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# SURVEY OF JUVENILE PROBATION IN 65 COUNTIES OF PENNSYLVANIA\*

GEORGE E. LODGEN and BENEDICT S. ALPERT†

The period of time covered by this study is from 1922 to 1933. During this decade, investigators of the Pennsylvania Department of Welfare<sup>1</sup> filed frequent accounts of the operation of the juvenile courts and probation departments in all counties of the State. The accumulation of these reports resulted in a unique chronological account of the systems as they developed, and formed the basis for this study. After study and discussion of these 65 county reports a general descriptive sheet was compiled for each county, and was verified with the investigator for the Department in order to assure correct interpretation of the original descriptions. The separate county findings were then grouped according to class of county.<sup>2</sup> Material regarding number and salaries of officers was obtained by questionnaires. The following section is a brief topical resumé of the most important findings of this analysis.

The recommendations at the end of this paper incorporate also the results of an intensive field investigation of four typical Pennsylvania counties.<sup>3</sup>

## *The Judge*

It is an encouraging fact that the bench as a whole was found to be favorably disposed toward a fuller development of probation.

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\*Because Philadelphia and Allegheny Counties (Pittsburgh) present peculiar problems reflected in the allowances made in juvenile court laws, and because adequate studies of their probation systems had already been made, these two counties were omitted for the purposes of this study.

†Massachusetts Child Council, Boston. G. Richard Bacon, now of the staff of the Eastern State Penitentiary, Philadelphia, participated in the gathering of the material and writing of the report from which this summary is taken.

The report, submitted September 15, 1933, was made under the general supervision of Mrs. Alice F. Liveright, then Secretary of Welfare for Pennsylvania, with the cooperation of Mrs. Gertrude M. Williams, Director, Bureau of Research and Statistics; Miss Margaret M. Swiggard, Bureau of Community Work and Dr. B. L. Scott, Director, Bureau of Correction.

<sup>1</sup>Hereinafter referred to as the Department.

<sup>2</sup>County classification on the basis of population: Class 1: over 1,500,000; Class 2: 800,000 to 1,500,000; Class 3: 250,000 to 800,000; Class 4: 150,000 to 250,000; Class 5: 100,000 to 150,000; Class 6: 50,000 to 100,000; Class 7: 20,000 to 50,000; Class 8: less than 20,000.

<sup>3</sup>Individual studies of each of these four counties were submitted with the original report. These counties were Westmoreland, Schuylkill, Centre, and Montgomery.

Examination of Department reports showed that 42 per cent of the judges handling juvenile cases were at least ready to listen to reorganization plans, 21 per cent were aggressively anxious for change, and a very small percentage was opposed to its extension. A few expressed neither encouragement nor opposition, but treated probation as a necessary part of court procedure; about one-fifth took a conservative attitude.

The best juvenile court practice delegates all children's cases to one judge, in order that one policy may guide the probation officer, the probationer, and consistently educate the community. In Pennsylvania, however, practice was found to vary. In some counties, the oldest member of the bench, in others the youngest was named, while some judges preferred to rotate their juvenile sessions. In sixty per cent of the third-class counties and in seventy-three per cent of the fourth class, one judge specialized in juvenile work. In the fifth class, two of the three counties with more than one judge followed the same practice. In one fifth-class county, in fourteen of the sixth class, and all seventh- and eighth-class counties, only one judge was available so that he necessarily supervised the juvenile work. The remaining three sixth-class counties had each two judges who presided alternately.

### *Personnel*

The first Pennsylvania juvenile court law of 1903 prescribes that "the court shall appoint or designate one or more discreet persons, of good character, to serve as probation officers during the pleasure of the court . . . ." Since this provision has not been amended or expanded, the standards for selection of probation officers lie entirely within the discretion of each court. This law provided for volunteer probation officers only, but since that time the law has been amended to allow for salaried officers although the practice of appointing volunteers has not disappeared. Of the 91 juvenile probation officers in the 65 counties, twelve (18.3 per cent) were serving as volunteers. About one-fourth of the probation officers of the sixth- and eighth-class counties received no compensation. Strict accountability to the court of all probation officers has been found essential to effective service, but even in counties where this was enforced, the short-lived enthusiasm and lack of responsibility characteristic of most volunteers has largely discredited their appointment.

In a considerable portion of the counties, lack of funds and the

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<sup>4</sup>P. L. 1903, No. 205, Sec. 2.

small number of cases (amounting in certain instances to as few as three or four a year) necessitated the appointment of part-time officers, who composed 51.1 per cent of the total. The position of juvenile probation officer, when part-time, was most frequently combined with the position of adult probation and parole officer. In general, the judges of the State appreciated the disadvantages of appointing probation officers from court attaches. Only in counties of the last three classes were such appointments made. The proportion increased from three of the 25 probation officers in class six, to five out of 20 in the seventh class, and three out of eight in the last class. Most of these appointments were made from among the minor court officers, although in one county an associate judge, and in another a district attorney, acted as probation officers.

Various other positions were found to be held by part-time probation officers—skilled laborers, teachers, lawyers, clergymen, and professional social workers. Eight of the part-time probation officers holding jobs not connected with the court served either as community nurses or social case workers for local agencies or the Mothers' Assistance Fund. Only 19 of the juvenile officers had had previous training in social work or had experience in this kind of work. Seven had received training for another profession or had obtained a college degree. One probation officer considered that he was qualified for his work by reason of his previous experience in state service—as Japanese beetle inspector.

The following table considers the salaries received by full- and part-time officers in each class of county.

TABLE 1  
SALARIES OF JUVENILE PROBATION OFFICERS IN PENNSYLVANIA

Class of County	No. of Counties in Class	No. of Counties Reporting	Mean Salaries <sup>1</sup>			
			Male		Female	
			Full Time	Part Time	Full Time	Part Time
Third	5	5	.....	....	\$1819	....
Fourth	11	11	\$2509	....	1636	....
Fifth	4	4	.....	....	1655	....
Sixth	17	14	1650	\$850	1274	\$636
Seventh	17	14	900	400	....	454
Eighth	11	11	.....	240	....	....
Totals	65	59	.....	....	....	....
Mean	..	..	2121	519	1655	568
Median	..	..	2100	435	1800	480

<sup>1</sup>Some of the officers gave their full salary, although engaged part-time with juveniles and part-time with adults. These have been counted as full-time officers.

Average figures for both part- and full-time officers show a definite decrease in passing from third- to eighth-class counties. Comparative figures for the country at large were available for full-time officers only.<sup>5</sup> These figures showed that for counties having a population of from 100,000 to 500,000, male probation officers received an average salary of \$2,040. The average salary of \$2,509 paid to probation officers in the fourth-class counties in Pennsylvania (all of which fall within the above population range) compared favorably with the average national figure. A few of these may, however, be chief probation officers, in which case their salaries would be larger and this weighting may account for the favorable comparison. The average for the chief probation officers for the country as a whole is \$2,598. For the eleven female officers in class four, the average salary is \$1,636. The average national figure for female probation officers working in counties within the population range of the fourth-class counties in Pennsylvania is \$1,790. All the counties in the remaining classes fall within the population grouping of up to 100,000. The average salary for male probation officers in this group is \$1,725, and for females, \$1,522.

#### *Procedure in Bringing Child to Court*

The Juvenile Court Act of 1933 prescribes petitions, and warrants by magistrates, aldermen, or justices of the peace as alternative methods. Any child under the age of 16 who needs the care, protection, or control of the court may, without arrest, be brought for a hearing by use of a petition filed by parents, relatives, or a citizen. It includes identification data and a brief allegation of the facts which bring the child within the provisions of the law. The court may then issue a summons ordering the child to appear attended by his parents.

The alternative to a petition is a commitment by a magistrate, alderman, or justice of the peace. Prior to the Act of 1933, which forbids preliminary hearings, children were sometimes given hearings by minor courts and either discharged or committed to the juvenile court. Although illegal, after the enactment of this law, children were still arrested and taken before a minor juvenile court, which referred the case to the juvenile court. The petition, because it eliminates anything savoring of criminal procedure and prevents the child's thinking of himself either as a hero or criminal is preferable to the warrant in bringing the child to court. The following table shows that this fact

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<sup>5</sup>Figures obtained from the National Probation Association.

is far from being universally recognized in the juvenile courts of Pennsylvania.

TABLE 2  
METHOD OF BRINGING CHILDREN TO COURT

Method	Class of County						Total
	3rd Per Cent	4th Per Cent	5th Per Cent	6th Per Cent	7th <sup>1</sup> Per Cent	8th <sup>2</sup> Per Cent	
Petition only...	40.0	9.1	25.0	29.4	25.0	11.2	23.3
Warrant only...	...	9.1	...	11.7	18.7	44.4	14.0
Both petition and warrant..	60.0	81.8	75.0	58.9	56.3	44.4	62.7
Total .....	100.0	100.0	100.0	100.0	100.0	100.0	100.0

<sup>1</sup>One county unknown.

<sup>2</sup>Two counties unknown.

This table shows a rough relationship between the number of counties using petitions only and the population of the county. Forty per cent of the third-class counties used only petitions in bringing the child before the court, whereas in counties of the eighth class, the smallest population group, but one county used petitions exclusively. There is a progressively greater use of the warrant as we pass from the highly populated to the less densely settled counties of classes seven and eight, the fifth-class counties being an exception. The use of both warrants and petitions by any one court shows a gradual decrease as we go from fourth- to eighth-class counties. For the state as a whole, the picture is somewhat brighter. Referring to the last column of the table, petitions are used exclusively in 23.3 per cent and warrants in 14.0 per cent of the counties. The situation is, however, far from ideal with 62.7 per cent resorting at times to warrants. A possible explanation for the sole use of warrants in the smaller counties is that in these courts juvenile cases were so rare that the judges did not appreciate the advantages of the petition over the warrant.

### *Detention*

Pennsylvania has long recognized the importance of keeping children out of jails and police stations. In 1903 the first Act compelled counties to provide places apart from regular jails for detention of child offenders under sixteen years.<sup>6</sup> Ten years later this Act was amended to require the several counties to furnish and heat such quarters and provide for the maintenance and custody of children so

<sup>6</sup>Act of April 3, 1903. P. L. 137.

held.<sup>7</sup> Twenty years later the General Assembly codified all existing laws and provided in part that "No child, pending or after hearing before the juvenile court, shall be confined in any county jail, work-house, police station, lock-up or other institution in which adults are confined . . . ."<sup>8</sup> In the light of this development it is interesting to note the following table which considers those counties still using these illegal forms and those resorting to more progressive methods of detention.

TABLE 3  
DETENTION FACILITIES BEFORE TRIAL

Place of Detention <sup>1</sup>	Class of County						Total
	3rd (5)	4th (11)	5th (4)	6th (17)	7th (17)	8th (11)	
Jail—Proper .....	1	2	1	11	10	4	29
Jail—Special quarters.....	0	2	0	3	3	0	8
Detention home .....	3	4	2	3	1	0	13
Foster home .....	1	0	0	1	2	0	4
Own home .....	1	1	0	6	4	4	16
Other .....	1	4	1	5	3	4	18
<b>Total .....</b>	<b>7</b>	<b>13</b>	<b>4</b>	<b>29</b>	<b>23</b>	<b>12</b>	<b>88</b>

<sup>1</sup>It will be noted that more forms of detention are recorded than there are counties. Wherever more than one form of detention was used, the alternate forms were tabulated as part of the county method of detention. It was impossible to record in what fraction of the cases one form was used rather than another.

Thirty years after the passage of the first law forbidding the use of jails for the detention of children, we still find them in use in twenty-nine counties (45.0 per cent). When special jail quarters are included with the jail proper, we find that fifty-seven per cent of all the counties are violating the law in this respect. The detention home was found in twenty per cent of the counties studied. While no eighth-class and only one seventh-class county maintained a special home, sixty per cent of the third-class counties, eighty per cent of the fourth class, and fifty per cent of the fifth class made such provision.

The foster home was used in less than ten per cent of the counties in the State, half of which were in the seventh class. Twenty per cent of the third-class counties, six per cent of the sixth class, and none of the eighth class used this superior form of detention facility. Twenty-five per cent of the counties in the State left the child in his own home while under detention, wherever practicable. Only one

<sup>7</sup>Act of July 21, 1913. P. L. 870.

<sup>8</sup>Act Number 311 of the 1933 regular session.

each of the third- and fourth-class counties regularly followed this practice, as did one-third of the eighth class. In each class of county some use was made of this progressive type of detention.

Other types of detention included various forms which have grown out of the circumstances of the various counties. A third-class county used an industrial school for detention purposes. The four other types of detention in the fourth-class counties are all of a private detention home nature. A fifth-class county used a special room in the court house basement for detention. Facilities used by sixth-class counties included the County Home, the probation officer's home, a small County Home for Dependents, and the George Junior Republic. Three seventh-class counties regularly depended upon the poor house, the county home, and the Children's Aid Society home, respectively. Perhaps the worst form of detention was found in a seventh-class county. Pending the hearing the child was detained in an open iron cage in the court house basement. In one eighth-class county the County Home was used, in two others the child was cared for at the home of the sheriff.

### *Hearing*

The following table shows the nature and place of the hearing of juvenile sessions:

TABLE 4  
COURT HEARING

	<i>Class of County</i>						<i>Total</i>
	<i>3rd</i> (5)	<i>4th</i> (11)	<i>5th</i> (4)	<i>6th</i> (17)	<i>7th</i> (17)	<i>8th</i> (11)	
<i>Nature of Hearing</i>							
Public .....	2	3	1	4	9	5	24
Private .....	3	8	3	13	8	6	41
<i>Place of Hearing</i> <sup>1</sup>							
Court Room .....	2	6	0	5	8	6	27
Chambers or Law Library....	3 <sup>2</sup>	6 <sup>3</sup>	4	14	9	5	41
Publicity Allowed .....	1	5	0	0	6 <sup>4</sup>	1	13

<sup>1</sup>Where more places of hearing are noted under any class of county than there are counties in the class, it is because more than one place was used for juvenile hearings by the county.

<sup>2</sup>Includes house of detention.

<sup>3</sup>Includes grand jury room.

<sup>4</sup>Includes counties where newspapers are occasionally allowed to publish report of a juvenile court case.

Forty per cent of the third-class counties and twenty-seven per cent of the fourth class limited attendance at their juvenile sessions to

persons involved. Twenty-five per cent of the fifth and twenty-four per cent of the sixth class also ignored this principle. Consideration of the seventh- and eighth-class counties combined shows an even split between the number permitting and the number avoiding formal public hearings. There being fewer cases in these counties, it may be that either more public interest or less court consideration attended the place where they shall be heard.

Two third-class counties and six fourth class considered the court room a proper background in which to hear juvenile cases. Thirty-five per cent of the sixth class and approximately one-half of the seventh- and eighth-class counties lag behind with the larger counties in this respect. The fifth-class counties held all juvenile sessions in chambers or in the law library.

The last section of this table shows that fifty-two of the sixty-five counties did not allow the press to publicize hearings. The fifth- and sixth-class counties each show but one example of failure to protect the name of the child. Almost fifty per cent of the fourth-class counties and over thirty per cent of the seventh-class failed to recognize the importance of excluding the press.

### *Investigation*

Although there is no established technique of case investigation, certain fundamental sources of information are usually available and serve as a necessary basis in juvenile cases. The following considers the extent of physical examination of children brought before the juvenile court.

In the third class (five counties), one made a routine examination, two examined only rarely, and the last two examined only girls suspected of venereal infection or pregnancy. In the fourth class (eleven counties), only one court required a regular physical examination of all cases, two more made examinations occasionally, two provided them as a matter of course in girls' cases only, three had them for girls in suspected cases, and three had none. Two of the four fifth-class counties made occasional examinations, and two, none. In the sixth class (seventeen counties) one made routine examinations, two rarely, and one for girls only. Thirteen counties (76 per cent) of this class made no examination. Five of the seventeen seventh-class counties made occasional examinations, one county for girls only, leaving eleven counties with none. None of the eleven eighth-class counties gave physical examinations. Analysis of the totals shows that only three (4.6 per cent) of the sixty-five counties

made regular physical examinations, 32.9 per cent had sporadic examinations or restricted them to special classes, while the large majority of forty (62.5 per cent) had no physical examinations whatever.

Turning now to psychological examinations administered to children who appear before the juvenile courts, we find that in the five third-class counties two gave examinations rarely, one when the need was obvious, as when the child is retarded in school, and two gave none. In the fourth class, two of the eleven counties used the psychological tests as a matter of routine; one, occasionally; another, when the child was retarded in school; two more tested girls only, and five counties made no use of psychological examinations in their investigations. The four fifth-class counties were evenly divided between giving tests rarely and not giving them at all. Two of the seventeen sixth-class counties made occasional psychological tests, two when the need was obvious, one tested only girls, and the remaining eleven made no provision for psychological examinations. Of the seventh-class counties, three occasionally gave mental tests and fourteen gave none. None of the eighth-class counties administered psychological examinations.

In terms of state-wide figures, only two (3.0 per cent) of the sixty-five counties studied used routine psychological examinations. Ten (15.3 per cent) had occasional testing. Five (7.7 per cent) used their discretion in regard to when tests should be administered. Three (4.6 per cent) gave them only to girls. Forty-five (69.2 per cent) of the counties gave no psychological tests. Typical of the attitude in such a county was the statement of a probation officer that she made no psychological examinations because then she would have to make some plan for the probationer. "And I don't know what plan to make," she added.

So far as psychiatric examination is concerned, only eight (12.5 per cent) of the sixty-five counties made occasional use of this means of investigation while 87.5 per cent made no provisions for them.

One of the best primary sources of information is the social service exchange in that it gives leads to cumulatively historical records compiled by other agencies which know the family. The following chart considers the presence and use of social service exchanges, and where there was none, the extent of cooperation with social agencies in obtaining information.

Of the four third-class counties having social service exchanges, only two made a regular practice of requesting information and one cleared occasionally. In the fourth class, although seven counties had

**TABLE 5**  
**USE OF SOCIAL SERVICE EXCHANGES AND SOCIAL AGENCIES IN INVESTIGATION**  
*Counties Using Social Service Exchange*      *Cooperating with Social Agencies Where No Exchange*

Class	Counties No. Served	No. with Social Service Exchange	No. Using	No. Using Rarely	No. Cooperat-		
					No. with Social <sup>1</sup> Agencies	ing with Social Agencies <sup>2</sup>	No. Not Cooper- ating
3rd	5	4	2	1	1	1	0
4th	11	7	4	0	3	3	0
5th	4	1	0	1	2	1	1
6th	17	3	1	0	13	12	1
7th	17	1	1	0	13	10	3
8th	11	0	0	0	0	0	0
Total	65	16	7	2	32	27	5

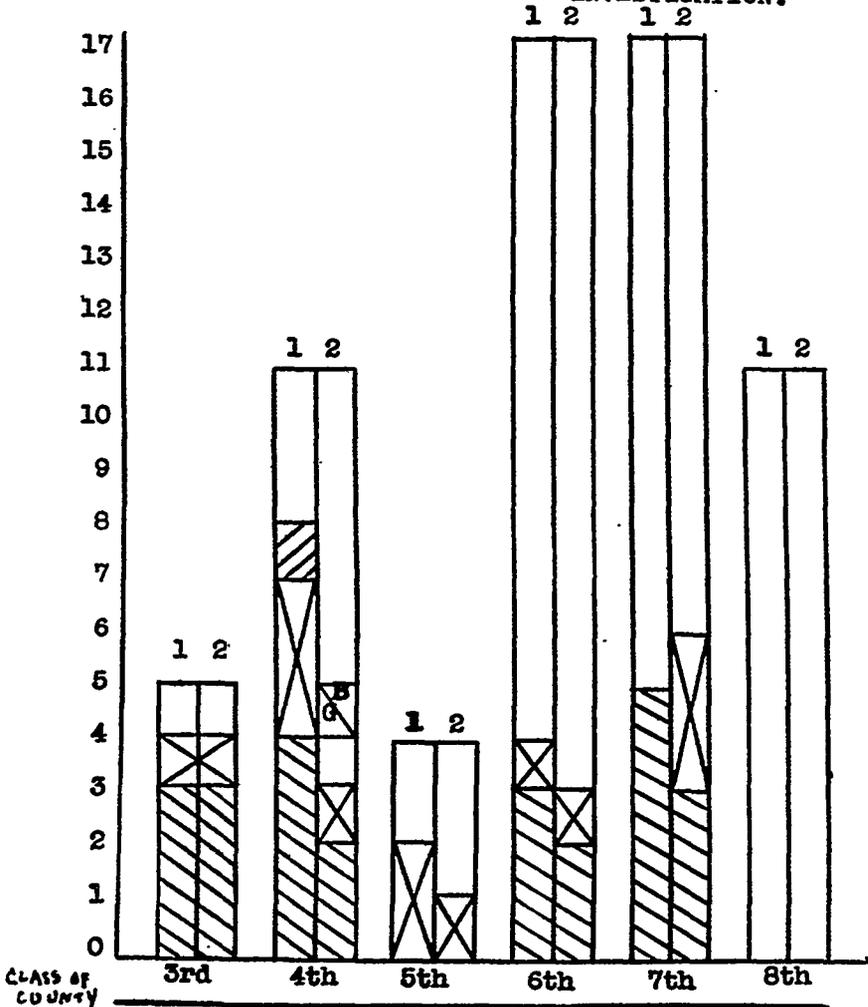
<sup>1</sup>Includes counties having a children's society, a family society, or both. The American Red Cross is not counted as a family society for purposes of this report; with one or two exceptions, all sixty-five counties have a branch of the Red Cross. Only those family or children's societies are counted which do active case work and keep records. Counties having Social Service Exchanges are not included in this or the two following columns.

<sup>2</sup>"Cooperation" includes not only an exchange of information during investigation but also during supervision.

social service exchanges, only four courts regularly availed themselves of the service. In the fifth class, the one county having the exchange did not use it in all cases. Although three counties of the sixth class had social service exchanges, only one juvenile court made regular use of it. In the one county of the seventh class listed as having an exchange, although none existed as such, the juvenile probation officer was connected with the agencies and to all intents and purposes served as a clearing house. Eighth-class counties had no exchanges and therefore did not clear their cases.

Probation officers in a number of counties lacking social service exchanges cooperated effectively with existing social agencies to secure information. The one third-class county with no social service exchange had a children's agency with which the juvenile court cooperated. In the fourth class, the same was true of the three counties without exchanges. In the fifth class, however, of the two counties not having an exchange, one of the juvenile courts did not avail itself of the agency as a source of information. In the sixth-class counties the same was true of one juvenile court in the twelve counties without exchanges. The highest number of non-cooperating probation officers, three out of thirteen, was reached in the seventh-class counties. None of the eighth-class counties had social service agencies of the type mentioned.

COUNTIES USING HOME AND SCHOOL VISITS IN INVESTIGATION.



Legends: Column 1 refers to Home Visits.  
 Column 2 refers to School Visits.

Do Visit

In girls' cases;  
 Rarely for boys.

Occasionally

In girls' cases

Do not visit

Height of bar indicates number of counties in class.

The following chart considers the degree to which the home and school visit is used in investigation.

In the third class, three of five counties made the home visit a matter of routine. One court of this class did so only rarely, and one more made no home visits. The next bar shows that four of the eleven fourth-class counties made regular visits to the home; three only occasionally; one in girls' cases only; three did not use this source. In the fifth class, two of the four counties rarely made home visits, and two not at all. Three of the seventeen sixth-class counties went to the home as a matter of routine; one did so rarely; and thirteen never visited the family. In the seventh class, five of the seventeen counties made the home visit regularly and twelve did not. In the eighth-class counties, home visits were not made as a matter of routine.

Examination of school visits reveals that three of the five third-class counties made regular visits to the school in the course of investigation; one, only rarely; and one not at all. In the fourth class, two of the eleven made a practice of visiting the school; one only occasionally; another visited the school regularly for girls' cases but rarely for boys', while still another limited this contact to girls' cases. Six, or more than half of this group, did not investigate the school at all. Only one of the fifth-class counties made any school visits and they are rare. In the sixth class, two of the seventeen counties visited the school as a matter of routine; one occasionally, and fourteen (82 per cent) entirely ignored the school. The next bar, the seventh class, shows an increase of one over the sixth class in counties visiting the school as a matter of routine and in those which visit occasionally, leaving twelve counties which neglect the school. In the eighth class, school visits form no part of the investigation.

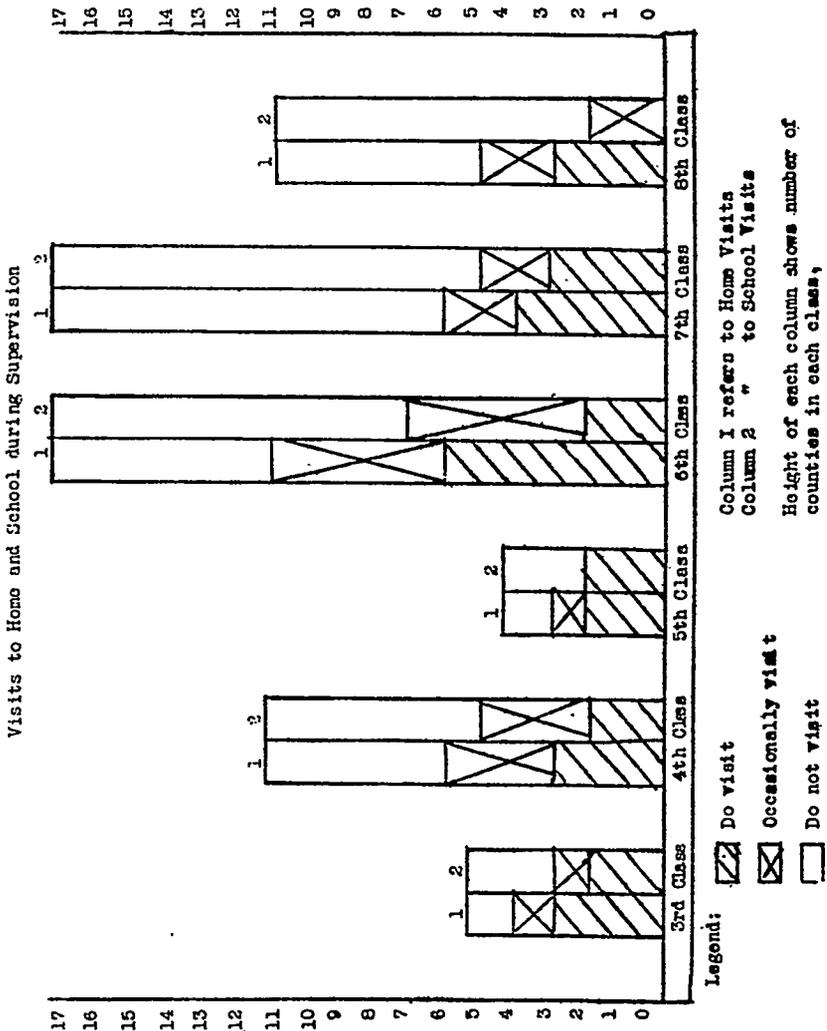
For the State as a whole, fifteen (23.5 per cent) of the sixty-five counties made routine visits to the home; eight (12.5 per cent) did so only at intervals; forty-two (64.0 per cent) made no use of the home visit in investigation.

Routine visits to the school were made by ten (15.3 per cent) of the counties, while eight (12.5 per cent) used this source only occasionally or in special cases, and forty-seven (72.2 per cent) did not make this investigation.

### *Supervision*

No matter how thorough the investigation, how discerning the analysis of the offender's personality, or how wise the recommenda-

tions and plan of treatment growing out of a good investigation, all are wasted unless they are used in the skillful execution of directed supervision. In Pennsylvania the child is usually placed under the care of the juvenile probation officer, if there is one attached to the court, although the tendency is all too frequent to give nominal supervision of the case to the probation officer, but actual supervision to the child's parents or to a private citizen. Frequently, this citizen is a member of the clergy or the police force. In some cases, even the



prosecutor has been appointed. Here the probation officer almost completely loses contact with his charge. In one county the judge expressed himself as opposed to the employment of a probation officer. He stated that he occasionally used the county detective in that capacity.

The preceding chart illustrates the number of counties making visits to the home and school in the supervision of cases. How frequently these are made with a definite plan in mind and how frequently as passive means of inspection could not be ascertained. It may be estimated in part by reference to the kind and number of records kept.

Twenty-one (32.3 per cent) of the counties visited the home during the course of supervision. This does not imply any regular schedule of visits, but only that officers of these counties visited the homes of many of the children during the probationary period. Fourteen (21.5 per cent) of the counties occasionally made home contacts during the course of probation, while thirty (46.2 per cent) did not visit the home in the supervisory process. School visiting was even less prevalent. Eleven (17.0 per cent) generally used the school during the probationary period. The same number rarely did so, while the high number of forty-three (66.0 per cent) made no use of the school.

In general, contacts with school and home tend to fall off in the less populous counties. It is worth noting, however, that in the comparatively populous counties of the third and fourth class, only six of the sixteen reach the probationer at his home. Four do so only in rare cases, and six make no home visits. Approximately one-half of the counties supervised the conduct of the probationer by means of periodic letters to the probation officer or by office reporting in person.

#### *Records and Forms*

Almost all counties that kept case histories, as distinct from face sheet information, adhered to a rigid form. Blanks were left for recording the results of investigation, but rarely was space given for the recording of progress under supervision or for the evaluation of the problem or a plan of treatment. The following table shows to some extent the kind and number of records kept. The headings have of necessity been arbitrary. "Identification and Court Data" covers those records which supply the barest minimum of information. Counties using the "Face Sheet" have space for more items. In this group are included those records more advanced than "Identification Data" and not sufficient to fall in the "Case History" group. They have

certain items of sociological importance such as school grade, condition of the family (in one word), father's occupation, etc. The "Case History" group includes the few systems attempting to record additional information. Only one of the four counties having record systems designated as "Case Histories" approximated a narrative developmental history of the child. With this one exception, none had any organized plan of recording supervisory contacts.

TABLE 6

KINDS OF JUVENILE PROBATION RECORDS KEPT IN 65 PENNSYLVANIA COUNTIES

<i>Class of County</i>	<i>Number of Counties</i>	<i>Identification and Court Data</i>	<i>Face Sheet</i>	<i>Case History</i>
3rd	5	3	1	1
4th	11	7	3	1
5th	4	1	2	1
6th	17	14	3	0
7th	17	15	1	1
8th	11	11	0	0
Total	65	51	10	4

The table reveals a sad lack of information. Fifty-one (78.5 per cent) recorded only the barest minima of facts, such as name, age, address, and disposition. Some included in this class kept no records at all. Typical of this group is the statement of one probation officer that "I carry all the information in my head and don't know what would happen if I died suddenly." Another reported, "While I do have a file, I am always willing to admit that I do not have records." Ten (15.4 per cent) recorded slightly more information. The remaining four counties made efforts ranging from poor to good to put the history of the child on paper.

None of the county probation systems studied made any examination of the stream of their year's cases in an effort to point out to the community, the judge, and the probation officer significant local problems. A number of counties did submit annual reports to the judges, or else published them. But in no case was there an attempt to interpret the figures in the light of community needs.

### *Recommendations*

#### Judge

In counties having two or more judges, one member of the bench should be designated to handle all juvenile cases and direct the juven-

ile department.<sup>9</sup> He should be responsible to the court for administration of the probation service and should make recommendations for appointments to and discharge from probation staff.

#### Procedure in Bringing Child to Court

The petition is the more desirable method of bringing a child to court and should completely displace the warrant.

Preliminary hearings before aldermen, magistrates and Justices of the Peace are forbidden by Act of June 2, 1933 (P. L. 311).

Police, magistrates and other officers should be instructed to refer complaints immediately to the probation officer. Teachers, social workers and others should follow the same procedure.

Adjustment of cases out of court by the probation officers is highly desirable and should be encouraged. Such cases should be referred whenever possible to the appropriate social agency.

#### Methods of Holding Child for Court

Use of the jail or any part of it for detention of juveniles should be abolished in fact as it has been by law.<sup>10</sup> The most economical and desirable form of care pending hearing is the child's own home unless preliminary investigation shows it to be unsuitable.

For such cases a private boarding home should be used. Such homes should be carefully selected and supervised.

The detention home should not be used for punishment but only for the care of children awaiting court hearing. This stay should be as short as possible.

#### Court Hearing

Juvenile hearing should be held in Judge's Chambers or any suitable room other than the Court Room.

Juvenile hearings should be held whenever there is a case to be heard rather than periodically. In cases where the judge is not immediately available every effort should be made to expedite a hearing.

Only the principals in each case should be admitted for a given hearing. Unnecessary officials should not be admitted. It is always desirable for a judge to have a conference with the child alone.

<sup>9</sup>There is only one Judge for all cases in: 1 fifth, 14 sixth and all seventh and eighth-class counties.

<sup>10</sup>The Attorney General has ruled on the Act of 1923, amended June 2, 1933, that "dependent, neglected, delinquent and incorrigible children under sixteen years may not be confined in a sheriff's residence within a county jail or the confines of jail liberty, or in a police station, or in any institution to which adult convicts are sentenced."

Newspaper publicity should never be permitted in connection with a juvenile case.

The Juvenile Docket should not be open to indiscriminate public inspection, Act of June 2, 1933 (P. L. 311). This does not apply to persons having a legitimate interest in the case including social agencies.

#### Methods of Investigation

An investigation should precede the hearing of every case. This investigation should include at least the following items:

Social Service Exchange queries and contacts with registered agencies.

When there is no Social Service Exchange direct contact should be established with social agencies concerned, either by form letter or by telephone.

Home }  
School } Personal visits

The following examinations are recommended in all cases and especially in the cases noted:

Physical—in all cases.

Venereal—where need is indicated.

Psychological—in all cases of school retardation or difficulty.

Psychiatric—in cases of marked maladjustment.

No source of information should be omitted which might throw light on factors contributing to the child's delinquency.

The investigation should be pointed toward the developmental and environmental aspects of the child's problem.

A complete copy of the investigation should be submitted to the judge before the hearing.

#### Methods of Supervision

Social diagnosis and plan of treatment should be developed from the results of the investigation. Periodic appraisal of the progress of the case should be made.

The Probation Officer should make at least monthly personal visits and secure the cooperation of home and school.

Intensive supervision during the early stages of probation is essential.

Office reporting and letters are not a substitute for home visits, but may be used to supplement them.

All the social and recreational facilities of the community should be enlisted for the child's readjustment.

Supervision should continue until the readjustment of the child has been effected.

### Records and Forms

A card index of active cases for ready reference.

Also an individual folder for each case, containing:

Face sheet with identification and court data.

Results of investigation.

Chronological record of supervision, in narrative form.

Periodic appraisal of progress.

Letters and other papers.

Narrative and developmental history should be used in preference to stereotyped forms. This record should be used in planning treatment and supervision of the case.

A record system by districts should be kept so that officers may make as many visits as possible on any one trip.

A monthly check of all visits should be kept to insure regular visits in all cases.

A card index of closed cases should be kept separate from the active cases.

Reports should be sent to the Department of Welfare as required by law.

An annual statistical report is indispensable in analyzing community probation problems.