

JUVENILE DELINQUENCY, PENAL CODE  
AND PENAL INSTITUTIONS

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A REPORT

*of the*

COMMITTEE ON PENAL CODE  
AND JUVENILE DELINQUENCY

*of the*

JOINT STATE GOVERNMENT COMMISSION



*To the*

GENERAL ASSEMBLY OF THE  
COMMONWEALTH OF PENNSYLVANIA

JOINT STATE GOVERNMENT  
COMMISSION  
CAPITOL BUILDING  
HARRISBURG, PA.

APRIL 20, 1945



JOINT STATE GOVERNMENT COMMISSION  
OF  
THE GENERAL ASSEMBLY

(Created in 1937, P. L. 2460, as last amended 1943, P. L. 13)

"A continuing agency of the General Assembly to undertake studies and develop facts, information and data on all phases of government for the use of the General Assembly and Departments and Agencies of the State Government."

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## LETTER OF TRANSMITTAL

*To the General Assembly of Pennsylvania:*

Under authority of the Act of July 1, 1937, P. L. 2460, as last amended by the Act of March 8, 1943, P. L. 13, and pursuant to Senate Resolution, Serial No. 39, I have the honor to submit herewith a report and recommendations of the Committee on Penal Code and Juvenile Delinquency.

IRA T. FISS, *Chairman,*  
*Joint State Government Commission.*

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## FOREWORD

Senate Resolution Serial No. 39, adopted May 5, 1943, directed that the "Joint State Government Commission make a careful, thorough and impartial study of the whole question of crime prevention, incarceration, reform, probation, parole and pardon, as administered in this Commonwealth and in other states." The Joint State Government Commission, at its meeting on June 16, 1943, directed the committee to include the study of juvenile delinquency.

This was a gigantic task and the committee recognized at the beginning of its study that it could not possibly carry out the mandate of the Legislature to the letter, with the time and funds at its command. It was, therefore, decided to confine the study to the Commonwealth of Pennsylvania, excluding other states, and to attempt to cover as much as possible of this phase.

The committee was subdivided into three subcommittees, Criminal Code and Jurisprudence, of which Senator A. Evans Kephart was appointed chairman, Parole and Criminal Institutions, of which Representative Thomas H. Lee became chairman, Crime Prevention and Juvenile Delinquency, of which Representative Charles H. Brunner, Jr., was designated chairman.

The Subcommittee on Criminal Code and Jurisprudence circularized all the judges, district attorneys, and bar associations in the Commonwealth with the request that the committee be advised of needed amendments to the Penal Code and has arrived at recommendations which are considered of immediate need. In addition, this subcommittee recommended that a complete revision and recodification of the Criminal Code be made by the Joint State Government Commission through a continued study in the next biennium.

The Subcommittee on Parole and Criminal Institutions conferred with outstanding penologists in the Commonwealth, as well as the State Medical Society, Departments of Health and Welfare, and made personal visits to a number of institutions in the Commonwealth, including the Pennsylvania Industrial School at White Hill, the Pennsylvania

Training School at Morganza, Western State Penitentiary at Pittsburgh, Eastern State Penitentiary at Philadelphia, and the New Eastern State Penitentiary at Graterford.

In addition, the Governor's Office made available to this subcommittee, the recommendations contained in a report of the Committee appointed by him to survey the existing correctional system of the Commonwealth. The committee adopted some of the recommendations contained in the report to the Governor and, in addition, made a number of recommendations which it concluded will be of assistance in bringing about improvement in the penal and correctional system of the Commonwealth.

The Subcommittee on Crime Prevention and Juvenile Delinquency conferred with a number of juvenile court judges, Department of Welfare employes, parole and probation officers, chiefs of police, and welfare workers, all of whom submitted suggestions and recommendations for the prevention and control of juvenile delinquency. The work of this subcommittee and its findings and conclusions will be discussed in detail in this report under the subject of Juvenile Delinquency. The introduction to the subject of Juvenile Delinquency will list the additional individuals and organizations which were present or represented at the various meetings and hearings held by the subcommittee.

Bills incorporating the recommendations made by the committee were drafted and introduced as House Bills Nos. 699, 700, 728, 729, 730, 731, 732, 739, 740, 742, 744, 745, and Senate Bills Nos. 362, 455, 456, 457, 458, 459, 466, 467, and others.

Several of the recommendations by the Subcommittee on Institutions were incorporated in a series of bills recommended by the Administration and will likely be enacted into law. These consist of: The establishment of an institution for the classification of defective delinquents (Senate Bills Nos. 727 and 728); creation of additional State-owned institutions for the care and training of mental defectives (Senate Bill No. 729); establishment of a State institution for the training of delinquent boys under eighteen (Senate Bill No. 730); establishment of a State institution for the training of delinquent females under eighteen (Senate Bill No. 731). There is much further expansion desirable to complete the entire correctional program for the Commonwealth, as recommended by this committee.



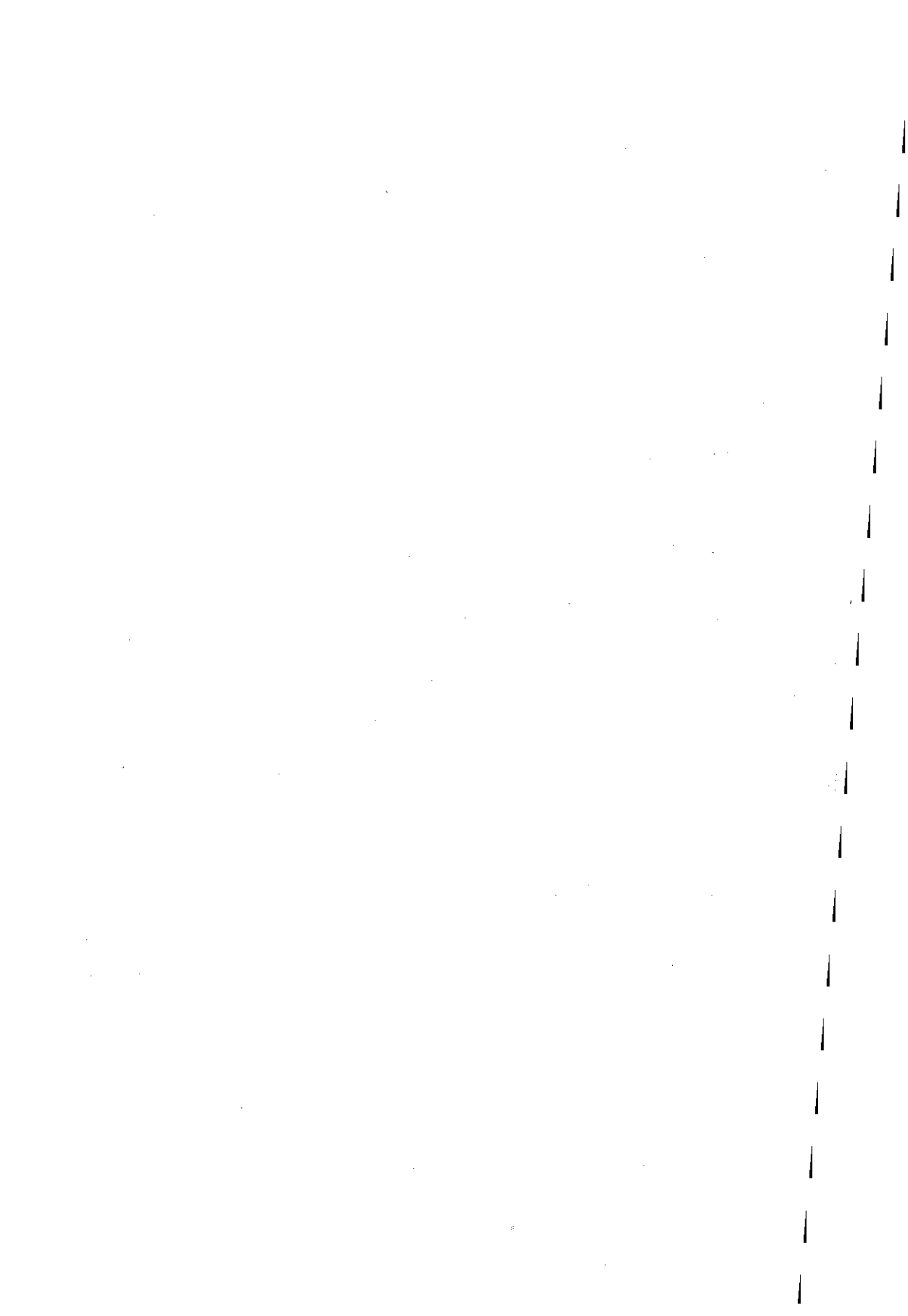
The committee desires to express its appreciation to the Department of Welfare, the Department of Justice, the Legislative Reference Bureau, and the staff of the Joint State Government Commission for their untiring energy and cooperation and the many constructive suggestions received from them.

It desires also to express its appreciation to the Public Charities Association and to Mr. Leon T. Stern, Secretary of its Committee on Penal Affairs, in making available some of the basic data utilized in the report on Juvenile Delinquency and the cooperation given to this committee.

JOHN M. WALKER, *Chairman,*  
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## RECOMMENDATIONS

### RECOMMENDATIONS AND FINDINGS— JUVENILE DELINQUENCY

1. Delinquent children under 18 should not be mingled with delinquent youths over 18, and boys and girls should be kept in separate institutions or sections.

2. Provision should be made for permanent custodial care of mentally defective delinquents under 18. Separate institutions and additional facilities should be provided for mentally defective delinquents and mentally defective children and they should be housed in separate institutions.

3. Juvenile delinquency is in general a community rather than institutional problem.

4. Pre-commitment clinics should be a must in all juvenile court procedure. Wherever not available, the State should make them possible and encourage their use.

5. Inadequate salaries, overburden of cases, and lack of skilled personnel handicap probation.

6. The Commonwealth should maintain an advisory service where means are lacking to develop and support probation services.

7. The clerks of courts should be authorized to furnish to the State Police, a complete copy of the report which they turn over to the Parole Board on every case and also submit similar data for cases where the commitment is under two years. The clerk of courts should be the collector of police district reports of the county and send them to the State Police. The clerk of courts should receive his customary fees for making such reports. The State Police should maintain a bureau where the statistical data can be compiled and correlated and the available information and reports submitted at least once a year to the Governor and distributed to members of the General Assembly, judges, and district attorneys of the several counties in a form similar to the Uniform Crime Reports of the FBI. The statistics might be made available to the general public but names and addresses of individual cases should not be given to anyone upon request, except for information of police departments.

8. Policewomen should be added to the State Police staff.

9. Additional facilities in State-owned and State-aided institutions for readjustments of juvenile delinquents should be established.

10. Venereal disease clinics should be established to treat delinquents and either the parents treat the child or report to the clinic for treatment or the child should be sent to an institution. The judge or official who has the care of the case should commit the child to an institution unless the parents are prepared to provide treatment and report, as required, to show that the child is being properly treated.

The Department of Health should provide additional institutions in at least three convenient sections of the State, similar to the one in Lancaster, for the treatment of venereal diseases.

All penal institutions should make provision for the treatment of venereal cases.

11. Provide an adequate scale of pay for institutional personnel to provide permanency. Pennsylvania has a good training program but needs implementation from the standpoint of personnel.

12. Juveniles should not make application for parole to the Parole Board; they should be released by the juvenile court judge upon recommendation of the institution board of managers; and the juvenile court judge should have the power to institute proceedings for parole at any time.

13. County commissioners should be authorized to expend funds to provide such recreation as would tend to reduce juvenile delinquency.

## RECOMMENDATIONS—PENAL CODE

### Section 309—Prison Breach

Amend to read "whoever, being imprisoned after conviction, of an offense other than murder in the first degree, or where the sentence is imprisonment for life, *whether indictable or not*, breaks prison, or escapes, or shall break prison, although no escape is actually made, shall be guilty of prison breach, . . ."

### Section 648—Furnishing Cigarettes or Cigarette Papers to Minors

Eliminate entire section.

### **Section 656—Airport Obstructions**

Include lights as additional obstructions to airplanes.

### **Section 682—Prohibited Acts by Public Officers**

Should be revised to permit directors of a corporation to be salaried officers thereof.

The second paragraph should be amended to insert "private corporation" instead of "banking institution"; and insert the words "private corporation" instead of "bank" and the words "officer or director thereof" instead of "president or vice-president."

### **Section 725—Kidnapping Child from Persons Having Custody**

Should contain a proviso that "If the parent of a child, whether legitimate or illegitimate, takes the child from the other parent who has lawful charge or care of the child, it shall constitute a misdemeanor," and a lesser penalty should be provided.

### **Section 733—Desertion and Nonsupport**

A provision should be added giving the Court of Quarter Sessions jurisdiction of any support matters, *upon petition* by the person seeking support or anyone in his behalf, without the necessity of arrest for nonsupport. The present legislation should stand, but it should also be supplemented by the above suggestion, so that procedure by petition may be had as presently in effect in public assistance cases and in juvenile court cases.

### **Section 819—Receiving Property Fraudulently Disposed of**

Prescribe a penalty of one year imprisonment or \$1,000, or both.

### **Sections 827-828-829, 842-843—Embezzlement, Fraudulent Accounts and False Statements**

These offenses were originally misdemeanors and when this act was drafted they were left as misdemeanors in the original draft, but between the time of the drafting and the passage of the act, these sections were changed from misdemeanors to felonies. The Act of 1878, P. L. 196, Section 6, provides that these misdemeanors could be prosecuted within four years. The limitations ought to be four years

and although the last Legislature passed such a statute, the Governor vetoed it.

An amendment should be drafted to put into effect the above recommendation. However, the Governor's Veto Message, No. 4 of 1943 Session, should be studied to avoid the objection contained therein.

### **Section 834—Fraudulent Conversion of Property**

Provide that fraudulent conversion of property be a misdemeanor instead of a felony and reduce the penalty to \$3,000 and 2 years, or both.

### **Section 836—Cheating by Fraudulent Pretenses**

The words "felony" and "misdemeanor" are confusing. Therefore, the language is ambiguous. It should be amended to make the offense a felony throughout.

### **Section 901—Burglary**

The following recommendations for amendment to this section were presented to the committee and the committee ordered the section to be amended to conform therewith:

"Should be amended to provide a distinction between breaking and entering during the daytime or nighttime and whether it was to a dwelling house in night time or a store building or store house where no one resides. Discretion as to sentence should be vested in the court.

"Distinguish between felonious entry and burglary.

"Redefine breaking and entering.

"Provide a section for the crime to be known as 'Breaking and Entering,' similar to the prior code. There is no law now to cover the situation unless entering with intent to commit a felony is shown.

"Add amendment to include a charge of 'Breaking and Entering' wherein punishment is at the discretion of the court.

"Section should be repealed entirely and in its place the former codification of the common law should be re-enacted as follows:

" 'Felonious Burglary. If any person shall, by night, wilfully and maliciously break or enter into the State Capitol, or

other public building belonging to the Commonwealth, or to any city or county thereof, or to any body corporate, society or association, or into any church, meeting house or dwelling house, or outhouse parcel of said dwelling house, with an intent to kill, rob, steal, or commit rape, or any felony whatever, whether the felonious intent be executed or not, the person so offending shall, on conviction, be adjudged guilty of felonious burglary, . . . (1860, March 31, P. L. 382, Section 135).

“‘Breaking and Entering by Day or Entering Without Breaking. If any person shall in the daytime break and enter any dwelling, house, shop, warehouse, store, mill, barn, stable, outhouse or other building, or wilfully or maliciously, either by day or night, with or without breaking, enter the same with intent to commit any felony whatever therein, the person so offending shall be guilty of a felony, . . . (1863, April 22, P. L. 531, Section 2; 1901, March 13, P. L. 49, Section 1).’”

### **Section 903—Burglary of Railroad Cars**

Should be amended so as to strike out the word “burglary” throughout the entire section, and the title of the section should be, “Breaking and Entering Railroad Cars.”

### **Section 906—Burning to Defraud Insurer**

Add amendment creating an additional crime of *attempt* to burn to defraud an insurer, and making such attempt a misdemeanor, subject to a penalty of imprisonment not to exceed one year or \$1,000 or both. At the end of the paragraph as now appears in the law, a second paragraph should be added, similar to the second paragraph of Section 908, “Attempt to Commit Arson” and reworded to fit the crime of “Attempt to Burn to Defraud Insurer.”

The title of Section 906 will also have to be amended to read “Burning or Attempt to Burn to Defraud Insurer.”

### **Section 958—Injury to Sidewalks**

This does not include the obstruction of sidewalks or paths, as originally provided. Provide that obstruction of sidewalks or paths shall constitute violation.

### **Section 1014—Forgery, etc.**

Crime of forgery should be broken down so that forgery up to \$100 be a misdemeanor. Create the crime of petty forgery, similar to petty larceny, confining petty forgery to fixed amounts of money up to \$100, and the penalty for petty forgery to be the same as penalty for petty larceny.

### **Section 1107—Attempts to Commit a Crime**

Provide a penalty for Attempt to Commit a Crime, where the penalty has not already been provided. In the case of misdemeanors, the penalty should be six months and \$500, and in the case of felonies, the penalty should be 1 year and \$1,000, but in no event shall the penalty for attempt to commit a crime exceed the penalty for the commission of the crime itself.

### **Sections 201, 202, 203, 204, 205,—302, 303,—401, 416,—510—706—717—723**

Should be amended to clarify the language prescribing degree of imprisonment.

### **Section 506—Fornication and Bastardy**

Authorize the court, in its discretion, to require sureties on F. & B. bonds or allow the person convicted to file his own bond. This fact should appear in the order of the court. Also permit the order imposed by the court as part of the sentence to be increased or modified at any time subsequent to sentence on application of either the child or someone in its behalf or the father.

Permit magistrates to release defendants in their own recognizance on a charge of fornication and bastardy where it appears that the baby has not yet been born and the defendant cannot obtain bail.

### **Section 3—Support Law of 1937**

Amend to allow an indigent parent or grandparent to obtain support from a child or grandchild without such parent or grandparent being first in fact a public charge. (The decision of *Montgomery v. Wick*, 146 Pa. Super. 219, 1941, decided that the parent or grandparent must first be a public charge receiving either public assistance or being an inmate of an institution and maintained therein by public funds before the Support Law becomes operative.)



## RECOMMENDATIONS—INSTITUTIONS

1. (a) A new agency or department under the State government should be created entitled, "Department of Corrections and Parole," to which should be transferred all of the correctional functions of the Department of Welfare and the Parole Board.

(b) The correctional functions in said department should consist of the supervision of the penal, reformatory, or correctional institutions.

(c) Transfer the Parole Board to this agency but retain its independence.

(d) The head of this agency or department or his deputy should be made an ex-officio member of the Parole Board, without voting power, in order that information gathered in the department or the Parole Board might be interchanged to each other's mutual benefit.

2. Plan to transform the Pennsylvania Industrial School at Huntingdon into an institution for defective delinquents should be carried out and there should be added thereto a department for the reception and care of defective delinquent children between the ages of 12 and 15 years.

3. Improve detention facilities.

4. Provide for additional personnel and continuity of staff in Children's Bureau and Correctional Bureau of Department of Welfare (or Department of Corrections and Parole, as the case may be).

5. Some schools and institutions in Pennsylvania now receiving State aid that are no longer needed for care of normal children, after careful selection by the Department of Welfare, should be required to accept feeble-minded delinquent children.

6. Create additional State-owned institutions for the care and training of mental defectives.

7. Increase appropriations for institutional care of feeble-minded juveniles.

8. Establish an institution in Eastern Pennsylvania, similar to Morganza in Western Pennsylvania, where the court can commit juvenile offenders.

9. The State should establish an institution in Eastern Pennsyl-

vania for the reception, classification and treatment of delinquent juveniles.

10. State institutions at Pennhurst and Polk should be enlarged or similar institutions created for the care of feeble-minded in Central Pennsylvania.

11. Children's Ward at Allentown State Hospital should be enlarged as to buildings and staffs.

12. Arrangements should be made with some existing medical institution to receive both white and colored girls suffering from venereal diseases or the State should provide an institution for such purpose.

13. Establish a state-controlled institution for defective delinquent boys, under 18, to serve Philadelphia and adjacent counties.

14. Establish an institution for defective delinquent boys above 15 years of age to serve Philadelphia and adjacent counties, which would emphasize a program of manual training.

15. Establish a state-controlled institution for female defective delinquents, irrespective of age, to serve Philadelphia and adjacent counties.

16. Establish a state-controlled institution for more seriously delinquent girls below 16 years of age to serve Philadelphia and adjacent counties.

17. Existing facilities for all feeble-minded cases of the custodial type should be enlarged.

# JUVENILE DELINQUENCY

## INTRODUCTION

### **The Purpose**

The purpose of the Committee in its study of juvenile delinquency was to discover what the problem was, to examine the responsibility of the State and of local officials in reference to it, and to point out what citizens themselves can do to assist in developing programs to deal with this problem. This meant, necessarily, suggestions for legislation to implement and improve State and local administration and, as far as citizen cooperation is concerned, to indicate some of the ways in which private bodies concerned with child welfare can help.

Very early in the investigation of juvenile delinquency the committee concluded that it could not look for any one cause of juvenile delinquency, and that multiple causation was apparent in every aspect. The home, the community, the neighborhood, the character of the individual delinquent and his relationship to those with whom he lived, were each important. The solution of delinquency, likewise, does not lie separately with either the State, local officials, the school, the home, the church, or with character-building agencies. Concerted action is important for any attempt at solution.

### **Hearings Held**

In order to obtain a clear picture of the problem and solutions offered, the committee invited various organizations to confer with it and give the benefit of their knowledge, experience, advice and suggestions. In those cases where organizations were unable to send representatives, comments and suggestions were received through exchange of correspondence.

### **Organizations Heard from**

The following officials, organizations, and individuals who were heard from in person or by correspondence:

#### Judges:

Edward B. Farr, Tunkhannock  
Harold G. Knight, Montgomery County  
Walter W. Rice, Perry County

Paul N. Schaeffer, Berks County  
Frank Smith, Philadelphia County  
Allison D. Wade, Warren County  
Robert E. Woodside, Dauphin County

District Attorneys:

John H. Maurer, Philadelphia County  
Albert F. Mees, Sullivan County  
Charles Scott Williams, Lycoming County

Institution officials:

Eugene S. Keller, Penna. Industrial School, White Hill  
Emily F. Morrison, Sleighton Farm School for Girls  
John D. Pennington, Penna. Industrial School, Huntingdon  
J. Taney Willcox, Glen Mills Schools

Police:

F. B. Titus, Secretary, Penna. Chiefs of Police Association  
C. M. Wilhelm, Commissioner, Penna. State Police  
Charles Winn, Detective, Dauphin County

Representatives of the Bar:

William B. McClenachan, Jr., Chairman, Criminal Law Section  
Penna. Bar Association  
Lillian L. Strauss, Member of the Bar of Philadelphia

Private organizations:

Helen D. Pigeon, American Parole Association  
Leon T. Stern, Penna. Committee on Penal Affairs of the Public  
Charities Association

Reports were also received from:

U. S. Children's Bureau  
Municipal Court of Philadelphia  
National Probation Association  
American Parole Association  
Penna. Committee on Penal Affairs of the Public Charities Assn.  
Federation of Social Agencies of Pittsburgh and Allegheny  
County

## THE PROBLEM

What is juvenile delinquency? The old-fashioned concept of juvenile delinquency was simple. It was an act for which a child was threatened or punished. When a youngster disobeyed certain ordinances of the place in which he lived or offended the law or community decorum, we examined and defined his specific offense and punished him for it. Under that conception, we were dealing with specific acts: disobedience, incorrigibility, fighting, truancy, running away from home, malicious mischief, destructiveness, injury to persons, stealing, breaking and entering, burglary, robbery, etc. The modern conception, which is believed to be more important, is that we should not deal with the specific wrong-doing or "crimes" of children and youths, except in so far as they are indicators, but with children as individuals. The problem then becomes one of re-training or re-education for adjustment or fitness for normal social life. Therefore, juvenile delinquency is a question of individual treatment and punishment and custodial control are less important than re-education and adjustment. As the delinquent youngster becomes older and crosses the threshold between childhood and youth and approaches young adult life, relationships increase in difficulty and require all the skill and capacity that parents, teachers, pastors, or responsible public officials possess.

This report deals with those children and youths who are called juveniles by the Pennsylvania Statutes. Under the juvenile court law, they range in age from early childhood to 18. All juveniles are heard in juvenile court unless they are charged with murder. In order to set limits within which juveniles can be considered children legally, our juvenile court law has set up certain classifications of treatment. A child above the age of 14 and less than 18 years of age, if he is charged with a crime for which an adult would be sent to the State penitentiary upon conviction, may be transferred to criminal court and tried there for a specific criminal offense. Juveniles when adjudged delinquent and committed are usually sent to institutions especially designed for their treatment, except that it is possible in the case of a youth above the age of 14 for a juvenile court judge to commit him to the State Industrial School at White Hill.

The Supreme Court of the Commonwealth, referring to juvenile court legislation, has well said: ". . . the act is not for the trial of

a child charged with a crime, but is mercifully to save it from such an ordeal, with the prison or penitentiary in its wake. . . .”<sup>1</sup>

## THE INCREASE IN JUVENILE DELINQUENCY

To the average citizen, juvenile delinquency is a less noticeable problem in peacetime. However, in wartime as in peacetime, it must be tackled and brought to a stage of such minimal proportions as not to be referred to as a problem. This does not mean that juvenile delinquency in wartime is different from juvenile delinquency in peacetime, except probably for its increase. The children commit the same offenses with some changes which judges and officials feel are due to the war situation. Judges point out, however, that younger children now come before juvenile court and for more serious offenses.

### Statistics Indicate a Rise

This report has special significance at this time because statistics definitely indicate a rise in juvenile delinquency. This rise is significant because just before we reached the war period juvenile delinquency had been declining. The sudden upward trend is an indication of something markedly wrong in the situation.

Juvenile statistics can roughly be divided into two groups,—those which cover the entire juvenile court range and those which cover the adolescent group in the upper age brackets of the juvenile court ages. Police and juvenile court statistics usually cover juveniles of all age groups known to the juvenile court, while the statistics of the Federal Bureau of Investigation are limited to the upper group brackets.

It might be well to point out here that there is difficulty in gathering data on juvenile delinquency because statistics on juvenile delinquency are limited, and comparable data are rare. Often there are no figures to collect, except by special study. The best sources of information are the juvenile courts of the country. However, as a rule only the larger juvenile courts in metropolitan and urban centers of population compile adequate reports, and only a few states have information on a state-wide basis. National data, also collected from courts, are compiled by the United States Children's Bureau. Formerly these data were issued annually; but the latest report available is for the years,

<sup>1</sup> *Commonwealth v. Fisher*, 27 Pa. Superior Ct. 175.

1938-1939. The National Probation Association gathers data for special studies only. The Pennsylvania Department of Welfare has not been collecting juvenile statistics for some years. Police statistics of children arrested are even more scattered, more variable, and less reliable except where the police conduct crime prevention services. In a few urban centers, private crime prevention agencies can be relied upon for information of value in police cases.

### **National Figures**

The Federal Bureau of Investigation reports that for boys and girls combined, there was a slight decrease in arrests of those under 21 years of age, from 112,486 in 1942 to 112,281 in 1943 (—0.2 percent). However, arrests of persons less than 18 years old increased 26.3 percent, while arrests of persons in the 18-20 age group decreased 13.6 percent.

Figures for the separate sexes show different trends in certain age groups. Boy arrests under 18 increased 23.4 percent and girl arrests under 18 increased 49.4 percent. On the other hand, whereas boy arrests in the 18-20 age bracket decreased 24.1 percent, girl arrests in this age group increased 47.4 percent. The increase was 47.9 percent among girls under 21 years of age.

Age 17 predominated in the frequency distribution of boy arrests during 1943. Age 18 showed a 9.5 percent decrease, but was second in the frequency of arrests. Arrests of boys for age 17 increased 27.7 percent during 1943.

Arrests during 1943 of boys under 18 years of age increased 39.8 percent for rape, 39.0 percent for robbery, 27.7 percent for burglary, and 23.4 percent for auto theft, as compared with 1942.

Arrests of girls in 1943 occurred most frequently at age 18, followed by age 19. In 1943, girl arrests at age 18 increased 54.3 percent, and at age 19 the increase was 52.9 percent.

For offenses against common decency the number of girls under 21 years of age arrested during 1943 increased 56.9 percent. This general category includes such offenses as drunkenness, vagrancy, disorderly conduct, prostitution and commercialized vice, and other sex crimes, such as adultery and fornication.

For crimes against property (robbery, burglary, theft and related offenses) arrests of girls under 21 years of age, increased 30.1 percent; for miscellaneous violations arrests increased 53.2 percent; but for assaults and homicides there was a decrease of 5.5 percent.

### **Pennsylvania Figures**

From a study of delinquency, made with the cooperation of juvenile court judges of Pennsylvania in 1942, we have the latest figures for the State of Pennsylvania and for a comparable period of six months of 1941 and 1942. It covers 39 juvenile courts, approximately three-fifths of the total number in the State. The following pertinent and significant facts as to increase of juvenile delinquency in the State are revealed by the Pennsylvania Committee on Penal Affairs of the Public Charities Association.

Summarizing, there was an average of 17.1 percent increase in 20 courts, and an average decrease of 10.0 percent in 19 courts. A net increase throughout the State of 7.6 was not large. However, 24 courts showed an upward trend at the end of 1942, while 15 still showed a downward trend.<sup>2</sup>

This rising tide of juvenile delinquency in the 24 courts occurred in the industrial, mining, manufacturing, shipping and commercial counties of the State and in counties that were for the most part urbanized, having either large city populations or numerous town or thickly populated "patches" and "areas." All the industrial counties served by these courts had defense contracts.

The 15 courts with downward trends were located for the most part in rural, mining and forest sections. Only 4 of these were in areas with preponderantly city and town populations. It is interesting to note that while one of the two metropolitan courts shows an increase of approximately 4 percent, the other a net decrease of 6 percent, the figures from both alike indicate that the tide of juvenile delinquency was going upward at the end of June, 1942.

In courts which had increases, the range of increase was very wide, some with very great increases indeed: 62, 66, 77, 82, 100, 112, 119 and 126 percent respectively.<sup>3</sup>

<sup>2</sup> See Table I.

<sup>3</sup> See Table II.



The decreases in courts which lost cases covered a much narrower range. Losses were by no means so significant in size as were the increases in those courts where there was a gain in volume.

It is perhaps significant to point out that delinquency of girls increased sharply in two metropolitan courts: Philadelphia and Pittsburgh.

Figures supplied by a number of courts showed an indubitable shift on the part of children to the more serious offenses. Twenty courts gave detailed reports on the character of offenses committed by boys. Of the 17 courts which had an upswing in delinquency, 11 found also that the offenses for which even small youngsters were brought to court had become more serious. In 3 courts which had a lowered delinquency rate, 2 courts found a shift to more serious crimes.

*Comparison of 1940-1943 figures: Philadelphia and Allegheny Counties.*

### **Philadelphia County Figures**

Figures supplied by the Municipal Court of Philadelphia show that delinquency of boys and girls under 18 years of age increased by 50 percent from 1940 to 1943.

A special study of major and minor delinquencies for the first ten months of 1943 shows that, although there were increases in all types of cases, both those brought to the regular court session and those disposed of at the House of Detention without judicial action, the increase of minor delinquencies is much higher than that of serious cases. This becomes even more apparent in the figures for boys and girls under sixteen years of age. In the year 1943 the number of minor delinquents among boys in court increased 47 percent over 1940 and 32 percent over 1942. Among girls, the increase in court cases in 1943 over 1940 was 184 percent and over 1942, 43 percent.<sup>4</sup>

### **Allegheny County and Pittsburgh Figures**

The Juvenile Court of Allegheny County reports for 1943, an increase of 30.6 percent over 1940 in all juvenile cases, 26.2 percent over 1942<sup>5</sup> and 14.7 percent more cases were given final hearing in 1943

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<sup>4</sup> See Tables III and IV.

<sup>5</sup> See Table V.

than in 1942.<sup>6</sup> This court reports a change from 1940 in the proportion of boys and girls which was 82 percent boys and 18 percent girls. In 1943, it was 78 percent boys and 22 percent girls.<sup>7</sup> The increase of boys' cases in 1943 over 1940 was 15.7 percent. The increase of girls' cases in 1943 over 1940 was 45.5 percent.<sup>8</sup>

## CAUSES OF JUVENILE DELINQUENCY

How does juvenile delinquency arise?

The Committee believes that the search for causes of delinquency represents an earnest and sincere effort to find a solution, but it believes that we must abandon the fallacy that we can find some one, two, three, or even a half dozen single causes. It recognizes as the result of this study and investigation and from reports submitted to it, that juvenile delinquency arises in the community and in the home from a combination of many causes, and is conditioned by the capacity and ability of the child or youth to meet his difficulties with his community and his home and by our resources and ability to change conditions and to help him to meet his problems.

In a study of a thousand juvenile delinquents, embodied in a report of recent hearings in the United States Senate,<sup>9</sup> on delinquency, a challenging picture of causative factors is presented. This report states that a study was made of the children themselves and that it was found that 56 percent were "abnormal" in personality. Mental examinations also revealed that 58 percent were below average mentally. Of these, 13 percent were actually feeble-minded, 17 percent of borderline mentality, and 28 percent were dull children. There were 30 percent of average mentality and 5 percent were of superior mental ability. Eighty-five percent of these thousand children revealed behavior problems while in school; approximately 25 percent had left school at the sixth grade; and only 17 percent entered high school.

When the families of these children were studied, it was found that 85 percent of the families had other delinquent members. Half the parents had little or no schooling.

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<sup>6</sup> See Table VI.

<sup>7</sup> See Table VII.

<sup>8</sup> See Table VIII.

<sup>9</sup> See Table IX.

Seventy-six percent, or 3 out of 4, of the homes were poverty-stricken; 85 percent, more than 8 out of every 10, of them were in the slums; and 60 percent, or 3 out of 5, were over-crowded. This fact becomes all the more significant when it is brought to our attention that 5 is the average size of the families living under such sordid conditions. Seventy-five percent of the children, 3 out of 4, had no guidance whatsoever in leisure-time activities. They were very young at the onset of delinquency,—the average age at which delinquency began was 9 years and 7 months.<sup>10</sup> Although these facts and statistics are not the findings of this committee, they are submitted because of their interest and challenge to thinking on the subject.

### **The Urban Community**

In every city there are areas of sub-standard living conditions in which families and their children must live. More than fourteen years ago President Hoover appointed a National Commission on Law Observance and Enforcement. Two of its comprehensive and informative reports dealt extensively with juvenile delinquency. Included in them were special studies on the cities of Philadelphia, Richmond, Cleveland, Birmingham, Denver, Seattle, and Chicago. The Commission reported that cases of juvenile delinquency in these cities were largely concentrated in limited areas and that there were wide variations in the rates of delinquency as between areas. It was further revealed that the greatest concentrations and highest rates occurred in areas adjacent to the central business district and to major industrial centers. Such districts were usually run-down areas, from which business had departed and were characterized by dilapidated housing and congested conditions. As these sections of the city deteriorated, they had become delinquency areas. It was apparent to the Commission and its staff that the delinquency rate had nothing to do with the racial elements of the population. As the population changed to different racial strains, the rate remained higher in these areas than in other parts of the city, whether the area was inhabited by native American stock, by Negroes, Irish, German, Italian, Russian, Polish or other European stock.<sup>11</sup>

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<sup>10</sup> See Table IX.

<sup>11</sup> "Report on the Causes of Crime," Part II, "Juvenile Delinquency and Background"—National Commission on Law Observance and Enforcement, Volume II, No. 13, June 26, 1931.

Studies made during the years since substantiate these conclusions and show that the findings of the Commission are still valid today, and that we must look for some causes of juvenile delinquency in certain city areas and deal with the problem in those areas.

For example, a study made in 1941 showed that in one industrial community in Pennsylvania, there were three delinquency areas. One of them had four times as much delinquency as the average for the entire city; another had twice as much; and the third had one and a half times the average. These areas were characterized by poor housing conditions which required improvement and there were bad neighborhood influences which needed to be eliminated. There were no facilities for recreation and for the employment of leisure time.<sup>12</sup>

### **Rural Communities**

The fact that delinquency is characteristic of urban life, does not mean that delinquency is confined to urban areas. There are fewer agencies for prevention; very often the juvenile court is the only agency to which the community can turn for both the discovery as well as prevention of delinquency and its treatment. Rural areas may suffer from low standards of law enforcement because of inadequate policing, etc. In the rural community there is often "nothing to do" for the child. Facilities for leisure-time activities are lacking and the community is dependent upon a few agencies for all its leisure-time life.

### **The Home**

Surveys also show that 45 to 60 percent of children coming before juvenile courts in Pennsylvania come from what are known as broken homes. A broken home is one in which the father or mother is dead, divorced, or deserted, or one in which there is a very unsatisfactory home situation. It is a striking fact that in the studies made in the Pennsylvania courts<sup>13</sup> 75 to 80 percent of children from broken homes were shown to be under the care of social welfare agencies in the community. It is a mistake, however, to assume that because a child comes from a home in which the father or mother is missing, delinquency

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<sup>12</sup> Publications of Pennsylvania Committee on Penal Affairs of the Public Charities Association: Study of a Western Industrial County in Pennsylvania, on request of Delinquency Commission and Judge.

<sup>13</sup> "Pennsylvania Juvenile Courts in War Time"—Pennsylvania Committee on Penal Affairs of the Public Charities Association, 1943.

inevitably follows. The Committee believes that the important thing in the home situation is the sound and happy relationship between the child and those who make his home for him. Juvenile behavior is influenced by how well parents teach the child to play the "rules of the game" and how effective they are in meeting his emotional and physical needs and in helping him to resolve juvenile conflicts in his relations with his family and his associates.

The Committee has studied the reports of a series of meetings on juvenile delinquency held in the fall of 1943 and the spring of 1944, in nine urban sections of Pennsylvania. These sessions were conducted under the auspices of the Pennsylvania Council of Juvenile Court Judges, the Pennsylvania Association of Chiefs of Police, the State Association of Probation and Parole, the State Departments of Welfare, Public Instruction and Public Assistance, State Police, and the State Parole Board, in cooperation with the Pennsylvania Committee on Penal Affairs and with private community agencies in the various communities of Pennsylvania. There was full discussion by judges, police, schools, court officials and community workers. Conclusions voiced as to causes of delinquency in these meetings were those already discussed above: community sore spots, broken homes, unsatisfactory relationship of the child with his environment and his family, lack of parental guidance, lack of moral and religious guidance, "abnormal" or inadequate personality and feeble-mindedness of the child. Chronic truancy was considered fertile ground for anti-social behavior. In the opinion of the participants, lack of education in law obedience, insufficient juvenile court and probation service, failure of the community to provide facilities for recreation and leisure-time life, absence of opportunities for schooling in certain areas, lack of organized crime prevention work by the police, and failure of the State to provide enough facilities for delinquent and mentally deficient children needing institutional care, were factors in the situation.

## FINDINGS AND CONCLUSIONS

### I. Family Life

The Committee feels that its basic recommendation must be that family life and family responsibility should be preserved as a cornerstone of any program for the prevention and treatment of delinquency.

It believes this cannot be stressed too strongly. It is, however, important to remember that the present national and war situation, with fathers away in the armed services and mothers at work, deeply affects all family life and that even in normal times the disrupted or broken home has been a frequent factor in delinquency. It, therefore, urges community support for those agencies and programs that make for better family life and the conservation of the spirit of the home.

## **II. Church and Religious Organizations**

It is not the province of this Committee to make suggestions as to the function of religious bodies, but it cannot forbear to point out that it is heartening to note the aroused interest of the churches represented by the great religious groups in this state, in the problem of juvenile delinquency. As is indicated elsewhere in this report, churches and religious bodies are working closely with local groups for the prevention of delinquency and crime and in establishing projects that will be helpful in the moral aspects of this problem. The efforts of officials and citizen groups need the active support and cooperation of church and religious bodies in order to give their efforts the moral force and spiritual power which must motivate their work.

## **III. Recreation and Leisure-Time Facilities and Services for Children and Youths**

Since children and youths spend most of their leisure time in the community today and less time at home, a new burden has been placed upon the community agencies to properly guide juveniles and adolescents in the constructive use of leisure time. All agencies, public and private, juvenile courts, police departments, schools, churches, industrial and civic agencies, have a part in such a program. The use of leisure time has become a public rather than a private concern and it becomes necessary to urge the expenditure of public funds for recreation, for the wider use of school plants, etc. However, many communities have found it possible to expand recreational and leisure-time facilities without setting up new agencies or constructing new buildings for that purpose. They have been able to conserve tax funds by using facilities which exist in the community: the schools, the plants and services of private agencies, associations, clubs. Religious bodies in many parts of the state have opened churches and have taken leadership in devel-

oping recreation projects in the community. The Committee would like to draw to the attention of the citizens of the state that similar action has been taken by Legion posts, service clubs and service organizations. In some communities, where large industries exist, community recreation facilities have become the concern of employers, citizens and government agencies, trade unions, etc., working in cooperation. The Committee urges that such a program is a practical and economical one, but also feels that when facilities do not exist, public money is properly spent to create or establish them.

#### **IV. Schools**

The Committee believes that the problem of juvenile delinquency impinges sharply on the schools. It feels that the schools should expand the pupil and teacher relationship to include the period when children are not in school. Legislation now on the statute books, provides for visiting-teacher service between the school and the home. School districts in which such service does not exist should adopt this plan in order that it may be possible to deal with the problem of delinquency in its earliest manifestation. With the aid of the visiting teacher the child or youth who is in difficulty or shows the beginning of delinquency may be helped. As a home visitor, the teacher engaged in this work outside the classroom can more readily establish cooperation between the home, the school and the community, for the solution of the specific problems of individual children. The Committee has learned that through work with individual children who show signs of maladjustment in school in truant behavior or conduct difficulties, much constructive work is now being done by visiting teachers in some communities.

The Committee is of the opinion that the suggestion made for the all-day use of schools is very important in this program. It urges school districts to open schools for leisure-time activities of children and young people. It has come to the Committee's attention that many of our communities have already taken this step and it hopes that others will follow their example and that school districts will provide through the schools recreational facilities, both of an outdoor and indoor nature. Indoor activities throughout the winter are just as important for children and youths as the outdoor activities during summer.

Some of the Committee members, listening to the reports and suggestions made to them, have arrived at the conclusion that the schools have a further task in teaching ethical and constructive attitudes through the school system itself. The Pennsylvania Department of Public Instruction might set up a plan for specific teaching of right habits of conduct in the family, the neighborhood and the community, and the meaning and proper understanding of law, order, respect for rights, property, etc.

## V. The Police

It is becoming recognized more and more that the function of police in dealing with children is that of prevention of delinquency and not to place the major emphasis on arrest and commitment. To that end, many communities have established crime prevention services in their police departments. These units work for the guidance of children and to assist the families in the prevention of youthful delinquency. Our larger cities have had such departments for a number of years. Our smaller localities are following suit. Then, too, some of our counties through a crime prevention service have taken the task of reaching the rural areas. The Committee believes these to be steps in the right direction.

The Committee, furthermore, believes there is a fruitful suggestion to communities in the recreation programs being developed in some areas of the state by the police. In some of these communities programs for older boys are being conducted by the officers themselves. Boxing matches, athletic contests, and other types of recreation for youths are promoted by the police, often in cooperation with civic agencies, service clubs, etc. It strongly urges that police departments develop such programs and recommend expansion of police staffs to include men and women specifically assigned to work with juveniles.

Committee meetings also brought out the fact that many interested citizens consider that it is the function of the police to cooperate with the schools on the development of good behavior patterns among children. Attention might be directed to a program in operation in one of our American cities—Saginaw, Michigan—which is reported to have successfully worked out a plan by which children who have committed



infractions of the law are required under a joint program worked out by the police and the schools, to attend weekly classes in which they are instructed in their duties and obligations as members of the community.

Police officers have also undertaken the job of seeing that boys and girls are off the streets late at night and do not frequent undesirable resorts. In some communities a curfew law has been established to control youngsters who are out late at night. It appears that the primary consideration here is to see that young people are kept off the streets and that can be done by police officers with or without a curfew law under the powers which they have to protect children from harm. For that purpose, it is suggested that police officers or police-women, employed to do crime prevention work, be added to the staffs of local police departments and that when necessary their service be extended to rural county areas and that their function be not limited to arrests of children, but include the promotion of community activities in cooperation with private agencies in the communities in which they work. It is also recommended that state police extend their work in juvenile delinquency to rural areas where other police services are either inadequate or not developed.

## **VI. Juvenile Courts and Probation Work**

For those children whose parents have failed them, either because of inadequacy or neglect or because of irresponsibility, it is believed that we must look to a wider use of the juvenile court and probation service. This is logical since the juvenile court is empowered by law to take the place of such parents, for it stands in loco parentis and is the agent of the state as the "parens patriae." There is a close relationship between neglect and delinquency and the juvenile court is the agency that can best take responsibility here.

With the enlargement of the juvenile court's jurisdiction to 18, it has become possible for its judges to be of service to adolescents in communities especially in rural areas, where other social services for youths and families are lacking.

There may be certain strengthening necessary of juvenile court legislation as far as the punishment of adults, including parents, who

contribute to delinquency, of children is concerned. It is suggested that the Council of Juvenile Court Judges take up this question.

The National Probation Association points out that the Pennsylvania juvenile court law is considered one of the best in the country and that our juvenile court has developed a program in some areas of the state that is outstanding nationally.

The Committee feels that the state has an instrument in the juvenile courts which it should use to the fullest extent. Since the juvenile court carries out its functions through its probation staff and a number of courts do not have such staffs, it is urged that counties not having probation officers at present take steps to supply the deficiency by providing funds for the employment of qualified probation officers. It is urged, also, that those courts which have inadequate staffs be authorized to increase their personnel. The Commonwealth should aid or augment such services when counties are financially unable to provide them.

## VII. Diagnostic Services

It especially struck the attention of the Committee that the communities, courts and counties require facilities for discovering those who are delinquents. Certain of our courts in the counties of Philadelphia, Allegheny, Berks, etc., have set up such facilities. These are variously called behavior clinics or diagnostic clinics. Staffed as they are with physicians and specialists, they help the judge to discover the problem of the individual delinquents and guide the court in its judgment as to whether or not they should be committed to institutions suited for their needs or supervised in the community through the probation service. In this way, youths and others dangerous to the community because of their mentality or lack of ability to adjust, are discovered and treatment programs developed for those who can adjust to normal life. With their aid, it is possible to have pre-commitment studies of juvenile offenders and pre-sentence examinations of those youths who are beyond juvenile court age.

The Committee urges that the courts and the county authorities establish such behavior clinics and it also recommends the passage of legislation to implement their creation and to give them necessary legal basis for their activities.

## **VIII. Child Guidance Services**

It is difficult for the Committee to make suitable suggestions in those areas concerned with the questions of child guidance or the setting up of facilities for the training of children and parents. However, the useful work of child guidance services in Pittsburgh, Philadelphia, Reading and the Harrisburg area seems to us valuable and worth while endorsing. More child guidance services should be established and when possible should include guidance for parents as well. It is often difficult for a parent who has a troublesome child to take the proper action because he lacks guidance and advice. Such child guidance services, staffed with competent persons with the requisite medical, psychological and case work training and located in strategic spots, it is believed would be most helpful to parents and children.

## **IX. Cooperation of Teen-Age and Youth Groups**

We have learned to recognize that this is the day when youths themselves wish to participate in programs which concern them. Since the teen-age group has become particularly alive to this problem, their desire for participation should be respected and encouraged. Their cooperation in school programs and the study of their own problems is a hopeful sign.

The organization of younger boys in junior police groups, boy scouts, and other groups that inculcate a respect for law and understanding of community function, and similar organizations among girls, is also of great value.

## **X. Citizen Groups**

It has been apparent to us throughout our studies of this important problem that citizen groups have a significant part to play. It is suggested to citizens and to communities that it would be of great value to communities to set up special bodies or committees to cooperate with the juvenile courts, the police and the schools. A youth commission, delinquency commission or council, on which the courts, the schools, the police, the churches, the recreational agencies and the case-work agencies established through private endeavor are represented, is an important step in the coordination of community efforts. They can cooperate by giving personal service on the individual cases to aid the

courts and the police. However, a word of caution may be necessary here. Such committees should not take upon themselves the handling of delinquents whose cases require court action or probation service, but consider themselves as assistants and aides of the court working with the probation officers, the police and the judges, and assisting them when requested by taking a personal interest in children referred by the police or on probation, under the guidance of the juvenile court judge or its officers.

## **XI. Community Organization**

When we think of all these various projects, it is evident that community organization is highly desirable to bind them together. There is a great need in every community for all groups, public and private, citizens and officials, working on these various levels, to operate together as a harmonious whole. It is urged, therefore, that an over-all community plan be considered by those organizations that are interested in the problem of juvenile delinquency. They can through their joint consultation and discussion discover the situations in the community that make for delinquency and take steps to correct them. A plan suggested by such organizations as the Philadelphia Crime Prevention Association, the Mayor's Committee on Delinquency in Harrisburg, the Committee on Juvenile Delinquency in Pittsburgh, the Johnstown Delinquency Commission, commend themselves to the Committee and it urges that they be studied by citizens in other communities.

## **XII. Institutions**

We now come to those facilities which the state itself must supply. The state needs additional institutional facilities. At present, facilities for Negro children are inadequate. There should also be an expansion of institutional facilities for delinquent and mentally defective children.

(a) *Institutions for Delinquent Children.*—As far as the institutions for delinquents are concerned, the Committee is in accord with the suggestion that there is need for a new institution for delinquent boys in the eastern part of the state to supplement the facilities offered by the Glen Mills School. In the western part of the state, it agrees with the suggestion that there is need for an institution for delinquent

girls in that area. This would make it possible to devote to the care of delinquent boys the entire facilities of the Pennsylvania Training School at Morganza which now houses both delinquent boys and girls. This would give us a separate institution for girls and expanded facilities for boys, and give the western part of the state sufficient accommodation for its delinquent children needing institutional care.

(b) *The Feeble-minded.*—One of the most serious problems that has faced Pennsylvania is a lack of accommodations for the care of feeble-minded boys and girls. The state institutions, Polk in the western part of the state and Pennhurst in the eastern part of the state, are overcrowded. To round out the facilities for feeble-minded children is of prime importance in Pennsylvania because there are many mentally deficient children who cannot enter these institutions although they have been committed by the courts months ago and, in some cases, years ago. When such children remain at home or wander about in the community without being properly cared for or trained according to their needs, they are in grave moral danger. Therefore, the Committee recommends that the facilities at these two institutions be expanded immediately.

(c) *Defective Delinquents.*—The Committee believes one of the unfilled needs of the state is the proper care of the male defective delinquent. These are particularly dangerous to the rest of us because most defective delinquents are adolescents or youths in the upper age bracket. Through the lack of proper commitment facilities such youths are now placed on probation or sent to jails and reformatories where they can only be retained for brief or set periods of time. As a result, they return to our communities to commit again serious property or sex crimes. Some of our most heinous crimes against persons have been committed by such young men.

(d) *Venereal Disease.*—Venereal disease has come to the fore just now because of the war situation. As a result, the state has established a venereal hospital for girls in Lancaster. The Committee recommends that the program be placed on a permanent basis and that the Department of Health consider establishing facilities in other parts of the state where they may be necessary. It is also recommended that the state institutions housing children and youths not committed because of venereal disease but because of delinquency or other defect,

be properly equipped for the treatment of those inmates who may suffer from venereal disease.

### **XIII. Foster Homes**

The Committee cannot fail to consider that there are children and youths who do not need institutional care, but can and should be placed in family homes. Believing as we do that family life is basic to the treatment of delinquency, it is incumbent upon us to suggest that wherever possible delinquent children be placed in family homes rather than institutions. It is recommended that courts take steps to place children in suitable homes whenever possible and that the state make the necessary contribution for the service. This would, it is believed, require expansion of the work of the Rural Child Welfare Unit, which operates in the areas of special need and sets up services in counties that require them.

### **XIV. State Responsibility for Program**

Last, but not least, is the state's responsibility. The Committee believes that such responsibility does not cease with the setting up of facilities for the care of children. It feels that the state should give the necessary guidance to the program. For that purpose, the Committee recommends that the services for youths beyond juvenile court age be segregated in a state department and that a Children's Bureau be established in an appropriate department of the state. The function of this bureau should be:

- (a) Supervising the work of all state-owned institutions for children of juvenile court age and those institutions and agencies which receive such children and operate with state funds.
- (b) Setting up a state program for the prevention and treatment of delinquency.
- (c) Giving information and advice to county and local officials, agencies and groups on their programs.
- (d) Providing probational service in cooperation with and upon request of local officials.

The Committee recommends furthermore, that there be set up a statistical service through which the State can keep itself informed as to the number of delinquents passing through the hands of the police,

the courts and institutions. Regular reports should be published giving information as to areas in which delinquency exists, showing trends of delinquency, etc., and that these be published periodically. This statistical and informational service should be used for public interpretation and to develop a program for the prevention and treatment of delinquency in Pennsylvania.

TABLE I

NUMBER OF CASES OF JUVENILE DELINQUENCY IN  
39 JUVENILE COURTS OF PENNSYLVANIA\*

Period	SHOWING INCREASE OR DECREASE		Total Number of Cases (39 Courts)
	Increased (20 Courts)	Decreased (19 Courts)	
January-June 1941 .....	4,304	2,312	6,616
January-June 1942 .....	5,039	2,081	7,120
Change .....	+ 735	- 231	+ 504
Percent Change .....	+17.1	-10.0	+ 7.6

TABLE II

24 JUVENILE COURTS IN PENNSYLVANIA WITH IN-  
CREASED VOLUME OF CASES OF JUVENILE  
DELINQUENCY\*

FIRST SIX MONTHS OF 1942 COMPARED WITH FIRST SIX MONTHS OF 1941

Number of Cases in 1942	Change from 1941	
	Number of Cases	Percent Change
3,480	+145	+ 4.3
1,317	- 84	- 5.9 <sup>1</sup>
303	- 13	- 4.1
217	+115	+112.0
216	+ 94	+ 77.0
147	+ 68	+ 86.0
132	+ 7	+ 5.0
124	+ 56	+ 82.0
118	- 8	- 6.0
115	+ 28	+ 32.0
97	+ 17	+ 21.0
88	+ 35	+ 66.6
81	- 8	- 9.0 <sup>1</sup>
81	+ 31	+ 62.0
71	+ 38	+119.0
68	+ 38	+126.0
56	+ 12	+ 25.0
42	- 9	- 17.0 <sup>1</sup>
42	+ 21	+100.0
42	- 3	- 7.0
40	- 32	- 44.0 <sup>1</sup>
38	+ 11	+ 41.0
34	- 12	- 26.0
18	- 15	- 45.0

<sup>1</sup> Courts showing decreases but with an upward trend at the end of 6 months.

\* Tables I and II from "Pennsylvania Juvenile Courts in War Time," by the Penna. Committee on Penal Affairs of the Public Charities Assn., published in *Welfare*, 1943.



**TABLE III**  
**JUVENILE DELINQUENCY IN PHILADELPHIA COUNTY\***

	<i>Increase</i>			
	<i>1940 to 1943</i>		<i>1942 to 1943</i>	
	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
Serious cases all age groups <sup>1</sup> .....	886	31	454	14
Minor delinquencies				
All age groups <sup>2</sup> .....	1,137	53	793	32
Serious cases <sup>1</sup>				
Under 16 years of age:				
Boys .....	.....	16	.....	6
Girls .....	.....	90	.....	14
Minor delinquencies <sup>2</sup>				
Under 16 years of age:				
Boys .....	.....	47	.....	32
Girls .....	.....	184	.....	43
The over-all picture, broken down only in respect to sex and age:				
Boys—Total .....	1,420	33	982	20
Girls—Total .....	609	10	265	30
Boys under 16 only .....	1,091	36	756	22
Girls under 16 only .....	434	131	167	28
Boys, 16 and 17 years of age only.....	329	23	226	15
Girls, 16 and 17 years of age only.....	169	77	98	34

<sup>1</sup> Disposed of through court hearing.

<sup>2</sup> Disposed of without court hearing.

\* Statement by the Municipal Court of Philadelphia.

**TABLE IV**  
**JUVENILE DELINQUENCY IN PHILADELPHIA COUNTY†**

**Delinquency Cases 1940-1943**

	1940	1941	1942	1943	Increase in 1943 over 1940	
					Number	Percent
Total cases—boys and girls 7 to 17 years .....	5,934	6,332	6,801	8,877	2,943	50
Referred to other courts .....	20	5	17	40	20	1
Dismissed or discharged in Juvenile Court <sup>2</sup> .....	3,417	3,674	4,298	6,120	2,703	79
Adjudged delinquent in Juvenile Court .....	2,497	2,653	2,486	2,717	220	9
Boys under 16 .....	3,584	3,788	3,971	4,839	1,255	35
Referred to other courts .....	2	....	2	1	*1	1
Dismissed or discharged in Juvenile Court .....	2,394	2,586	2,798	3,612	1,218	51
Adjudged delinquent in Juvenile Court .....	1,188	1,202	1,171	1,226	38	3
Boys 16 and 17 .....	1,685	1,636	1,772	2,697	1,012	60
Referred to other courts .....	17	3	13	35	18	1
Dismissed or discharged in Juvenile Court .....	747	715	954	1,794	1,047	140
Adjudged delinquent in Juvenile Court .....	921	918	805	868	*53	*6
Girls under 16 .....	391	607	715	904	513	131
Referred to other courts .....	....	1	....	1	1	1
Dismissed or discharged in Juvenile Court .....	166	299	361	515	349	210
Adjudged delinquent in Juvenile Court .....	225	307	354	388	163	72
Girls 16 and 17 .....	274	301	343	437	163	59
Referred to other courts .....	1	1	2	3	2	1
Dismissed or discharged in Juvenile Court .....	112	119	185	202	90	80
Adjudged delinquent in Juvenile Court .....	161	181	156	232	71	44

\* Decrease.

<sup>1</sup> Base too small to compute percentage.

<sup>2</sup> In this table, the term "discharged" includes "discharged" as to offense but continued on probation.

† Supplied by the Municipal Court of Philadelphia.

**TABLE V**  
**ALLEGHENY COUNTY JUVENILE COURT \***  
**Children Charged With Being Delinquent: By Petitions and**  
**Information Filed**

PERCENTAGE CHANGE BY YEAR

<i>Year</i>	<i>Number Children</i>	<i>Percentage Change Over 1940</i>	<i>Percentage Change Over Preceding Year</i>
1940	2,579	....	....
1941	2,681	4.0	4.0
1942	2,669	3.5	-0.5
1943	3,368	30.6	26.2

**TABLE VI**  
**ALLEGHENY COUNTY JUVENILE COURT \***  
**Number of Children Charged With Delinquency Whose Cases**  
**Were Given Final Hearing**

PERCENTAGE CHANGE BY YEAR

<i>Year</i>	<i>Total</i>	<i>Percentage Change Over Preceding Year</i>
1940	2,612	....
1941	2,663	+ 1.9
1942	2,709	+ 1.7
1943	3,107	+14.7

\* Tables V and VI supplied by Allegheny County Juvenile Court.

**TABLE VII**  
**ALLEGHENY COUNTY JUVENILE COURT \***  
**Changes in Proportion of Boys and Girls**

PERCENTAGE DISTRIBUTION			
<i>Year</i>	<i>Total Percent</i>	<i>Boys' Percent</i>	<i>Girls' Percent</i>
1940	100	82	18
1941	100	79	21
1942	100	78	22
1943	100	78	22

**TABLE VIII**  
**ALLEGHENY COUNTY JUVENILE COURT \***

PERCENTAGE CHANGE OVER 1940—BY SEX

<i>Year</i>	<i>Percentage Change Over 1940 Boys</i>	<i>Percentage Change Over 1940 Girls</i>
1940	.....	.....
1941	— 1.2	+15.9
1942	— .5	+22.4
1943	+15.7	+45.5

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\* Tables VII and VIII supplied by Allegheny County Juvenile Court.

**TABLE IX**  
**ANALYSIS OF 1,000 JUVENILE DELINQUENTS \***  
**Causative and Statistical Factors**

	<i>Percent</i>
<i>Personality of Delinquent Children</i>	
Normal .....	44
Abnormal .....	56
<i>Mentality of Delinquent Children</i>	
Superior .....	5
Normal .....	37
Dull .....	28
Borderline .....	17
Feeble-minded .....	13
<i>Economic Status and Size of Families</i>	
Poverty-stricken .....	76
(Average size of family—5)	
<i>Background of Families</i>	
No schooling .....	50
Families having delinquent members .....	85
<i>Place of Residence and Housing</i>	
Slum Area .....	85
Overcrowded, poor housing .....	60
<i>Leisure-Time Activities of Children</i>	
No Guidance .....	75
<i>School History</i>	
Enter High School .....	17
Quit in 6th grade .....	25
Showing anti-social behavior in school .....	85
<i>Delinquency Starts</i>	
Average—9 years 7 months at onset.	

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\* From Report of U. S. Senate Sub-Committee on Wartime Health and Education Based on "1,000 Juvenile Delinquents," by Sheldon and Eleanor T. Glueck.



