

The Juvenile Court

Indianapolis



BY
JUDGE HARALD SALOMON
OF
STOCKHOLM, SWEDEN

Indianapolis
1910



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THE JUVENILE COURT
OF
INDIANAPOLIS



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Translated from the Swedish Original by a Prisoner at the Jeffersonville Reformatory under the Supervision of W. H. Whittaker and Edited for the Juvenile Court by Helen Worthington Rogers.

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P R E F A C E



The following account of the Indianapolis Juvenile court is taken from a report printed in Swedish and presented to the Swedish government in 1907. Its author, Harald Salomon, was, and still is, a judge of one of the courts in Stockholm. Early in 1906, having received a commission from his government, he came to the United States for the purpose of studying the various Juvenile Court systems as applied to the treatment of delinquent, dependent and neglected children. While in America he visited the Children's Courts in ten different states and typical cities: New York, Brooklyn, Washington, Chicago, Denver, Salt Lake City, San Francisco, Los Angeles, Indianapolis, Pittsburg, Philadelphia and Boston. On his return to Sweden, in accordance with the terms of his commission, he published a lengthy report of his investigation. Of this report of two hundred and eighty pages, seventy—one fourth of the whole—were devoted to the system as developed in Indianapolis.

The present pamphlet is a translation of this section, made through the kindness of Mr. W. H. Whittaker, by a prisoner at the Jeffersonville state reformatory, and with Judge Salomon's permission now edited and published for the Juvenile Court. In editing the translation care has been taken to present the original as literally as practicable. A few examples, for the sake of brevity, and the statistics, now too old to be of current interest, have been omitted. The chapter on the laws, because of several amendments passed by the legislatures subsequent to Judge Salomon's visit, has been necessarily revised by George W. Stubbs, judge of the Court. These minor changes, it is hoped, have in no way blurred the presentation of the author's point of view, for it is in that view-point, clear, simple, refreshing, that its interest and its value lies.

The Children's Court is America's distinct contribution to modern criminology. In no other country has it sprung spontaneously from the soil and been interwoven into the social woof of the community. Judge Salomon came, therefore, to his survey with no conflicting traditions to confuse, but with a mind alert to new impressions. In spite of the differences in language and institutions, he interpreted the movement with clearness and with penetration. He saw in the Juvenile Court a remarkable institution, not only legal but social in character. In it he heard a long-delayed acknowledgement on the part of the state of

its obligation toward every child within its jurisdiction—an obligation in which authority was no longer to be guided by technicalities but only by the best interest of the child. He felt in it the slow obliteration of the idea of punishment by the newer ideal of education through friendship. He recognized the probation system to even be the keystone of the institution; its investigating system the medium through which the needs of the child are made known; its supervision, rightly interpreted, the power by which these needs are satisfied. These are the salient features of the Children's Court at its best, and it is this ideal that through Judge Salomon has been transplanted and is today taking root in Sweden. It should be a source of satisfaction to the many persons who have made the Indianapolis Court what it is, that to them he owed a large part of his knowledge and inspiration.

HELEN WORTHINGTON ROGERS.

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The Juvenile Court of Indianapolis

HISTORY

The Juvenile Court in Indianapolis owes its origin to the conditions found to exist in the City Police Court in the fall of 1901. Judge George W. Stubbs, who for a period of two years, from October, 1893 to October, 1895, had held the office of police judge, was in October, 1901 again elected to the same position. When he ascended the bench for the second time, he was astonished at the marked increase in the number of juvenile offenders brought before him. During the first thirty days of his second term more children under sixteen years of age were arrested for violations of the law than had been brought into court during his entire first term of two years.

The situation was one of grave concern and Judge Stubbs began to devise a newer and better method of treatment for these cases than the one hitherto applied in the police court. The first step taken away from this situation consisted in setting apart one day in the week for the trial of all children under sixteen years of age. Accordingly, on the first Friday in November, 1901, the first separate session for the hearing of children's cases was established in Indianapolis. On that day all the children who had been arrested during the previous week were brought into the court-room, and an attempt was made to exclude during the hearings all persons except those immediately concerned. This arrangement, however, was unsatisfactory, as the construction of the court-room made private hearings almost impossible. Early in the following month the hearings were transferred to the judge's private chambers, where greater privacy was secured, but the quarters were too small to meet the demand. After consultation with various public officials, who, meanwhile, had become interested in the movement, a request was made to the board of public safety that they order a court-room to be fitted up in the city building for use in the trial of all cases against children, and in the early spring of 1902 was held the first separate session for children in the newly fitted court-room. In order that as far as possible the children might be separated from adults pending trial, it was decided that every child placed under arrest should be allowed to remain with its parents and under their super-

Quotations from the General Introduction to Judge Salomon's Report

"A remarkable movement" (the Juvenile Court.)

"The acknowledgement by the state of its relationship of parent to every child within its borders."

"Education, not punishment, is the end in view."

"The probation system is the cornerstone of the Juvenile Court movement."

"It is through the probation system (investigation) that the court * * * really comes to know the persons with whom it has to deal."

"The most important point in (supervisory) probation is the establishment of friendship."

"THE POSITION OF A PROBATION OFFICER IS UNDOUBTEDLY ONE OF THE MOST IMPORTANT POSITIONS IN THE COMMUNITY.***ON THE WAY IN WHICH THESE PROBATION OFFICERS PERFORM THEIR DUTIES THE FUTURE OF THE WHOLE COMMUNITY TO A LARGE EXTENT DEPENDS."

DIGEST OF LAWS

JUVENILE COURT LAW

vision until the case was called before the court. Bonds were asked in serious violations of the law, but in the majority of the cases the word of the parent and the child was taken as sufficient guarantee for the latter's appearance. There were, however, occasions when detention of the child with adult criminals in jail or police-station was unavoidable.

By far the most serious drawbacks were the lack of preliminary investigation, of adequate means of discipline and of preventive supervision following cases of suspended sentence. The law made no provision for investigation except as it concerned the offense. Thus at the hearing of the children's cases the offense necessarily received more consideration than the offender who had committed it. To meet this need the Charity Organization Society detailed one of its visitors to the court during the fall of 1902 to assist in the work of making more thorough investigations. Of this and other agencies, the judge made use to supplement the information of the police department, but the knowledge was practically rendered futile because the court was given such limited authority in dealing with the child. The prerogative of suspended sentence was frequently used, but without supervision it was merely another name for a complete discharge.

Such a court at best was bound to be very inadequate. After Judge Stubbs, during February and April of 1902, had visited Chicago to study its Juvenile Court and had brought back a number of suggestions, there began to be a movement for the enactment of a new law. There was no doubt whatever in the minds of those interested that some law should be passed for the establishment of a permanent Juvenile Court in Indianapolis. There was, however, considerable difference of opinion as to the wisest and best form for this jurisdiction to take: whether it should be exercised by the police, criminal, circuit, or by an absolutely distinct and separate court. Accordingly, a meeting of representative citizens was called at the instance of the Charity Organization Society, and the question thrown open to discussion. The final judgment of the majority of those present was that the judges of the courts already established were overburdened, and that the best interests of the children demanded that in Indianapolis, at least, an absolutely distinct and separate court should be created. Thereupon was drafted a law that with little opposition was passed. The new law was approved and signed by the governor on the 10th of March, 1903, and on the 23rd of the same month, Judge Stubbs—at that time judge of the police-court—was appointed to hold office in the new court until the next election, when he was elected for a period of four years.

The General Assembly of Indiana passed an act for the organization of Juvenile Courts which act was approved by the Governor and became a law on the 10th day of March, 1903. The first section provides that in every county in the State which contains a city with a population of one hundred thousand or over, a special court shall be created which shall have jurisdiction in all cases relating to children, including juvenile delinquents, truants, children petitioned for by the Board of Children's Guardians, and all other cases where the custody or legal punishment of children is in question and providing that in those counties that do not contain a city with one hundred thousand population the judge of the Circuit Court shall be the judge of the Juvenile Court.

The second section provides that in every county with a population of fifty thousand or more the judge of the Circuit Court shall appoint a discreet person of good character to be known as a probation officer, and may if circumstances require it appoint a second probation officer. It also provides that the judge of the Juvenile Court may appoint the officers for such court. The Court may appoint as many discreet persons as may be needed who are willing to serve as volunteer officers without pay.

The third section, as amended in 1905, provides that all complaints against a boy who has not completed his sixteenth year, or against a girl who has not completed her seventeenth year, where the offense is not punishable by death or life imprisonment, shall be heard by the Juvenile Court, but before the case is tried the probation officer shall make an investigation of the child's exact age, parentage, habits, associations, environment and school record, and shall make a full report thereon in writing to the Court. If upon the trial of the case the court shall find that the child is guilty of the offense charged he may withhold judgment, or the Court may suspend judgment in any case, or he may commit the child to the care of a volunteer probation officer who shall exercise supervision over it until such time as the probation officer recommends its discharge, or the Court may order the child to be placed in a suitable family home, or the Court may order the child to be placed in a home where the county's dependent children are kept, or if it appears that the child needs institutional training the Court may order it to be committed to some institution managed either by a corporation or by an individual where such institution has been approved by the State Board of Charities, such institutions to receive twenty-five cents per day for each day the child is in its custody, to be paid by the county when it shall appear that the parents are unable to make such payment, but if parents are able to make such payment the Court shall require them to do so, or the Court may impose a fine

with costs, or if the offense be malicious trespass or petit larceny the Court may require the damage to be made good or the stolen property paid for, and in all such cases the child may be decreed to be the ward of the court and the authority of the court over the child's person shall continue until the court shall otherwise decree. If any child is found to be guilty of the offense charged or appears to be wilfully wayward or unmanageable the Court may commit him or her to the Indiana Boys' School or the Indiana Girls' School or to any other institution authorized by law to receive such child. It is also provided that the Court may cause the child to be placed in a hospital when it appears to be in need of medical attention. No child can be committed to any institution where adult convicts are kept.

Section four provides that all trials in the Juvenile Court are to be private and that the Court may exclude all persons from the court room whose presence is not necessary when the case is on trial.

The fifth section provides that in counties where the judge of the Circuit Court presides as judge of the Juvenile Court he may transfer causes (not Juvenile Court causes) to the Superior Court in order that he may the better discharge his duties as judge of the Juvenile Court.

The sixth section provides that the probation officer shall report what disposition has been made in the case of any child; such report is to be made to the judge of the Juvenile Court and also to the Board of State Charities. Unless excused by the Court the probation officer shall visit every child placed in his charge at least twice a year and shall make report as to the condition of the child to the court and to the Board of State Charities.

Section seven provides that no child under fourteen years of age shall be placed in any jail, police station or lock-up pending trial, but if such child cannot give bond for his appearance or has not been released on his own recognizance he is to be kept in a Detention Home or place provided by the county until the final disposition of the case. It is provided in this section that in counties where no probation officer shall have been appointed the truant officer of the county shall act as probation officer.

Section eight provides that all associations or individuals maintaining institutions for the care of children shall be subject to visitation, inspection and supervision by the Board of State Charities which Board shall pass annually upon the fitness of such institutions to receive children, and no child shall be committed by the Juvenile Court to any institution unless the Board of State Charities shall have issued to it a certificate as to its fitness to receive such children.

The ninth section provides that no association whose object embraces the caring for dependent and neglected children shall hereafter be incorporated until its articles of incorporation shall have been approved by the Board of State Charities.

The tenth section provides that the act shall be liberally construed

to the end that the care, custody and discipline of the child may approximate as nearly as may be that which should be given by its parents and in all cases where it can properly be done the child be placed in an approved family home to become a member of the family by adoption or otherwise.

CONTRIBUTORY DELINQUENCY LAW

A law was passed by the Indiana Legislature which became effective March 6, 1905, defining delinquency in children and providing for the punishment of any person responsible for or in any way contributing to the delinquency of a child.

The first section provides that any boy under sixteen years of age and any girl under seventeen years of age who violates any law of the state or any ordinance of a city or who is guilty of bad or immoral conduct shall be deemed to be a delinquent child.

The second section, as amended in 1907, provides that it shall be unlawful for any person to cause or encourage any boy or girl to commit an act of delinquency and any person so offending may be tried in the Juvenile Court, and upon conviction shall be punished by fine or imprisonment or both. It is also provided in this section that any person accused of contributing to the delinquency of a child may take a change of venue to the Criminal Court and if convicted may appeal his case to the Appellate Court. This section also provides that any person convicted of such offense may be fined in the sum of five hundred dollars, to which may be added imprisonment for six months.

DANCE HALL LAW

The Juvenile Court is empowered under the Dance Hall Law to punish the proprietor of any dance hall, concert hall or place of entertainment, where liquors are sold or given away, who shall suffer or permit any boy under sixteen years of age or any girl under seventeen years of age to visit such place, and any person so offending may be fined in the sum of five hundred dollars, to which may be added imprisonment for six months.

CIGARETTE LAW

The Cigarette Law, as amended by the acts of 1909, provides that it shall be unlawful for any person, by himself, clerk, servant, employe or agent, directly or indirectly, upon any pretense or by any device, to sell or deliver to any minor any cigarettes, cigarette paper or cigarette wrappers, and any person so offending shall, upon conviction, for the first offense, be fined not less than twenty-five dollars nor more than one hundred dollars and costs of prosecution, and for the second and each subsequent offense, upon conviction shall be fined not less than one hundred nor more than five hundred dollars and costs of prosecution, or be imprisoned not exceeding six months.

LAW REGULATING THE SALE OF TOBACCO TO CHILDREN

The law prohibiting the sale of tobacco to children is found in Section 569 of the act relating to public offenses. It provides that it shall be unlawful for any person to sell, either directly or indirectly, to any child or children under sixteen years of age, any tobacco or preparation of tobacco to be chewed or smoked, and providing that any person so offending shall, on conviction, be fined not less than ten dollars nor more than one hundred dollars, to which may be added imprisonment not less than ten days nor more than thirty days.

LAWS RELATING TO DEPENDENT AND NEGLECTED CHILDREN

An act was passed by the General Assembly of 1907 defining a dependent child and a neglected child and providing for their custody and the punishment of any person responsible for or in any way contributing to such dependency or neglect.

The first section is a section of definitions, and defines a dependent child as any boy under sixteen years of age or any girl under seventeen years of age who is dependent on the public for support, or who is destitute, homeless and abandoned.

The second section is also a section of definitions, and defines any child under said ages as being a neglected child who has not proper parental care or guardianship; or who begs or receives alms; or who lives in a house of ill-fame; or who is employed in a saloon; or whose home by reason of neglect, cruelty or depravity is an unfit place for such child or whose environment is such as to warrant the State in the interest of the child in assuming its guardianship.

The third section lodges the exclusive jurisdiction in all such cases in the Juvenile Court, and any child found to be dependent or neglected shall be made a public ward, and a ward of the Juvenile Court, or of the Board of County Commissioners, or of the Board of Children's Guardians as the Court shall direct. Such children shall by order of the Court be placed either in a proper family home, or in an orphan's home or other children's institution in the County or elsewhere, subject however to subsequent placement in family homes by the proper authorities. No child shall be supported, in whole or in part, in such institution by a County unless such child has been made a public ward, and all such wards shall be available for placement in family homes by the agents of the Board of State Charities, and may be so placed. All children declared public wards shall remain public wards until they reach the age of twenty-one years unless they are returned to their parents as provided by law.

The fourth section provides that when a child is found to be dependent or neglected, the parents who are responsible for such child, or any other person who by an act or the omission of any duty encourages, counsels or contributes to such neglect or dependency shall be tried

for such offense in the Juvenile Court and upon conviction shall be fined in any sum not exceeding five hundred dollars, to which may be added imprisonment in the county jail or workhouse for a period not exceeding six months. It is provided in this section that judgment may be suspended on condition that the defendant shall report to the Court at times fixed by the Court and shall provide and care for such child in such manner as the Court shall direct. If the defendant violates any of the Court's orders it is the duty of the Court to forthwith revoke such order of suspension and enter judgment.

The fifth section provides that this act shall be liberally construed to the end that proper guardianship may be provided for such child, that the child may be educated and cared for in such manner as best subserves its moral, intellectual and physical welfare, and that its parents or other person having its custody may be compelled to perform their moral and legal duty in the interest of the child.

BOARD OF CHILDREN'S GUARDIANS LAW

The law providing for the establishment of Boards of Children's Guardians, enacted in 1889, has to do with the safeguarding of children who are neglected, exposed to evil influences, abandoned or otherwise placed at a serious disadvantage because of parental unworthiness.

In each county there may be created a board which shall consist of six members, three of whom shall be women, and each of whom shall be a parent. This board shall exercise supervision and care over children under fifteen years, who are residents of the county in which the Board has supervision. When any child is found begging on the streets, if its parents are habitually drunken or vicious, if it is exposed to vicious or immoral influence, if its language and life are vicious, or if it is sent out to beg, it shall be the duty of this board to file its written petition in the Circuit Court, or in the Juvenile Court in counties having one, praying that the control and custody of such child shall be taken from his parents or guardian and placed in the Board of Children's Guardians. If the preliminary showing be deemed sufficient, it shall be the duty of the Court to direct a summons to be issued requiring the parent or guardian to appear before it at some definite time, not sooner than ten days after the issuance of such writ. Such case to be tried as other civil causes and if the allegations of the petition be substantiated it is the duty of the court to place the custody and control of such child in the Board of Children's Guardians; such child shall then be maintained in the home of the board, if it have one until it may be placed advantageously in some home. Such placement may be made temporarily, by indenture, or in some cases by adoption. When a child has been abandoned and service cannot be secured upon its parent or guardian, service may be had upon it and cause tried as already set forth.

It is provided that in unusual cases an affidavit may be filed and

the court order the taking of child into custody without waiting for the trial on the merits of the petition. If, upon the hearing of the evidence, the court is satisfied that it is to the best interest of the child that it be taken from its parent or guardian and that such parent is financially able to support such child outside of its home, an order shall be entered requiring the payment to the court of a stipulated amount for the benefit of the child. The rule of the court does not constitute the board the guardian of its ward's property.

Experience proves that the board should not advise its ward of the residence of its parent or the parent of the whereabouts of its child, and that there must be no communication between them. For a number of years after the first boards were created, this rule was not acted upon, often to the serious disadvantage of the ward.

COMPULSORY EDUCATION LAW

The first law requiring compulsory school attendance in Indiana was enacted in 1897. It was amended in 1899 and the present law was passed in 1901.

PROVISIONS OF LAW OF 1901

Section One. Parents or guardians shall be required to send all children between seven (7) and fourteen (14) years, inclusive, to a public, private or parochial school for a period equal to that of the public schools of the school corporation in which such children reside. No child in good mental or physician condition shall for any cause be precluded from attending when school is in session.

Section Two. On the first Monday in May of each year, the County Board of Education, constituting a Board of Truancy, shall appoint one truant officer in each county. When this officer hears from any source, that a child is habitually tardy or absent from school, he shall give to the parent or custodian a written notice requiring attendance. If this notice is not complied with in five (5) days, the truant officer shall bring suit. Only one legal notice is required in any one year for a child. Violation of the law is counted as a misdemeanor and upon conviction a parent shall be fined not less than five dollars (\$5.00) nor more than twenty-five dollars (\$25.00). To this may be added by the court imprisonment in the County jail not less than two nor more than ninety days.

Section Three. A city, or two or more cities grouped, having a school enumeration of five thousand or more children may, in the discretion of the County Board of Truancy, constitute a separate district for the administration of this act. Such cities shall have from one to five truant officers depending upon the number of children enumerated for their classification. No city shall have more than five truant officers. The truant officers of cities of such separate districts shall enforce the law in the manner and under the penalties as prescribed in Section two.

Section Four. Truant officers shall receive from the county treas-

ury two dollars (\$2.00) for each day of actual service, upon the presentation of an itemized statement of time employed, properly certified to by the superintendent of the corporation's schools. Such pay shall not be for more days than the average length of the school term.

Section Five. School officers and teachers must make and furnish any reports required by the State Superintendent of Public Instruction, by the Board of State Truancy or the truant officer.

Section Six. The School Trustee of the township or the Board of School Trustees or Commissioners of the city or incorporated town shall furnish temporary aid to any child or children whose parents are too poor to furnish books or clothing necessary for school attendance. This expense is to be reimbursed by the Board of County Commissioners. The latter shall then investigate such cases and make provisions for further attendance.

Section Seven. Authority is given the school authorities to maintain separate schools for incorrigible and truant children, which such children may be compelled to attend for an indeterminate time.

Section Eight. A habitual absentee may be adjudged a confirmed truant by the truant officer and superintendent of schools and may be sentenced by the court to the Reform School for Boys or to the Industrial School for Girls or to any other custodial institution that may be designated by the court.

Section Nine. For the defraying of expenses necessary to carry out this act special school revenue may be levied not in excess of ten (10) cents on the hundred (100) dollars of taxable property.

Section Ten. Enumerators, in taking the school census, shall obtain information relative to the time and place of birth of the children to be sworn to by the parent, guardian or custodian giving the information.

Section Eleven. Names of all children of compulsory age enumerated shall be furnished the truant officer on the first day of school. County Commissioners shall furnish necessary postage and such blanks as may be required by the State Board of Truancy or the State Superintendent of Public Instruction.

Section Twelve. All laws and parts of laws conflicting with this act are repealed.

Section Thirteen. In force from and after its passage.

INVESTIGATION

When a complaint has been filed in the juvenile court to the effect that a child is delinquent or neglected, a time is set for the hearing of the case by the judge; this time, however, must not be set less than twenty-four hours after the complaint has been made in order that a probation officer may have time to make such examination and investigation as the law requires. For this investigation the law provides two investigating officers paid by the county, to which two more have been added through the courtesy of the board of public safety which details to the court two members of the regular police force mainly for the investigation of more serious cases. In addition, the board of children's guardians has a special officer for the preparation of cases concerning neglected and dependent children. In cases of truancy the investigation is made by a truant officer under the jurisdiction of the city school board.

The investigations made by the probation officers do not take the place of those made by the police department, but are supplementary to that of the officer arresting the child. The latter's information is generally helpful in determining whether the child is guilty or not. The investigations made by the probation officer have a deeper purpose. It is a matter not only of trying to find out the character and habits of the child, but also of its parents or guardians, a task requiring great ability on the part of the investigators. In making these investigations, in addition to a large knowledge of human nature, energy and enthusiasm, there is required, above all, the use of considerable tact. Frequently the parents try to deceive the probation officers, and their statements must therefore be verified by information from other quarters.

In making his investigations the probation officer uses a blank form for recording the history of the case. These blanks call for the following information: the child's name, address, sex, color, grade in school, mental ability, birth-place, date of birth, legitimacy, physical condition, previous arrests, conditions of his home, his associates and habits. Information is also asked in regard to the child's parents, brothers and sisters; their names, ages, color, nationality, religion, education, occupations, habits, and physical and mental conditions. After these forms have been filled out they are turned over to the clerk of the juvenile court who files them with the other papers relating to the case.

EXAMPLES

In order that I might become better acquainted with this aspect of the work, I was invited to accompany on their visits to two families the special officer detailed to the investigation of boys' cases as well as the probation officer in charge of the complaints against girls.

1. My special visit with the former was to a family in which the son had been arrested for stealing a bicycle. Only the parents were at home. This home gave the impression of being a fairly prosperous one, and the parents—the father, a contractor—were very much surprised

at what had occurred. They answered the questions usually called for on the blanks, stating the boy behaved well; that he did not smoke cigarettes although he did a pipe. They appeared honest in their statements, and for my part, thought that the interview was over with. But such was not the case. The officer, who evidently suspected that the boy's conduct had not been of the best, in a very careful way asked a few additional questions, and finally it came out that on several occasions the father had missed money and that he had suspected that the boy had stolen it, but that the boy had denied the thefts. With this the questioning of the parents was complete and they were notified to appear with the boy at the court at the time designated. According to the method generally followed by the officer, visits should now have been made to the neighbors. In this case, however, these visits were omitted because the home had made a favorable impression and a report of what had happened if circulated in the neighborhood would be the means of causing the parents' unnecessary humiliation as well as of injuring the boy. We went, therefore, directly to the school—a high school—where we met the principal who at once summoned the boy's teacher. It was then learned that the boy had entered the school about a month before, having previously attended a manual training school, and that he had been absent more than half the time, a fact of which his parents should have had knowledge, the practice being to notify all parents by letter when a pupil has been absent more than three days. On account of the lateness of the hour, the investigation was closed for the day. Before the case was brought into court, however, the officer had a personal interview with the boy, and a telephone talk with the authorities of the Manual Training School.

2. The method of the probation officer, a woman, was somewhat different from that of the former. She stated that mothers almost always tried to shield their daughters and that it was of importance to get as much information as possible about the girl before visiting their families. The officer generally visited (1) the neighbors, (2) the school or place of employment, (3) the home and relatives and (4) the district patrolman. With her I visited a negro woman who had filed a complaint charging a fifteen year old colored girl who had lived with her for some time with stealing money from her during this period. The woman gave a detailed account of the affair stating that the girl now living with a family named X—, but working for another by the name of Y—. Thereupon we visited the first named. Mrs. X., a negress, at first declined to answer the questions put to her, but was finally persuaded—thanks to the officer's quiet and determined manner—to give some information. We then proceeded to Mrs. Y's where we found the girl. She admitted the charge, and confessed that she had been an inmate of a reformatory in another state, being committed for immoral conduct, and that she was now at liberty under suspended sentence. The officer was in doubt whether to allow the girl to remain where she was while waiting trial or to take her away with her to the detention home. The girl, however, was finally allowed to remain.

COURT ROOM PROCEDURE

The room occupied by the Juvenile Court consists of a session room and a smaller room adjoining the former. (*) The session room has seats for about forty people. At one end of the room is a large but very low, platform which does not give the impression of the usual court platform. Even very small children standing on the floor below the level of the dais, can easily reach up to the railing around it. On the platform are placed a rather unpretentious table, similar to a court table, behind which the judge sits; there are also two writing desks used by the clerk and chief probation respectively. There is no separate probation office, but the chief probation officer uses as an office the same platform from which the judge hears the proceedings, an outward sign of the close interrelation between the departments of the court—a closeness which I did not see elsewhere. The room adjacent to the courtroom, which is very small and uncomfortable, is used chiefly for private conferences between the judge, officers, children and parents.

A session in the Juvenile Court in Indianapolis is especially interesting and instructive. The session begins as early as nine o'clock in the morning. In the session-room assemble the usual public-children of all ages with their parents and relatives, witnesses and others, among the latter a considerable number of negroes. But beside these there are also present a number of men and women apparently belonging to the best social circles of the city—volunteer probation officers whose presence in the session-room gives it a certain distinction. It is in reality a gathering of the city's representative citizens who have come for the purpose of reaching out a helping hand to their less fortunate fellow-men. The chief probation officer usually welcomes and introduces to the judge those who for the time are beginning active service.

The proceedings then commence. The first witness to be heard is generally the police officer who arrested the child or the person who has filed the complaint. The investigating officer is then requested "to give the court the benefit of his investigation," after which the testimony of the child, its parents and the witnesses present are heard. During these hearings Judge Stubbs assumes the attitude of a father toward the children—stern when necessary, but for the most part, gentle and sympathetic.

After the formal hearing is over, Judge Stubbs generally gives the children a little talk fitted to the occasion. He explains to the child, for example, why this or that law was made, and urges him to keep these laws in mind so that he will not repeat the offense, generally closing with the following words:

*Since this account was written the Juvenile Court has been moved into quarters consisting of (1) a waiting room, (2) a private court-room, (3) a room for the use of probation officers and (4) a clinic room. In the court room, the platform mentioned by the author has been done entirely away with, enabling the judge to come into closer contact with the children.—H. W. R.

"Just make up your mind to be a little gentleman." To the parents also when necessary, the judge speaks a few words.

If the child is to be placed on probation, Judge Stubbs assigns him to the supervision of a lady or gentleman who has offered his services as probation officer, explaining at the same time, for the benefit of the child as well as the parents, that the probation officer has undertaken this service only out of interest in the child, and that the latter should show his appreciation of this interest by his good behavior; emphasis is at the same time placed on the fact that this probation officer is an officer of the court and that every act of disobedience toward him is an act of disobedience toward the court. If it is the first time that a probation officer has served, he receives a printed circular containing a number of suggestions to probation officers for their work. To the child is given a card recording his probation officer's name and address, after which the persons are dismissed.

The judgments of the court practically fall into six general classes: (1) Discharge, (2) Warning, (3) Fines or payment of damage, (4) Home placements, (5) Suspended sentence under supervision and (6) Commitment to institutions. A number of children are brought into the court for offenses of a nature too trivial to warrant any action on the part of the court but a reprimand. Others are guilty of misdemeanors perhaps, but because of good previous records, are given suspended sentences. Fines are sometimes assessed or the restitution of damage done is demanded for the good of the child as well as of the parent. In a few cases, in which boys have been especially careless and lazy, they have been made to work out their own fines, *e. g.* by sawing wood. If the offense is malicious trespass, the court has compelled the boys to make good the damage. Only a few children have been placed in private homes. Children filed for by the Board of Children's Guardians, and given to it or the Children's Home Society, are, to be sure ultimately placed in homes, but this disposition does not appear in the judgment. The small number of home placements is due, not to any lack of need for such a disposition of the cases, but for the present lack of facilities for the investigation and securing of homes. The majority of children are permitted to remain in their homes under the supervision of probation officers. The institution has always been regarded as a last resort. Even a poor home, if not actually immoral, is considered better than the best of institutions.

Examples

The description of the transactions given below is taken from notes made in court during the actual proceedings.

A. DELINQUENT CHILDREN

1. A boy had been arrested for stealing a bicycle (the same case which the author visited with the investigating officer). After the patrolman who had arrested the boy as well as the complainant had testified

the investigating officer reported in detail the result of his investigation, stating among other things, that in his conversation with the boy the latter seemed very dull. The boy had two or three hundred dollars in the bank and a bicycle of his own, so that there seemed to be no motive for the theft. The boy, who then testified, acknowledged that he had stolen the wheel. Immediately thereafter he had gone to the license bureau to learn the owner's name for the purpose of representing him when he sold the bicycle. Any reason for the theft the boy could not give. He also admitted to staying away from school because he could not get along well in his studies. After talking with the boy, in regard to his mistakes, the judge sentenced him to the Indiana Boys' School, but suspended the judgment during good behavior, placing him, however, under the supervision of a volunteer probation officer who now appeared and was formally appointed by the court. (It may be interesting for the reader to know that shortly after the above incident the same boy was reported as having stolen and sold books from the library of the high school. On investigation the boy's peculiar mental dullness was even more apparent than before—so much so that the first step taken was a thorough physical examination by a specialist. This examination showed a marked depression of the skull: the parents when questioned, testified that several years before the boy had been kicked by a horse and that they had at the time been afraid of a fracture of the skull. After a consultation with the family physician, an operation was decided upon. Through this the boy passed successfully and after a short time was sent to a military school where he seemed to gain his normal intelligence and was doing well when discharged from probation—H. W. R.)

2. A boy who had been before the court several times previous to this and lately given a suspended sentence to the reform school under probation, now appeared, being represented by an attorney who seemed to do the case more harm than good. The chief probation officer stated that the boy had had, first a woman and afterwards a man probation officer, but neither of them were able to keep him at work. The boy was not at heart a bad boy, but he was under no control in the home. The mother, a widow, was not able to support the family without assistance from the public. The officer recommended, therefore, that the boy be sent to an institution. A representative of a charitable association who knew the home conditions also testified to the correctness of these statements. The judge then explained to the boy that he had been given a chance under one of the best men in the city, but that he had not lived up to his instructions. The boy was then ordered committed to Plainfield. Before the boy left, the judge spoke solemnly to him, urging him while in the institution to try to learn a trade so that when he was released, he could be a support to his mother.

3. A number of complaints had been made against a gang of boys from twelve to fourteen years of age, charging them with creating a disturbance around a street corner and using indecent language. The policeman who had arrested the boys and the complainants gave their testimony, after which a number of witnesses were heard. This testimony was to the effect that these boys had been playing base-ball at this corner and in their excitement had broken a few window panes. The investigating officer stated that the home conditions were good and that the boys generally behaved themselves. The parents of the boys verified the latter statement. After the judge had warned the boys to be more careful in the future and not play ball on that particular corner, they were discharged on payment for the glass broken.

4. A probation officer now appeared with two boys whom he had

recommended for release from probation. The judge expressed satisfaction at this and gave them some good advice for the future which they were on the point of entering. He urged them not to wholly forget their probation officer. "Go in and talk with him every once in a while and let him know how you are getting on." Finally the judge asked them to come and see him also whenever they had an opportunity, shaking hands with the boys and the probation officer whom he thanked for what he had done for the boys.

5. A girl just released from an institution and ready to return to her home now appeared before the judge. The probation officer stated that the home on investigation was found to be a good one, but that the neighborhood was bad: the officer recommended that the girl be sent to a married brother living in a better locality. The court gave a decision in accordance with this recommendation and the girl was placed under supervision until further notice. Another girl released at the same time was placed in a private family secured by the probation officer, the home being unfit for the girl's return.

B. DEPENDENT AND NEGLECTED CHILDREN.

1. A woman, who had been deserted by her husband and recently in a hospital for the treatment of syphilis but who was now living in a shack with one of her smaller children was brought before the judge. A policeman and the investigating officer both stated that the woman was an habitual drunkard and associated with persons of bad character, that the home was unusually dirty and the child greatly neglected. After the witnesses had testified to the truth of the above, the court ordered the child taken from the mother and placed in an institution.

2. A woman who had been married three times and whose last husband was now serving a jail sentence, was living with her two smaller children and two lodgers in one room which was used as a storeroom for coal. A witness who had at one time lodged with the woman stated that the woman did not live an immoral life, that she took care of her children and that they had enough for comfort. After this statement, the representative of the Board of Children's Guardians requested that the mother be given another chance and that the case against her be continued indefinitely. The court decided the case in accordance with this request, reminding the woman, however, that the case was not dismissed but could be at once opened if it was shown that her children were not given good care.

C. TRUANT CHILDREN.

1. Two boys who had previously been before the court on a charge of truancy and had been placed on probation, were again brought in for the same offence. After two officers representing the Truancy Department had testified, the boys' mother was called and reminded that the last time the boys had been before the court, they had been permitted to remain at home on the condition that the family move to another part of the city, but that this condition had not been fulfilled. The court now ordered the mother within fourteen days to put this order into effect.

THE PROBATION SYSTEM

The function of investigation, which in Indianapolis is one of the branches of the probation system, has already been explained. The following pages will be devoted to a description of the organization of the real probation work—the so-called volunteer probation system—which is one of the most characteristic features of the Indianapolis Juvenile Court.

This work takes on two different aspects. The first is that of mere supervision—the keeping track of the child during suspended sentence, and in case the child violates the rules of his probation, returning him to the court for the court's final decision. The second and most essential aspect is that of the building of character—the trying to make of the child not only a law abiding citizen but a good man or woman. The main principle underlying this aspect of the probation system is this: as the violation of social law, whether it take the form of adult criminality or juveniledelinquency, is produced mainly through association with lawlessness and vice, so regeneration can be wrought only through close and persistent contact with the reverse to this, namely, with integrity and purity.

In the preliminary organization under the new law, the importance of bringing the child, with its inclination to imitate, into contact with an ideal of manhood and womanhood worthy of imitation was clearly recognized. The more difficult question to be answered was whether the person to be employed in the important positions of supervisory officers should be salaried or volunteer workers. It was conceded that a system of supervision by salaried officers, trained for their work and all their time at the disposal of the court, was to be preferred to a system of supervision by volunteers. But when the financial difficulty of securing a sufficient number of salaried officers was recognized, it was decided to try a combination of both systems. It was thus necessity rather than deliberate choice that compelled those interested to decide upon the introduction of a system which afterward won for it a world-wide reputation. The law relating to the volunteer probation system only gives the judge authority to appoint such discreet persons of good moral character as are willing to serve the court without compensation. With this law as a foundation the juvenile court of Indianapolis has built up this unique system.

The first step in the organization of this volunteer system was the securing of the necessary co-operation. In so doing, indiscriminate appeals have never been made. The first method employed was that of direct and personal solicitation. Various organizations already identified with movements for social betterment—the Young Men's Christian Association, the Boys' Club, the Neighborhood House, the Indiana Children's Home Society and others generously placed a part of the time of their workers at the disposal of the court. Other individuals interested in philanthropic work were also gradually enlisted until a nu-

cleus of about forty persons was formed. From this group a committee was selected to take charge of the monthly meetings held for the discussion of topics of common interest as well as to enlist others in this work of the court. In December, 1903, the chairman of this committee made the first public presentation of the need of volunteers at the annual meeting of the Charity Organization Society. One of the two gentlemen responding became, with three others, a special sub-committee for reaching more systematically the best men and women of the city. Letters were sent out to the pastors of various churches asking for names and addresses of members of their congregation fitted for the work. To the persons thus designated invitations to a meeting at the Commercial Club—the leading business men's organization—were at once sent out. At this meeting the work of the court was presented and a movement set on foot for a permanent organization of the volunteer probation officers. The result of this meeting was the enrollment of one hundred and fifty new members. To this list other names have been added from time to time by this same committee until it represents a total number of three hundred and five (*) persons who have been in co-operation with the court in its task of supervision. Of these, one hundred and seventy-two have been in actual service, and one hundred and thirty-three are still on the reserve list.

These persons, men as well as women, represent different religions, races and occupations. Catholics, Protestants and Hebrews, white and colored, members of the professional as well as business circles—all have united in the work of establishing a movement for the reformation of the delinquent children of Indianapolis.

It is Judge Stubbs who, on the recommendation of the chief probation officer, appoints the volunteer probation officers. In the selection of these the officials of the court have the assistance of pastors representing the different denominations; of the Children's Aid Association, the Commercial Club, the Local Council of Women, the Teachers Association and others. The fact of having secured the co-operation of the leading men and women of the city, has, in a large degree, contributed to the high character of the system. Of the three hundred and five volunteer officers attached to the court in 1905, seventy-five have been women and two hundred and thirty men, ninety-four of whom belong to the professions and one hundred and thirty-two to the business classes. As the time of these officers has been limited only a small number of children could be assigned to each. After two year's experience it has been found that the best results are obtained when each volunteer is responsible for not more than three children at one time. Occasionally larger groups of boys living in the locality and charged with the same offence are, for the more uniform handling of the group, placed under a single person.

*This number has now (1910) increased to 560.

Although no formal attempt has been made to district the city, children are generally placed in the charge of officers living as near as possible to the district in which the former reside. In the poorer districts, this is not always practicable. In fact, fitness has always been considered of more importance in an assignment than mere locality, which perhaps accounts for the lack of an inflexible district organization in Indianapolis. Girls, and boys under ten or twelve, have been placed in the care of women, while boys over twelve have been assigned to men, in the belief that during the period of adolescence the boy is more intelligently handled by those of his own sex. In addition to the consideration of sex, language and religion have also been found to play a large part in the mutual understanding between officer and child. In gaining the co-operation of the family, these are vital factors and only in a few special cases have been disregarded.

The practical method of procedure employed in Indianapolis is a simple one and designed to save the time of the volunteer. Whenever the investigating officer reports that the evidence in any case is likely to show the need of a supervising officer, the directory containing names, addresses and telephone numbers is at once consulted. The volunteer residing in the district, or for any other reason especially fitted for the case, is then notified that it will probably be the desire of the court to place the child in his care. The hour of the trial is designated, and the officer urged to be present in order that he may have the benefit of all the information in the case. The officer selected rarely fails to respond. At the close of the hearing, the child is formally assigned by the court to the officer who at once holds a short consultation with him and his parents preliminary to the first regular appointment. Although there are no inflexible rules which cannot be modified by the officer at his own discretion, it is understood that the officer and his ward are to be in weekly communication. The probation officer suits his own convenience as to whether the visit shall be made by the officer to the child or by the child to the officer. In the case of women of leisure, the former method is preferred as it enables the officer to gain a more intimate knowledge of the home conditions: but as a rule, the child reports weekly to the officer at the time and place designated. Through blanks provided for the purpose the probation officer is informed as to the child's attendance, conduct and progress at school, (if he is unable to make a personal visit to the school himself); by telephone he can determine the nature of an employment record; (not seldom the probation officer is himself the employer); from the patrolman in the district, the boy's conduct in the neighborhood. Every officer is urged to visit the home of the child at least once a month. The first of every month the officer is also expected to file with the chief probation officer, a full report of his month's work including any recommendations he thinks necessary, either for discharge, new methods of treatment or institutional training. At all times the court stands ready to respond to any appeal made for assistance, to

make special visits, to summon the child to court for official interference, to furnish employment or in any way to supplement the work of the volunteers. In every way the probation officers are assisted by the court but the personal supervision is left in their charge.

In the personal relation between officer and children the first step has been to get the confidence of the child himself. This is often a slow process, and is found to depend largely on affinity of temperament. In cases where the probation officer has been frank in acknowledging his dislike of the boy's or girl's personality, a transfer has been promptly made. Friendly relations without confidence are impossible, and without friendly relations no real reformation is likely to be accomplished. The second step in the process of dealing with the child has been to secure the co-operation of the family. An antagonistic parent can easily thwart every effort of the officer. For this reason frequent visits to the home have been found imperative for the best results. Only by a careful study of the home conditions can the real causes for the child's delinquency be discovered and any systematic effort made for their removal.

In attaining such an end the parents are the important factors, and must be so recognized. Again, as the intelligent parent invites the aid of school, church and club in the development of the child's life, so the officer secures the best results when he has visited the school and gained the sympathy of the teacher for his charge. This has been equally true in the case of the employer or foreman with whom many of the officers are in confidential communication. Connections have also been made between the boy and the library, the church, the bank and other institutions which will tend to broaden his horizon and develop habits of industry and thrift.

When a probation officer for the first time presents himself at the court for service, he receives a pamphlet of instructions as before mentioned. This pamphlet reads as follows:

"Suggestions to the Volunteer Probation Officers of the Marion County Juvenile Court, Indianapolis, Indiana.

The Officer and the Probationer.

First, gain the confidence of the child.
Explain the probation idea—that you are to be his friend.
Begin by believing in him, but never let him succeed in deceiving you.
Keep in touch with him weekly; make definite appointments, see that he meets these promptly; meet them yourself.
Make a study of the child's peculiar temperament; his habits, likes and dislikes; identify yourself with those interests.
Find out how he gets on at school (if he attends); use the report blanks; visit the school and co-operate with the teacher.
If he is not in school, see that he is regularly employed; visit the employer and inform yourself as to the conditions of labor; better these if necessary but discourage frequent changes.
Know how he spends his money; urge him to save.

Find out how he amuses himself; see that he joins the Y. M. C. A. or the Boys' Club.

Find out what he reads; get him a library card and help him select his books.

Encourage him to establish some church relationship.

In all of this, keep the boy's relation to the court as confidential as possible; show him that you do this to built up his self respect.

If, however, you find that he is not to be trusted, appeal to the neighbors and the district patrolman for information. Lastly, don't become discouraged.

The Officer and the Home.

Visit the home if possible at least once a month—oftener if necessary.

Explain to the parents your relation to the child; gain their confidence and co-operation.

Make a careful study of the home and neighborhood condition; find out the child's relationship to each.

If necessary for the child's good, insist on possible changes, such as moving into a better locality.

Above all, keep your relationship to the home a friendly one; refer points of discipline or disagreement to the court for adjustment.

The Officer and the Court.

Report regularly to the court the first of every month on the slips provided for the purpose.

Consult frequently with the court in person.

Report all irregularities of conduct, but as far as possible adjust those difficulties non-officially, using the court's authority as a last resort only.

Wards of the court must be discharged personally by the judge after due recommendation from the volunteer and investigation from the officers of the court.

Don't be in a hurry to sever the relation between the probationer and the court; the average length of probation should be approximately a year.

Employment for boys and girls may be secured through the Childrens' Aid Association, Lemcke Building."

The duty of the chief probation officer under the present system, is to secure and to initiate into service suitable volunteer probation officers for the supervision of different cases; to superintend their work; to visit children placed on probation and to report on the work accomplished both to the Board of State Charities and to the judge of the court. According to the law each child must be visited at least twice a year, but this is as far as possible done oftener. The volunteer officers, as previously mentioned, are asked to report to the chief probation officer once a month. In cases in which the volunteers report that the children have been very hard to handle, advice or information is often asked. If the question raised concerns the child or home the chief probation officer makes a personal visit as soon as possible. Sometimes it occurs that the volunteer is not keeping sufficient track of the child. In these cases also the chief probation offi-

cer makes an investigation. When a child placed on probation has conducted itself well, the volunteer requests that the child be released from further supervision. Even if the chief probation officer is well acquainted with the volunteer and has faith in the wisdom of the recommendation, the former, nevertheless, makes a personal visit to the home, chiefly to be convinced that the parents are ready to have the supervision removed, for it often happens that the parents, conscious of the good influence of the officer over the child, ask that the term of probation may be continued.

The chief probation officer has still another duty to perform, that of escorting girls to the detention home for confinement pending trial. This "conveyance of prisoners" has the character of an ordinary "promenade." The chief probation officer walks quietly through the street with the girls or takes advantage of the electric cars when possible.

The chief probation officer also works out the printed forms by which the routine of the court is systematized; in addition to this, the chief is also responsible for the compilation of statistics.

From a memorandum that Judge Stubbs has had the courtesy to make for my use, I take the liberty of quoting the following interesting remarks in regard to the volunteer probation system:

"The work of these volunteer probation officers has been fruitful of good results. A boy who lives in an environment of vice and degradation, who has been repeatedly sent to the nearest saloon for a bucket of beer which if not used by himself is consumed in his presence by the family, who listens to quarrels and often witnesses a fight between his father and mother, who is cursed and kicked and cuffed out of the house and often ordered to steal coal for the kitchen stove which sometimes affords the only heat in the house,—a boy who learns to drink and fight and swear and steal, a boy who runs away from school, who becomes a loafer sleeping in sheds and basements, who learns to smoke cigarettes and shoot craps, who thinks an education is unnecessary and all kinds of work a nuisance,—such a boy has a poor chance in life without some outside assistance.

"But place him in charge of a kindly-hearted, broad minded man of affairs, a man or woman of character and standing, and a new world is opened to him. He has never known that there was anything better in life for him than the treatment he is so painfully familiar with. Let such a man get the confidence of such a boy and the effect on the boy is almost electrical. If there be a spark of manliness in that boy's heart it is pretty sure to be fanned into flame, and if the kindly, thoughtful supervision is only kept up, the boy can be saved and developed into a good citizen in nine cases out of ten.

"It is the PERSONAL TOUCH that does it. I have often observed that if I sat on a high platform behind a high desk, such as there was in the city court, with the boy on the prisoner's bench some distance away, that my words had little effect on him, but if I could get close enough to put my hand on his head or shoulder or my arm around him, in nearly every case I could get the boy's confidence. It is this close personal contact between the probation officer and the boy which the court tries to bring about, and it is this kindly interest taken in the boy by his probation officer that has proven so valuable to the boy and the court.

"Out of more than seven hundred (1907) bad boys and girls—mostly boys—who have been placed on probation, it is safe to say that more than three fourths of them have done and are now doing well, and less than ten per cent of them have been brought into court again charged with a second offense.

"All the children who have been placed under the care of a volunteer probation officer have been looked after and cared for without expense to state or county, and this form of service on the part of the volunteer seems to appeal to practical business men of our city. Most business men, I think, regret that they have so little time to devote to any kind of charitable work. They contribute freely to many charities and lend their names to various enterprises, but very few of them can afford to give much of their time. But becoming probation officer for a bad boy or perhaps two or three boys affords a man an opportunity to do a little practical good without it becoming much of a tax upon him. Such a probation officer becomes interested in his charge, as he sees the improvement in the boy, and quite often becomes enthusiastic in the work. We have had a great many such officers who are prosperous and successful men, who live in good homes surrounded by the happy faces of their own children who have volunteered to take charge of some poor boy who was little more than a nameless waif. They some times gave the boy shoes and clothing and helped him in various ways. They have seen the boy develop into a manly little fellow as his pride and ambition have been stimulated until a bond of sympathy and affection has grown up between man and boy that will last throughout their lives.

Do not many of us recall with pleasure the kindly interest taken in us while we were boys by some kind-hearted, genial man or woman—some admonition or word of advice that we treasure in our hearts? Such memories come to us like "Islands of green in the wave of the past" and will never be forgotten. How much more easily then is the poor and unfortunate boy, into whose little life no ray of brightness or sweetness has ever entered, likely to be influenced by the kindly advice and sympathetic assistance of a man of standing and character, a man who is a distinct power for good in the community?

"If the delinquent children of our large cities are to be reformed and saved from becoming criminals through the agency of the Juvenile court it will be found that the best and most effective work will be done by the volunteer probation officer."

EXAMPLES: VISITS TO VOLUNTEER PROBATION OFFICERS.

Time is money, especially in America. In order that I might learn as much as possible in a short time concerning this aspect of the work shortly before my departure from the city there was arranged an especially interesting and profitable automobile trip to a number of these volunteer probation officers. On this trip I was accompanied by the chief probation officer, and Mr. Gilbert Tickle, a judge of one of the courts in Liverpool, England, who was also at this time studying the Indianapolis Juvenile Court. A charming American girl—a future probation officer, as I was told—acted as chauffeur.

We rode first to the aristocratic quarter of the city where a visit was paid to a beautiful home. Our hostess, a young married woman, very much in demand in philanthropic work, stated that her time was so much occupied that she would not assume supervision over more than one child at a time. This work she had not found a burden, but the contrary. In the case of one child—a little girl who had shown herself to be rather unmanageable—she had arranged for an examination

by a physician who pronounced the child not quite normal. Ultimately the child was admitted to an institution.

Another case cited by this probation threw light on the question of policemen as probation officers. A boy had been arrested for some offence and the court decided that he should be placed on probation. The father who was present objected most strenuously to having the child probationed, declaring that he himself was capable of supervising the boy and that he would not consent to have any stranger interfering in his family affairs. The court paid no attention to the father's protest, but asked the above mentioned officer who was present to act as probation officer in the case. The expression on the father's face when he turned and looked at the "officer" is said to have been most comical. No protests were now heard, but instead, the father stated his great pleasure in having such an officer. He had thought all the time, he said, that the court was about to appoint "one of them uniformed police officers."

From this place, the automobile rushed us away to a drug-store in another part of the city, the proprietor of which was also a probation officer. The latter, a big American with a good natured and winning manner, came out to the automobile. He had at present under his supervision a gang of eight boys, from twelve to fifteen years of age, who had been guilty of various kinds of mischief in the vicinity of the officer's store, arousing much ill-feeling in the district. All the boys were now doing well and reported once a week to him at the store. Two of them he intended to recommend for discharge in the near future, and for the others a similar recommendation would also be made if they continued to do as well as they had hitherto been doing. The boys' home he had not visited during the probation period as he was well acquainted with their parents, having for a long time lived in this part of the city.

Our last visit was to a German business man of an original type. He told us that he was having no special trouble with his boys. Some times they got into a little mischief but as this was immediately reported to him by the neighbors, he took the boys in hand himself. A probation officer, he had found, always had the respect of his boys because they knew that he had the authority of the court behind him, and in case of disobedience could be returned to the court by him and sent to a correctional institution.

SUPPLEMENTARY DEPARTMENTS

(Under this general head has been grouped several short chapters relating to the smaller sub-divisions of the work of the court.)

THE EMPLOYMENT BUREAU

In Indianapolis there has been established an employment bureau for children. The initiative was taken by a few of the leading manufacturers of the city. These appointed a committee that made an appeal through circular letters to three hundred employers of the city. A card was enclosed for signature and return giving the name and address of the co-operating firms with the nature of the employment to be given, and the age, sex, color and probable wages of the prospective employee. The name of some member of each establishment who might act as special supervisor, and with whom all communication

could be held confidentially, was especially requested.

The response given this and subsequent appeals has been a surprise even to the most sanguine of the committee. Few employers showed any hesitancy in taking boys associated with the court or even the correctional institution. On the contrary, many saw in the very supervision required an advantage in keeping the employee at his work more steadily and for a longer period of time.

Realizing the importance of giving the boy not only something to do, but something that he liked to do, the principal of the bureau had been to study the boy carefully in relation to his work, so that he may ultimately discover his real interests and aptitudes. Proximity of work to worker has been indeed taken into consideration, but it has always been considered of minor importance as compared with congeniality of labor. The applicant is first questioned carefully as to his preferences. A map of the city on which all the firms co-operating with the court are indicated is then consulted and the factory nearest his home furnishing that particular form of employment ascertained. The confidential representative of this establishment is then reached by telephone and every effort made to place the boy there at least on trial. Should the effort fail the quest is continued until the boy is placed to the best possible advantage.

In the case of domestic service, every home offered is carefully investigated before placement, the object being not so much to secure wages as a home in which, especially in the case of girls, the child can be made a part of the home life with personal care and supervision. In all instances employers have been urged to notify the court of the ward's progress. A still closer supervision of the employees by the court while at work would lessen the percentage of failure. But in spite of many failures only two establishments in the city have lost faith in the experiment, and the number of those co-operating is constantly on the increase. Employers now frequently report vacancies to the bureau, and there are often on file more positions than boys and girls to fill them.

The year's experiment in securing employment for boys on probation has proved beyond doubt its value as an indispensable function of the Juvenile Court. Although the bureau was established for the sole purpose of securing suitable work for children under the care of the court, the bureau has come to mean a practical helping hand to boys and girls over whom it has no jurisdiction on the theory that the function of the court is to prevent delinquency, and that work is one of the surest of preventives. These demands, however, have been too great for the equipment of the bureau with its limited number of officers; in fact, the work started primarily for the benefit of the wards of the court has made apparent a demand for a children's employment bureau which shall furnish employment to all children, regardless of their relation to the court. It is believed that such a bureau

would be of even greater value to the probationers of the court, because it would carry none of the stigma which has sometimes followed them on account of their connection with the court.

(Such a plan has since been carried out by the Children's Aid Association.)

PHYSICAL EXAMINATION

At the time of my visit in Indianapolis there was no regular physician employed by the court, as no provision for this had been made in the law, but two of the leading specialists of the city had offered their services free of charge. Under these conditions the court was in the habit of referring to the physicians only those cases in which the child was not of normal mind or had some serious physical defect detrimental to its development. Fifty children, thirty-three boys and seventeen girls, have during the first two years of the court's existence been thus examined by the physicians. In two or three instances children were found on examination to be feeble-minded and were committed to the proper institutions. In one or two cases epilepsy was discovered to be producing a state of moral irresponsibility, and in another, the child's delinquency was directly traceable to an injury to the skull. Since the boy was operated upon there has been no return of his attacks of violence whatever.

A number of girls as well as boys have been found to be victims of venereal disorders; these have been regularly committed to the city hospital for treatment before being returned to their homes. Several others were found incapable of employment because of the need of some simple operation. One colored boy arrested idling was after several month's probation, returned to the court by the volunteer probation officer with the statement that he was hopeless as far as steady work was concerned. On talking with the boy he complained of not feeling well and unable to lift without pain. This condition was verified by his mother, who had neglected to take him to a physician for examination. This was done at once and the examiner corroborated the boy's statement that he was unable to work. A simple operation was immediately performed, and after two week's convalescence the boy obtained employment for himself and has been working ever since.

The most interesting case is that of a boy arrested for assault and battery. The investigating officer found the boy's record a bad one, especially at school. He was not only stupid but sullen and morose, frequently quarrelling with his playmates and showing more or less viciousness in his attacks. The child was an obvious victim of catarrh, being extremely deaf and breathing entirely through the mouth, but had never been given any systematic treatment by the parents who seemed both ignorant of as well as indifferent to the child's condition. The volunteer probation officer under whom the boy was placed interested one of the leading nose and throat specialists of the city in the case. The examination revealed a large number of growths in the nasal pas-

sages. These were removed and the boy given regular treatment at the clinic. As a result of this, he was enabled to hear and to breath normally for the first time in several years; he began to take an interest in his school work, and gradually assumed a new and friendly attitude toward the world in general. The boy is now fifteen, a faithful employee of six month's standing in one of the large tailoring establishments in the city and has been recently recommended for release from further supervision.

LATER PROGRESS

The Juvenile Court system in Indianapolis is, as elsewhere, in a state of rapid development. Since my return to Sweden I have received information concerning a great deal of progress in the work of the court made after my departure from Indianapolis. The court has succeeded to a greater degree than ever before in gaining the interest and co-operation of the public at large. In September, 1906, a meeting of the principals of the public schools was called for the purpose of explaining to them the working methods of the court and for securing their assistance in exercising a more careful supervision over the children on probation. A system has been devised according to which notification of every child of school age when placed on probation is sent at once to the principal of his school who is asked to keep the matter a confidential one between himself and the teacher but to see that the weekly reports signed by the latter are forwarded to the probation officer.

The court has also interested in its work the Local Council of Women, an organization consisting of representatives from forty women's literary clubs of the city. This organization is to select a visitation committee, the purpose of which shall be to attend every regular session of the Juvenile Court and to make suggestions as to improvements in its methods. It is also to appoint another committee with the object of securing suitable women volunteer probation officers. The general probation officers' committee has also appointed a sub-committee which has made up the programs of the different subjects to be discussed at the monthly meetings of the volunteer probation officers.

Perhaps the most important progressive step is the establishment of a clinic for the physical examination of every boy and girl brought before the court. There are in attendance three men physicians for the examination of the boys and three women physicians for examination of girls. Besides these the court has secured for the benefit of the clinic the assistance of a trained nurse. It has been found that nearly fifty per cent of the children examined have been in need of some kind of medical attention.

At the present time there is a strong agitation to secure legislation transferring to the jurisdiction of the Juvenile Court the cause of

parents or other adults who contribute to the delinquency of children. On the thirtieth of January, 1907, the superintendent of the Indiana Reformatory, Mr. W. H. Whittaker, delivered a very interesting address in Indianapolis in regard to the weakness of the law of the state of Indiana relating to the punishment of "the greatest of all criminals," that man or woman that contributes to a child's crime or delinquency. "It seems to me," said Mr. Whittaker, that there can be no greater crime than the ruining of the life of a boy or girl of tender years. Yet we have hundreds of cases in our state each year where adults have been the cause directly or indirectly of ruining the lives of our younger generation. How many of these individuals have been punished by prison sentence or have been brought before court for reprimand?

"Our police officers are constantly on the alert for a boy who steals a bushel of coal or confiscates some article while under the influence of liquor or who has possibly been sent by his parent with instructions to violate some of the laws in providing for the daily maintenance of the family. The officer will spend days finding witnesses to convict this boy and send him to prison, but not a minute's time will be given to running down the adult rascal who sent the boy after the coal or sold him the liquor that caused him to be intoxicated at the time of the offence.

RESULTS

In regards to the results accomplished by the Juvenile court of Indianapolis, it is especially the effects of the volunteer probation system that is of interest. Concerning this the following appears in the report issued by the court for the year 1903-1905:

"Of course these efforts in behalf of the development of the wards of the court have not always been immediately rewarded. There have been some signal failures; sixty three out of the four hundred and forty six children placed on probation we have had ultimately to send to an institution for rigid discipline. Others have been slow in responding and are still on the list of probation. But many have responded to the opportunity offered them, and have shown such improvement that they have been discharged as doing well.

"The number of children discharged, in comparison with those placed on probation, has been gradually on the decrease. During the first year of the court, a three to six months term was thought to be sufficient; but with experience that term has lengthened indefinitely until the average length of the probation period is eight months for the second year. The idea of a specific term has been done away with, and an amendment made to the law allowing the court to assume jurisdiction until the child arrives at legal age.

"The obvious reason for lengthening the period of probation is

that character building is of slow growth. But it is also due to the increasing interest of the volunteer officers in their wards. The relationship is thought of less as merely official, more and more as one of personal and abiding interest.

"The result of these personal relationships already established between the delinquent children and the successful men and women of Indianapolis are too subtle for any accurate determination. The immediate object of probation has been to prevent a return of the probationer to the court for a second offence. But if the probation system is, as the Juvenile court has sought to make it, a definite organization for the increasing of social righteousness among delinquent children, its most vital result will relate to the effect of these personal relationships on the child and on the community at large. These, unfortunately, are the very facts which elude analysis.

"It can be truly said, however, that the supervision of four hundred and forty-six children with wayward tendencies by one hundred and seventy-two men and women without any expense to the county whatever, has been of social as well as financial value. Such supervision is doubtless an ultimate saving to the community in dollars and cents by preventing recruits to the criminal and dependent classes, but to try to estimate that saving would be idle speculation. On the other hand, to have developed in a handful of idle and wayward boys industrious habits, is in itself an addition to the social wealth of the community. The true test of value, however, is in the raising of the moral and social conscience of the individual: and of the fact that personal relationships have resulted in the awakening and development of new standards of right and wrong, there have been proofs too numerous for report.

These instances justify the statement that after two years experience the volunteer system has been proved the most vital function exercised by the Juvenile Court, because it has enabled the court to provide for every juvenile offender, not punishment but a friend."