage in getting a case before it has gone beyond the justice's court.

Another example of informal but directed procedure comparable with *Case 4* is *Case 7*: A justice telephoned the Children's Aid Society to tell of a situation which he thought might bear investigation. A woman who was going to work each day had left a four-year-old girl in the home alone and was prevented from arriving home from Baltimore one evening by a snowstorm which tied up transportation. She telephoned the police station and asked that an officer go to the home, get the child and take her to a neighbor's house over night.

Informal procedure is not always initiated by the justice. The firm basis upon which social work is established in Baltimore County has resulted in assistance being freely given by the justice when it is requested by the Society, as *Case 8* illustrates. A litigious old man, who had brought his son before every justice in a certain isolated section of the county, reported to his lawyer following a fresh quarrel and departure from his son's home. He claimed that his son had turned him out of home in the winter; that he had neither clothing nor money. This event had been fore-shadowed at the time that an earlier investigation had been made by the Society, and some correspondence had passed between the Society and the lawyer. Now the latter wrote asking if the Society would investigate the circumstance under which the old man had left the home. At that time of year the roads into the farm house were impassable for some miles, and so a justice who knew all the past history of the situation was called upon to make the investigation. He summoned the son, talked the matter over with him and reported the result to the Society, who, in turn, reported to the lawyer.

Formal procedure is the procedure during the justice's hearing of court. It is obvious from what has been stated before that agents of the Children's Aid Society are frequently present at justice's hearings, both for cases which they have been instrumental in bringing into court, and also for cases which they have been asked by the justice

to hear. The former group is by far the more numerous, and of that group the illegitimacy cases are most common. When it is recalled that all cases of this type must be instituted in the justice's court, and that each case presents a generally recognized social problem, the reason for this is plain.

Case 9 was that of a feeble-minded, pregnant girl of twenty-two, mother of one illegitimate and feeble-minded child of three. During the war she had been in a penal institution upon conviction of soliciting, and now, with her father and sister, had drifted into a well-to-do section of the county. The situation was reported to the Children's Aid Society by a County Commissioner, and after a talk with the girl an agent of the Society went before a justice and initiated action, according to the illegitimacy law, on information received. The justice summoned the girl, who gave the name of the father of her unborn child and said he was a sailor on a service ship in the harbor of a neighboring city. The man was summoned and proved to be a young foreigner who spoke little English and appeared to be unacquainted with our legal procedure. He admitted paternity and said he would marry the girl. The latter, who had seen him before the hearing, had evidently persuaded him that marriage would solve the problem and secure his release. An effort was made by the justice at the police station to get in touch by telephone with his commanding officer, but the latter was out of town. At this point the justice showed an insight into the social aspects of the case. Instead of releasing the boy to buy a marriage license he got in touch with the State's Attorney, who advised him to use the discretionary power given him by the law and hold the sailor in the police station until he could communicate with his commander the next day. In the interim the social worker posted a brief summary of the situation to the commanding officer. These efforts resulted in a hearty response the next day from the sailor's superior officer. He said the boy was a Porto Rican and an American citizen, that he had a good record and that he would be advised to do as recommended, namely, appear when the case was brought into the criminal court and agree to pay the weekly support order which would probably be made by the court. He could not vouch for the sailor's appearance in court, but recommended that he be released without bail, and that the State's Attorney take the case up with the Secretary of the Navy, who had dealt with such situations before. The justice talked with the sailor, explained that it was unnecessary and unwise to marry this girl, and told him the alternative. He readily agreed to pay a support order and was permitted to return to his ship.

In the cases which have been cited, as in all of those which the writer has dealt with in Baltimore County, a uniform attitude of courtesy and helpfulness has existed in the relations between the Society and the local justices. One exception may be noted, *Case 10*, not so much because of its consequences, as they were negligible, but because it represents a false orientation of the justice to his position. Upon the advice of the Society's counsel and the State's Attorney, the Society decided to get from one of the judges a temporary commitment of an incorrigible girl of fourteen to an institution. The principal reason for this action was to insure her presence in juvenile court a few days later when her case came up for consideration. She was living and working in a private boarding house for men in an industrial town. The landlady winked at the girl's conduct and found her to be cheap labor. She had formerly employed the girl in a public restaurant, and had just avoided having the girl removed from her by the State Board of Labor when she transferred her business to a private house. This landlady was a favorite among the men of the town, a rough group employed in a neighboring steel mill. When the town justice, who knew the whole situation, was asked to fill out the legal form permitting commitment, which would then be signed by a judge, he came to the Society's offices and asked to be excused on the grounds that "the fellows" would not think well of this action and he wanted their support at election. A justice some distance from the scene was secured to make out the papers, and the judge's signature having been obtained, the defaulting justice was quite willing to ask one of the station house officers to get the girl, thereby cooperating in arrangements for her transportation to the Home. This is a clear illustration of the danger of a justice becoming too sensitive to the opinion of a minority, which to him represents vox populi.

This somewhat informal presentation of cases may have served to illustrate the nature and degree of cooperation between justices and the Children's Aid Society of Baltimore County. Cooperation between the social worker and the justice is typified by community cooperation. More intensive work with its district units or committees by a social agency should result in a better cooperation between the members of the community and the local justice, so that the justice is not hindered in his social endeavor but rather carried further in it. Especially would this be shown by an increased willingness of the community to report situations which need improvement, and also to testify before the justices and before the higher courts when necessary.