1949

A study of the cooperation of the Jewish Family and Children's Service, the Jewish Big Brother Association and the Juvenile Courts in the Greater Boston area.

Kaplan, Ann

Boston University

http://hdl.handle.net/2144/9290

Boston University

A Thesis

Submitted by

Ann Kaplan

(A.B., University of Michigan, 1944)

In partial fulfillment of requirements for the Degree of Master of Science in Social Service

1949
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CHAPTER I
INTRODUCTION

DECLARATION OF THE RIGHTS OF THE CHILD

Charter of the International Union for Child Welfare

By the Present Declaration of the Rights of the Child, commonly known as the "Declaration of Geneva", men and women of all nations recognizing that mankind owes to the Child the best that it has to give, declare and accept it as their duty that, beyond and above all considerations of race, nationality or creed:

I. The Child must be given the means requisite for its normal development, both materially and spiritually.

II. The Child that is hungry must be fed; the child that is sick must be nursed; the child that is backward must be helped; the delinquent child must be reclaimed; and the orphan and the waif must be sheltered and succoured.

III. The Child must be first to receive relief in times of distress.

IV. The Child must be put in a position to earn a livelihood and must be protected against every form of exploitation.

V. The Child must be brought up in the consciousness that its talents must be devoted to the service of its fellowmen.

The Declaration of the Rights of the Child establishes without question the vast and far-reaching interest the child

---

has evoked universally. His infinite worth is recognized as deserving of the rights and privileges of all humanity. Therefore, greater attention is being directed to the child who has not received what is his due, and greater energy is being expended to protect both him and the community.

National programs have been established to provide for the healthy and wholesome development of the child, statewide child welfare organizations have sprung up to protect and promote his growth, and municipal resources have been organized to serve the child -- all of which points to the extended interest in the child's welfare.

It has therefore become the community's responsibility to extend to these children the services which permit them to reach maturity.

The community, comprised of responsible adults, has the right to expect protection from the child who may in the future prove costly to society as a public charge or an offender of the existing law. In view of the extent and seriousness of delinquency as it affects human and economic loss, it becomes a matter of utmost concern to society to discover the young delinquent of today, to apprehend the neglectful parents, and to provide guardianship for him who is alone.

The past century has seen emerge a stream of new agencies and procedures for the control of the above-mentioned problems--industrial schools, parole, juvenile courts, social
case work agencies, diagnostic and guidance clinics, Big Brother movements, to mention only a few. 2

From the social point of view then, it brings to mind the question of to what extent do established agencies cooperate and coordinate their services to combat the problems which arise in the time span of growth from childhood to adulthood. Of general interest is the problem of determining how various agencies coordinate their efforts in the child welfare field.

This study will seek to determine how the Jewish Family and Children's Service, the Jewish Big Brother Association and the Juvenile Courts in Greater Boston cooperate. The cases used for study involved contacts with all three agencies or with various combinations of these agencies.

Some questions which arise are what are some of the reasons for referral between the Jewish Family and Children's Service, the Jewish Big Brother Association and the juvenile courts, how are these three services supplementary to each other, what is the nature of some of the problems found, and how does the problem of attitudes in the children and families determine the type of service and the direction this service is to take?

Also, can the courts, the Jewish Family and Children's Service and the Jewish Big Brother Association operate simultaneously? To what use are psychological and psychiatric evaluations put by the Jewish Family and Children's Service and the juvenile courts?

The scope of the study is limited to a single agency, which has a case work and a big brother service, and the juvenile courts; it is also concerned only with the Greater Boston area.

The sample of cases for this study was selected from the recorded minutes of meetings between the case consultant of the Jewish Family and Children's Service and the executive director of the Jewish Big Brother Association. Juvenile court personnel does not attend the meetings. These cases concerned problems which involved the juvenile court and the Jewish Big Brother Service. There were twenty-six case problems discussed in these meetings which took place in the period of time from June of 1948 to March of 1949. Eighteen cases were selected for study since they received all three services, one service, or a combination of two services offered by the Jewish Family and Children's Service, the Jewish Big Brother Association, and the juvenile courts. The children's ages ranged from two to eighteen years. The other eight children did not become cases.

As can be seen from the copy of the schedule in the
Appendix, an attempt was made to secure the information which was not all-inclusive but indicative of the situation as it operates at present. Some of the material gathered did not lend itself to statistical analysis, while other facts were either unavailable, did not contribute materially, or lend themselves to the purpose of the study. Usable data was secured regarding the age, sex, number of contacts with the courts and the dispositions therein, the source of referral, reason for referral, services needed, contributing factors to the problem as family, environment, school adjustment, evaluations and reports of the psychiatrists who were consulted, and attitudes of the person and his family to the situation. Some information, such as vocational interest, work history or mental ability was not universally available, but in some instances was, and will be discussed in the body of the thesis.

For the purpose of further clarity, it will be necessary for the writer to define referral as it is used in this study which is confined to the observation of three separate services. Throughout, referral to one of the three services will obtain only to those situations in which contact was established for the solution of a particular problem involving the juvenile court or use of the Jewish Big Brother Association. In some instances, the case will have been previously known to the Jewish Family and Children's Service on a case
work basis, but may later necessitate court contact. It is at the point of contact involving the juvenile court or a big brother that referral to one or more of the services will be applicable in this study.

Also, court contact is to be designated as the actual appearance of the child or parents in the court on a particular date, at which time the case was heard before the judge. Cases involving merely the filing of complaints and in which there was no hearing, will be excluded.
CHAPTER II

FUNCTION AND STRUCTURE OF THE JEWISH FAMILY
AND CHILDREN'S SERVICE AND THE JEWISH BIG
BROTHER ASSOCIATION

The Jewish Family and Children's Service and the Jewish Big Brother Association are constituent societies of the Associated Jewish Philanthropies of Boston, which is financed and supported by voluntary contributions of the Jewish community.

The Jewish Family and Children's Service is a multiple function professional case work agency whose purposes are principally to provide care for the Jewish children of Greater Boston who are deprived of a normal family life and to promote and conserve sound standards of a normal family life among the Jewish families of Boston. It seeks to engage itself in enriching the happiness, well-being, and cultural life of the community.

There are three district offices devoted to family case work which are located in Chelsea, Dorchester and Roxbury. In addition, there are several subsidiary offices which are engaged in serving newly arrived Americans, youth between the ages of fourteen and twenty-one, a foster home department responsible for all placements outside of the family unit and an office devoted to serving the aged and chronically ill.

The agency is comprised of a staff of an executive director, who is administrator for the agency, a case
consultant, who is director of case work service throughout the agency, supervisors in charge of various departments, case workers who are professionally trained, a staff psychiatrist, two nurses and a dietician.

The program of the Jewish Family and Children's Service includes in-service training and seminars of case discussions in order that the staff may participate actively in developing procedures, methods and plans for case work treatment.

The approach to the problem of Jewish children is differentiated from that of family problems in that the agency maintains that all Jewish children are the responsibility of the Jewish community, and it therefore accepts care for every Jewish child in Metropolitan Boston where there is any possibility of contributing to his growth and development. It seeks in all instances, however, to develop close cooperative interrelationships with other agencies, both Jewish and non-Jewish.

The Jewish Big Brother Association is a lay organization whose purpose is principally to interest young Jewish men to volunteer their time to provide a parental substitute as a means of developing proper social attitudes in young Jewish boys. Its work is on an individual basis, is personal in nature, and is conducted on an intensive case work basis, usually supervised by trained social workers.

The Associated Jewish Philanthropies has employed an
executive director of the lay organization, who is stationed in the Associated Jewish Philanthropies central office to serve as a representative for the Jewish Family and Children's Service in the juvenile courts. He also administers the Big Brother Association and is responsible for the assignment of big brothers to the Jewish Family and Children's Service.

The executive director of the lay organization represents the Jewish Family and Children's Service in situations involved with the juvenile courts. He notifies the judge of the services the case work agency can offer and accepts the referral from the juvenile court for the agency. He has a thorough knowledge of the agency's services, and of equal importance, is well informed about the function of the juvenile courts in this area, thereby effecting a relationship between the two services which is interpretive as well as active in nature.

Conferences between the Jewish Family and Children's Service and the Jewish Big Brother Association were instituted in June of 1948 to give the professional and lay workers of these two organizations the opportunity to plan in situations involving the two services. The case work consultant, the executive director of the lay group, the supervisor and worker of the department involved, attend these meetings and minutes are recorded by a stenographer. These meetings serve the dual purpose of policy-making and of clarifying specific
situations so that treatment can be undertaken as quickly as possible. The usual procedure of the conferences is as follows:

1. Presentation of Case and Situation.

   Detailed information is presented by the case worker regarding the family, its composition, the child and his general adjustment, the problem and the case work plan.

2. Discussion.

   Type of available service, both professional and lay is discussed. The lay group director's role is defined by the service he can offer in the case situation.

3. Decisions.

   The plan of action is determined at these meetings in which those present contribute the details of service which have been provided up to the time the conference was held.


   In the event a similar situation has not previously arisen, it is clarified in the meeting and establishes policy.

The purposes of the conferences are, therefore to bring the situation to the point of action, and to establish policies.

The way the court representative refers situations from the juvenile courts to the Jewish Family and Children's Service is by a letter which usually takes the following form:

P. appeared before Judge W. L. at the D. Court Tuesday, October 26, 1948 on a charge of using a motorcycle without authority. The two co-defendants in the case are A. C. and R. R. The
case was continued until December 9, 1949.

Inasmuch as P. maintains that he is guilty and has pleaded so, there is no doubt that he will be adjudicated. I believe it will be most helpful for your agency to contact the family and see the boy. In addition, Judge L. has requested social history and information as well as a psychological evaluation prior to final disposition.

Any other information you think might be of help to the court would be appreciated.

Sincerely yours,

Executive Director.

While the above method of referral is not the only way court cases come to the attention of the Jewish Family and Children's Service, it is one facet of the service, and it is considered one of the most important since the initiation of the action comes from the courts, and timing in the court situation is important. The agency representative functions in perplexing case work situations in which court action has been instituted by the family and/or other non-related agencies, and as an active participant in conferences with the Jewish Family and Children's Service concerned with executing the best possible plan for the child.

These conferences have been the outgrowth of situations when delays occurred because of a lack of systematic planning when the child became known to the court. In order to facilitate the cooperation between these agencies, the court representative now meets with the case consultant of the agency as was previously explained.
The cases which the court refers to the Jewish Family and Children's Service through the agency's court representative, automatically go to the central office. Here the cases are cleared through a central file to determine if the child or family had been known to the agency. Then the case is directed to one of the district offices of the agency if the family had agency contact. In instances where the family was unknown and if the child is between fourteen and twenty-one years of age, the case is assigned to the youth service of the agency for study.
CHAPTER III
THE STRUCTURE AND FUNCTION OF THE JUVENILE COURT

The juvenile court is a combination of a social agency and a law enforcing body. Some authorities differ with this concept, contending that the function of the juvenile court is to enforce the rules; that its role is not prevention, but enforcement and it is therefore an authoritarian agency and not a social agency. However, since the inception of the juvenile court movement in 1899, emphasis has been on re-education rather than on punishment. In essence, the juvenile court is a device more intelligently designed to deal with children than were the adult courts which previously had dealt with them. Annoying technicalities are eliminated, the judge is free from the serious legal problems which inevitably occupy the adult court judge's mind and he can devote his entire time and attention to the children who come before him.

Inasmuch as the juvenile courts are constructing programs which emphasize the rehabilitation of the young for the protection of society and the child, they can be considered a composite socio-law enforcing agency.

Since this study is concerned with the cooperation of three services, one of which is the juvenile court, it is

3 Allen East, "History of Community Interest in a Juvenile Court", Oregon Probation Ass'n., 1943, pp. 5-6
well to clarify its function.

By virtue of the Acts of 1906, Sections 1-4, Chapter 489, the Boston Juvenile Court was established. The provisions of the Massachusetts statute law, found in General Laws, Chapter 119, Sections 52 to 83 inclusive, are the result of a slow maturing idea that juveniles and juvenile offenders coming before the courts should be entirely removed from the regular court, and that standard criminal procedure should give way to informal procedure. The juvenile court, therefore, looks upon the situation with attitudes which are not punitive or penal. The object of the court is to consider the child's welfare and at all times it is his needs which are important.

The judge in the juvenile court occupies a unique position in that he deals directly with the individual in a judicial capacity and is the administrative head of the agency. He has the assistance of probation officers, as provided by statutory regulation, to investigate the situation and later to supervise, following adjudication of the case. The judge is a gubernatorial appointee whose tenure of office is life. He conducts the hearings informally in a courtroom which approximates the appearance of an office, yet still maintains the dignity of the courtroom. These hearings have no set procedure and are conducted privately in the presence of a probation officer, the person bringing the complaint, the parents and witnesses. The emphasis is laid on getting the
uncolored facts in the case, thus eliminating the formality and complications which may arise in other court situations.

The probation officer occupies a strategic position in the juvenile court in that the establishment of a good working relationship with the persons involved is an essential part of his work. To arrive at a basic understanding of the child's personality and the motivations for his behavior, as well as other factors contributing to the problem, he investigates and relates his findings to the judge.

A child may be referred to the court by filing a complaint with the clerk of the juvenile court. This is in turn referred to the probation officer who obtains face sheet information as name, address, reason for complaint, and other pertinent information. The judge then must first accept the case for investigation before any court activity occurs. This referral to the juvenile court may be made by parents, guardian, public officials, Society for the Prevention of Cruelty to Children and others. Following this referral to the juvenile court, the probation officer conducts an investigation pertaining to the child's characteristics, family background, and other data related to the individual and his specific problem. The child has the opportunity to discuss his feelings and opinions in private as do the other persons involved.

In recent years, guidance clinics have become an adjunct
of the court, and referral is often made to the guidance clinics to conduct a comprehensive study of the child mentally, physically, and emotionally, to get as complete a picture as possible of his history, development and surroundings. In other instances, other agencies are requested to conduct this study as it is recognized that they can be of assistance in such situations.

The court's jurisdiction is over children who are delinquent, wayward or neglected. There are many definitions of the terms, but in this thesis the concepts as defined by statute will be used. The Massachusetts statute reads:

Any child under sixteen years of age within its jurisdiction by reason of orphanage, or of the neglect, crime, cruelty, insanity or drunkenness or other vice of its parents, is growing up without education or without statutory control, or without proper physician's care, or in circumstances leading him to an idle or dissolute life, or is dependent upon public charity, (Neglected child)

A child between seven and seventeen who violates any city ordinance or town by-laws or commits an offense not punishable by death or by imprisonment for life, (Delinquent child)

A child between seven and seventeen years of age who habitually associates with vicious or immoral persons, or who is growing up in circumstances exposing him to lead an immoral vicious or criminal life, (Wayward child)\(^4\)

On the basis of the statutory definitions of what constitutes a neglected, delinquent or wayward child, the court has the authority to commit the child to whatever service the judge sees as contributing most to the welfare of the child.

A Youth Service Board was created in 1948 to develop constructive programs for the reduction and prevention of delinq-

uency, and in general, to promote the programs which have as their object service to youth. This board is primarily of a correctional nature and a child can be committed to it when other agencies help has been exhausted. This board also assumes responsibility for studying the case further prior to final adjudication. The board is composed of three members appointed by the governor from a list of persons submitted to him by the Advisory Committee on Service to Youth.

The services of the juvenile court are specific and as such are a community protection. As can be seen from the statutory provisions in the Appendix, these services can extend from removing the child from his home and placing him in a foster home, to awarding care and custody to a social agency for treatment, or in removing the child from the community for the protection of society.
CHAPTER IV

ANALYSIS OF DATA

The writer is presenting an analysis of data found in eighteen cases in which contacts with the juvenile courts, the Jewish Family and Children's Service, and the Jewish Big Brother Association are involved. The study was undertaken to determine how the three agencies cooperate and coordinate their efforts.

Briefly, some questions studied will pertain to the sources of referral, the reasons for referral, the use to which psychiatric evaluations are put by the Jewish Family and Children's Service and the juvenile courts, and what some of the contributing factors were in the problem.

SOURCES OF REFERRAL

The Jewish Family and Children's Service extends its services to the Jewish people of Greater Boston. Its court contacts are confined to the juvenile courts of Boston, Dorchester and Roxbury. The Jewish Big Brother Association proffers service to the same population as does the Jewish Family and Children's Service.
### Table I

**Source of Referral to the Jewish Family and Children's Service, Jewish Big Brother Association and Juvenile Court**

<table>
<thead>
<tr>
<th>Source</th>
<th>Number of Children</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>From the juvenile court through the agency's court representative to the Jewish Family and Children's Service</td>
<td>15</td>
<td>83.3</td>
</tr>
<tr>
<td>From Jewish Family and Children's Service through its court representative to the juvenile court</td>
<td>2</td>
<td>11.1</td>
</tr>
<tr>
<td>From Jewish Family and Children's Service to Jewish Big Brother Association</td>
<td>1</td>
<td>5.6</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>18</strong></td>
<td><strong>100.</strong></td>
</tr>
</tbody>
</table>

Table I on Page 19 shows fifteen referrals to the Jewish Family and Children's Service came from the juvenile courts through the agency's court representative, two cases were referred to the juvenile court by district offices of the agency, and one case was referred by a district office to the Jewish Big Brother Association.

Of the fifteen referrals from the juvenile court to the agency, one was for ringing false alarms, one for uttering and forging worthless checks, one on a guardianship question, one for larceny, one for assault and battery charges, two on run-
away charges, one for breaking and entering, one for setting fires, four on stubborn child complaints, and two on neglected child charges. This information indicates that for the most part, the children concerned were delinquent or pre-delinquent, so that the court representative of the agency received notice from the court. He in turn referred these cases to the agency. This fact points out that the juvenile court notifies the court representative of all Jewish children with whom they come into contact. One might assume therefore, that the juvenile court justices recognize the availability of service the Jewish Family and Children's Service offers.

Of the two cases referred to the juvenile court by the district offices of the Jewish Family and Children's Service, one was on a delinquent child charge, and one was for stealing. Both were referred to the court for law enforcement by the agency's court representative.

One case had no contact with the court. This case was referred by a district office to the court representative who is also the director of the Jewish Big Brother Association. The referral was made for the assignment of a big brother on a case work basis.

The source of referral is determined by the type of service necessary in the case situation.
Table II on Page 21 indicates that of the eighteen cases studied, psychiatric reports were obtained in thirteen or 72 per cent of the cases, while four or 22.5 per cent of the cases had not been evaluated, and on one or 5.5 per cent of the cases the report had not yet been received though psychiatric examination had been administered. It is noteworthy that in almost three quarters of the cases, the advice and evaluation of psychiatrists was sought and obtained to diagnose and determine the basic personality difficulties of those involved. The collaboration between those concerned with the functional and psychical points of view is indispensable for correct diagnosis. It indicates the wider use and acceptance of psychiatry in agencies dealing with various aspects of human behavior.
TABLE III
SOURCE OF PSYCHIATRIC EVALUATION

<table>
<thead>
<tr>
<th>Source</th>
<th>Number of Children</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Jewish Family and Children's Service</td>
<td>6*</td>
<td>46.2</td>
</tr>
<tr>
<td>Other</td>
<td>7</td>
<td>53.8</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>13</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

*Included in this figure is the report not yet received.

In Table III on Page 22, it is shown that of the thirteen cases on whom there were psychiatric evaluations, six or 46.2 per cent were arranged for by the agency, seven or 53.8 per cent were authorized from other sources, while one was arranged for by the agency though the report was not yet available for study and is included in the six cases. Of the remaining cases, four had no psychiatric evaluation and one report was not yet received. This is shown in Table II on Page 21. Considering the extensive use of psychiatrists, it would seem that recognition is given to the necessity for attempting to investigate all areas of the child's life and to understand the psychical forces at work. In addition, the contribution psychiatry offers in terms of treatment and control is here indicated to be vast and still growing.
REASONS FOR REFERRAL

TABLE IV

REASONS FOR WHICH REFERRAL WAS MADE TO THE
JEWISH FAMILY AND CHILDREN'S SERVICE AND
THE JEWH BIG BROTHER ASSOCIATION.

<table>
<thead>
<tr>
<th>Reasons</th>
<th>Number of Children</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agency to maintain case work contract</td>
<td>3</td>
<td>16.6</td>
</tr>
<tr>
<td>Care and custody to agency</td>
<td>3</td>
<td>16.6</td>
</tr>
<tr>
<td>Help from agency in planning</td>
<td>1</td>
<td>5.5</td>
</tr>
<tr>
<td>Agency to find foster home</td>
<td>3</td>
<td>16.6</td>
</tr>
<tr>
<td>Big Brother on case work basis</td>
<td>1</td>
<td>5.5</td>
</tr>
<tr>
<td>School placement</td>
<td>1</td>
<td>5.5</td>
</tr>
<tr>
<td>Agency to obtain psychiatric evaluation</td>
<td>3</td>
<td>16.6</td>
</tr>
<tr>
<td>Report and recommendation on situation</td>
<td>3</td>
<td>16.6</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>18</strong></td>
<td><strong>99.5</strong></td>
</tr>
</tbody>
</table>

Table IV on Page 23 shows the reasons for which children were referred to the Jewish Family and Children's Service. It will be noted, as was previously pointed out, that most of the cases were referred by the agency's court representative. Indirectly, the referrals originated with the courts and the services requested were to supplement those of the court.

Of the eighteen children, three were referred for the agency to maintain case work contacts, three or 16.6 per cent for care and custody to the Jewish Family and Children's Service, one or 5.5 per cent for help from the agency in planning
for the child, three for the agency to find foster homes, one
for the assignment of a big brother on a case work basis, one
for school placement, three for the agency to obtain psychiat-
ric evaluations, and three for reports and recommendations on
the situation. It is interesting to note that the case in-
volving the Jewish Big Brother service did not have any con-
tacts with the court. This case will be discussed in detail
later.

SUPPLEMENTATION OF SERVICES

As previously indicated, the function of each type of
service is so designated that referral occurs toward the goal
of alleviating the problem or approaching a solution to the
source of conflict. From Table IV on Page 23, showing the
reasons for referral, it may be assumed that the court or
court representative sought the service which would contribute
most to the constructive planning or just adjudication on a
case.

Of the three cases in which the court requested agency
contact to be maintained, there was the support of the judge
and his probation officers in giving the child the opportunity
to use case work service. In the three cases in which are and
custody of the children were awarded for service to the par-
ents, the court was sustaining the agency. The court gave the
agency the legal right to place the child or to do whatever a
case work plan at the time seemed to indicate. The one case
in which the agency entered in terms of planning was with a mother whose son became involved with the court. In this case there was the possible assignment of a big brother and case work with the mother. The three cases for foster home placement were requests for homes of the same faith as the child's. The one request for school placement was the court's recommendation as determined by psychiatric findings, while three cases were specifically for psychiatric evaluation to recommend and guide the final disposition in court. The remaining three cases were referred for recommendations and reports by the agency to obtain a more complete picture of the existing situation.

It is unknown to what extent these services supplemented each other, but it is significant to note that in each of the above mentioned situations, the requested service was directly related to the problem with which the court and the agency were working. One could not accomplish what the other was constructed to do.
studied, were in the nature of case work problems which entailed extending such services as agency supervision of the child while in his own home setting, working with the families to reconstruct relationships, planning cooperatively with responsible related persons in arranging for the child's care, and in guiding the child and his family to resources available, the lack of which contributed in part to the problem.

The ten cases or 55.6 per cent of the total cases which were of legal nature were concerned with commitment to a school for feeble minded children, commitment as a neglected, commitment to Youth Service Board for further study and possibly correction, and commitment as a stubborn child.

The inferences as noted from the statistics are that there is almost an equal number of children and their respective families who received and needed case work service as did those who were the recipients of court service as based on the reason for referral.

EXTERNAL FACTORS INFLUENCING THE SITUATION

Table VI on Page 26 indicates that of the eighteen cases on which this study was based, the factors which were found to bear on the problem, were of greater frequency than the total number of children. It would seem that some children had more than one factor in their situation.

It is unknown to what extent these factors played an active role in the situation, but it is interesting to note
that in seven cases of the eighteen two factors were involved, in five cases four factors were involved, and in six cases one factor was involved. Of the seven cases in which there were two factors, five cases had school and family situations at work, one had family and neighborhood factors, and one had neighborhood and school factors in the situation. Of the six cases in which only one factor was at work, family conflicts were occurring in each case. Therefore, it may be assumed that families are influential in contributing to a total conflict situation. The table indicates that there were seventeen or 47.2 per cent family difficulties, eleven or 30.6 per cent occurrences of school maladjustment and eight or 22.2 per cent occurrences of neighborhood influences.

**TABLE VI**

**FREQUENCY OF EXTERNAL FACTORS INFLUENCING REFERRAL TO THE JEWISH FAMILY AND CHILDREN'S SERVICE**

<table>
<thead>
<tr>
<th>Factors</th>
<th>Frequency</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Family</td>
<td>17</td>
<td>47.2</td>
</tr>
<tr>
<td>School</td>
<td>11</td>
<td>30.6</td>
</tr>
<tr>
<td>Neighborhood</td>
<td>8</td>
<td>22.2</td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td><strong>36</strong></td>
<td><strong>100.</strong></td>
</tr>
</tbody>
</table>
In the attempt to ascertain how the type of service is determined by the attitudes of those involved, it must be recognized that in the services offered by a case work agency, it is not mandatory for the child or family to accept this service as is the case with the courts. Therefore, the type of service which can be given is correlated with the child's and the family's desire to come into or to continue in case work treatment.

As Table VII on Page 30 indicates, six or 33.4 per cent of the total children referred were accepting of agency contact, nine or 50 per cent of the total did not want agency service at all, and three or 16.6 per cent of the total were unknown as the children were too young to indicate an awareness. From these facts one might infer that were the children desirous of accepting service, the agency might have been better able to extend case work help. It raises the question as to whether proper interpretation and preparation had been given to these children who were unaccepting of contact with the agency. It may well be they were given some interpretation, but such data was unavailable from the case records investigated.
TABLE VII
ATTITUDES OF CHILDREN TOWARD REFERRAL TO THE JEWISH FAMILY AND CHILDREN'S SERVICE

<table>
<thead>
<tr>
<th>Attitude</th>
<th>Number of Children</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Accepting</td>
<td>6</td>
<td>33.4</td>
</tr>
<tr>
<td>Not accepting</td>
<td>9</td>
<td>50.</td>
</tr>
<tr>
<td>Unknown</td>
<td>3</td>
<td>16.6</td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td><strong>18</strong></td>
<td><strong>100.</strong></td>
</tr>
</tbody>
</table>

The same is applicable to the families of these children, but their attitudes regarding the case work contact reflects more acceptance. Table VIII on Page 30 shows that thirteen or 72.2 per cent of the total families accepted case work help while five or 27.8 per cent of the total families did not want agency contact.

TABLE VIII
ATTITUDES OF THE FAMILIES OF CHILDREN REFERRED TO THE JEWISH FAMILY AND CHILDREN'S SERVICE

<table>
<thead>
<tr>
<th>Attitude</th>
<th>Number of Families</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Accepting</td>
<td>13</td>
<td>72.2</td>
</tr>
<tr>
<td>Not accepting</td>
<td>5</td>
<td>27.8</td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td><strong>18</strong></td>
<td><strong>100.</strong></td>
</tr>
</tbody>
</table>

In the children's acceptance of the court and its decisions, Table IX on Page 31 indicates that twelve or 66.6
per cent of the total children were in agreement and accepting of the court, two or 11.1 per cent of the total did not wish to accept the court and four or 22.3 per cent of the total were unknown because three children were too young, and one had no contact with the court. It is impossible to ascertain to what degree these children had an understanding of the necessity of abiding by the decisions of the court or if greater interpretation was given to them.

Of the families involved in the court situation, Table X on Page 32 shows that sixteen or 88.8 per cent of the total families were accepting of court, one or 5.6 per cent of the total families were not accepting or did not want to accept the court dispositions. One or 5.6 per cent of the total families was unknown as the case involved no contact with the court.

**TABLE IX**

**ATTITUDES OF CHILDREN WITH WHOM THE JUVENILE COURT HAD CONTACT**

<table>
<thead>
<tr>
<th>Attitude</th>
<th>Number of Children</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Accepting</td>
<td>12</td>
<td>66.6</td>
</tr>
<tr>
<td>Not accepting</td>
<td>2</td>
<td>11.1</td>
</tr>
<tr>
<td>Unknown</td>
<td>1*</td>
<td>22.3</td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td><strong>18</strong></td>
<td><strong>100.</strong></td>
</tr>
</tbody>
</table>

* One case had no contact with the juvenile court.
TABLE X

ATTITUDES OF THE FAMILIES OF CHILDREN WITH WHOM THE JUVENILE COURT HAD CONTACT

<table>
<thead>
<tr>
<th>Attitude</th>
<th>Number of Families</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Accepting</td>
<td>16</td>
<td>88.8</td>
</tr>
<tr>
<td>Not accepting</td>
<td>1</td>
<td>5.6</td>
</tr>
<tr>
<td>Unknown</td>
<td>1 *</td>
<td>5.6</td>
</tr>
<tr>
<td>Totals</td>
<td>18</td>
<td>100.</td>
</tr>
</tbody>
</table>

* Not known to Court

In order to clarify further how the type of service is influenced by the problem, it is necessary to discuss briefly that psychiatric evaluations play an integral role in the diagnosis of personality and the disorders which accompany it.

TABLE XI

CLASSIFICATION OF PSYCHIATRIC REPORTS RECEIVED FOR THIRTEEN CHILDREN EXAMINED

<table>
<thead>
<tr>
<th>Classification</th>
<th>Number of Children</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Specific recommendation</td>
<td>4</td>
<td>30.8</td>
</tr>
<tr>
<td>given</td>
<td></td>
<td></td>
</tr>
<tr>
<td>No recommendation</td>
<td>9</td>
<td>69.2</td>
</tr>
<tr>
<td>Totals</td>
<td>13</td>
<td>100.</td>
</tr>
</tbody>
</table>

Table XI on Page 32 indicates that of the thirteen reports received, four or 30.8 per cent were given specific recommendations, and nine or 69.2 per cent were given no
recommendations. The court accepted the recommendations of the four psychiatric reports and the dispositions were based on them. Specific recommendations for a boarding school setting for adequate supervision resulted in a suspended sentence and if school placement failed, commitment to Lancaster was indicated; for a farm school placement with not too strict discipline resulted in custody to an uncle who had a farm; for a supervised environment as a training school resulted in the court's having the family place the child in a private psychiatric school; for a school for feeble minded children resulted in commitment to the Youth Service Board for placement.

DISTRIBUTION OF THE THREE SERVICES

TABLE XII

DISTRIBUTION OF THREE SERVICES TO THE EIGHTEEN CASES KNOWN TO THE JEWISH FAMILY AND CHILDREN'S SERVICE

<table>
<thead>
<tr>
<th>Agency</th>
<th>Number of Children</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Jewish Family and Children's Service, Juvenile Court, and Jewish Big Brother</td>
<td>14</td>
<td>77.7</td>
</tr>
<tr>
<td>Juvenile Court and Jewish Big Brother</td>
<td>3</td>
<td>16.7</td>
</tr>
<tr>
<td>Jewish Family and Children's Service and Jewish Big Brother</td>
<td>1</td>
<td>5.6</td>
</tr>
<tr>
<td>Totals</td>
<td>18</td>
<td>100.</td>
</tr>
</tbody>
</table>
As Table XII on Page 33 indicates, fourteen children or 77.7 per cent of the eighteen cases studied were given the services of the Jewish Family and Children's Service, the juvenile court and the Jewish Big Brother Association; three children or 16.7 per cent of the total received services from the juvenile court and the Jewish Big Brother Association, while one or 5.6 per cent were recipients of service from the Jewish Family and Children's Service and the Jewish Big Brother.

The universality of the Jewish Big Brother service is due to the function of the director since he serves as a court representative and assigns big brothers on a case work basis.

It is interesting to note that in the three cases with whom the Jewish Family and Children's Service did not have a service contact, in one the family withdrew from agency contact, and in the other two the children withdrew.

It might be pointed up from Table XII on Page 33, that a few more than three quarters of the cases received the services of the law enforcing and case work agencies as well as that of the big brother director.

A question which arises is should referrals have been made to the court on a preventive basis in the cases where the Jewish Big Brother Association was active because of behavior disorders.
CHAPTER V
SUMMARIES OF CASE MATERIAL

Five cases will be presented to illustrate the various types of situations in which these children became involved and the activity of the agencies as they entered into the situations. The names used are fictitious.

Case 1. James

James, a well built, good looking boy of eleven years and seven months, was referred to the Jewish Family and Children's Service district office by his mother who wanted help in coping with the behavior problem James was presenting.

He is an overt behavior problem at home, in the school, in camp and in the community. The family is comprised of James' mother and father, a seventeen year old brother, James and his twin sister. The existing marital relationships seem fairly stable except that James creates much dissension and both parents are extremely concerned over the problem. Financially, the family is in poor straits and live on a marginal income.

James is in the fifth grade where he does not adjust well academically or socially. In tests given by the State Department of Education he rates an I. Q. of 78 and he needs special class training. He does not have any religious affiliation due to the limitations of his intelligence. There is no particular sibling difficulty except occasional fracases with his twin sister who resents the reflection on her of James' poor school work.

His mother is a rejecting, rigid disciplinarian who has little, if any, recognition of James' basic problem and has a great need to control and curb any display of self-expression. His father spends little time with him or the family due to the irregularity of his working hours. He is employed as a taxi driver.

In the summer of 1948, James attended camp and the reports indicated he should not have been allowed
to attend. He was constantly in trouble, hitting small boys, throwing rocks at everyone and at times was vicious, such as when he punched a little fellow in the temple for no good reason. He did not seem to have the ability to differentiate between right and wrong, and at times, according to the report, showed signs of "mental unbalance".

Early background history indicates that when James was one year old, placement in a foster home was necessary due to the post-operative convalescent care his mother needed. He remained in placement for a year and when he was returned home, he showed signs of behavior difficulties. He was over-active and his "bad conduct" dated back to this time. In the following year, he suffered from rheumatic fever, and when he was three years old, was found to have pulmonary tuberculosis, for which he was institutionalized in a sanitorium for six months. When he was six years old, he was in the second grade; his adjustment was unsatisfactory and referral to the Habit Clinic was made. Treatment was not continued there because the clinic could not work effectively with him unless he were placed away from his home.

James was then placed in the New England Home for Little Wanderers for a three weeks period for medical test and observation. A report from the examining psychiatrist in the Home indicated that the boy was emotionally disturbed, hyperactive, possessive, unduly curious and distractible. He had great feelings of jealousy toward his sister. There was a finding that his behavior symptoms were in direct reaction to the rejections and frustrations to which he had been subjected. He needed opportunity to express aggression without undue fear of punishment and a removal of the forces which inhibited his free expression of love and hate. Psychotherapy with the mother was recommended, but she was not interested in this service.

The behavior continued for the next few years until agency contact was sought by the mother.

The situation was referred to conference with the Jewish Big Brother to discuss the assignment of a big brother. In discussion, it was decided that the situation which involved an over rigid mother, the absence of a father figure in the home and sibling rivalry, required intensive case work with the boy and
particularly his mother. The case has continued to receive case work treatment and a big brother was in the process of assignment.

James' case illustrates a situation which involves the use of the Jewish Family and Children's Service and the Jewish Big Brother Association. It represents cooperation between these two services. The case work agency is aware of the boy's needs and seeks to obtain the service which will benefit the boy. The Jewish Big Brother Association cooperates by offering the services of its lay group.

Case 2. Josie

Josie was referred by a district office of the Jewish Family and Children's Service to the Juvenile Court of Dorchester to file a stubborn child complaint initiated by Josie's mother. This was done by the agency's court representative.

Josie is sixteen years old, and is a pleasant, soft spoken adolescent. She is one of four children, being the only girl. She is in the ninth grade where her adjustment academically or within the group is unsatisfactory. She has repeated several grades though she was known to be of average intelligence. When she becomes involved in a conflict situation, particularly in her home, she resorts to flight and ran away from home six times.

The other children have been known to have been school problems, but nothing was done by the family to cope with them.

The parents are stubborn, confused and involved in their own marital conflicts. Josie's mother is narcissistic and has shown little sincere and real interest in her daughter. The father is willful and determined, and both parents have shown no understanding of Josie's problem.

After Josie's last flight from home in 1948 because she could no longer tolerate the existing conditions in
Jewish Family and Children's Service, the juvenile court and the Jewish Big Brother Association. The agency was actively interested on a case work basis, until the mother filed a stubborn child complaint. The court notified the agency's court representative who interpreted the court's thinking to the Jewish Family and Children's Service. The court and the agency were working with the girl and the family simultaneously as the girl was under court order until the agency found a school placement for her. The agency, in turn, could not secure school placement and the court committed Josie to the Metropolitan State Hospital for observation. The court then requested that the agency maintain contact with Josie and the family for a year while her case was continued in court.

Case 3. Frank

Frank was referred to the Jewish Family and Children's Service by the court representative to give the Chelsea Court a full report on the boy's adjustment and a summary of the contacts the agency had with the boy prior to the court's entry in the situation.

Frank is a twelve year old boy who is very thin and quite attractive. Since he was three years old, he has been completely unmanageable. His mother attempted to handle him with threats and beatings, but these do not help. He is a menace to the other children because he makes his older siblings nervous and the younger ones tend to imitate him. He fights with the younger children, frequently hurts them, and constantly has a knife in his possession. He is very destructive, has broken a bicycle his uncle had given him, and has broken his sister's typewriter. When he was four, he broke windows, when he was eight years old, he was playing with matches and blew up the
gasoline tank of his father's truck in which he was. He seemed to feel that this was a big joke although his hands and face were burned. He was barred from the grocery store at the risk of losing the family trade because he used dirty words.

He does not get along well with other children, as he is constantly provoking them to beat him up.

The school was concerned with his inability to learn, and with the aid of a letter from the psychiatric consultant of the agency, he was admitted to a special class in the public school system as a temporary expedient.

Because of his violent reactions in a public school, it was necessary to place him in a private institution for helping disturbed children. His violent reactions continued in this setting, and his immediate removal was requested a short time after.

Psychiatric evaluation and prognosis indicates that Frank is a very disturbed youngster who needs a great deal of help. Because of the nature of his disturbance, he is unable to adjust in any setting where he can get treatment. The agency felt that he should be returned to his parents and secure help in filing a stubborn child complaint.

Because of the nonconforming behavior in any setting, Frank was brought to the Chelsea court on a stubborn child complaint by action of his mother. On February 16, 1949, he was committed to the Youth Service Board.

This case illustrates cooperation between the juvenile court, the agency and the court representative for a problem involving commitment to the Youth Service Board. The court and the agency were actively working with Frank and his family at the same time. The court representative served as the liaison in interpreting agency to the court. The court accepted the agency's recommendations and committed Frank to the Youth Service Board.
Karen

Karen was referred to the Jewish Family and Children's Service by the court representative of the agency. Help is necessary in planning with her parents, who appeared in court to bring non-support and assault charges against each other. The Dorchester Juvenile Court notified the representative of the situation.

Karen is one of two children, two years old, who is not well trained and gives signs of being physically neglected. Her parents' marital life has been characterized by strife and separation. Her mother is a harsh looking, immature appearing blonde, who has been unable to care for her children and has been known to abuse them physically. Karen's father is a slow thinking and slow acting person whose relationship to his wife is abusive and to his children superficial, as he acts only in the capacity of a provider and does not display any apparent interest in them.

In the course of their marital difficulties and the problems which followed, there were contacts with various agencies from which they withdrew.

When the Jewish Family and Children's Service entered the situation, placement for Karen was indicated though the parents were resistive to such planning. They were uncooperative, the father being inadequate and limited, and the mother giving indications of being pre-psychotic, but resisting referral to a psychiatrist or hospital for help. In addition, she was in court for adultery charges having been found by the police cohabiting with another man.

On November 5, 1948, a conference with the executive director of the Big Brother Association was scheduled to discuss planning for Karen, and it was decided that she could not be taken into placement without court commitment because of the parent's inability in the past to continue contacts with other agencies, and their withdrawal of the other child from the New England Home for Little Wanderers.

On December 7, 1949, the Judge of Dorchester Juvenile Court adjudged Karen neglected and her care and custody were awarded the Jewish Family and Children's Service on the basis of their recommendations. This commitment was to be in effect for one year.
Within a short period of time after Karen's placement in a foster home of the agency's in which she showed considerable improvement, the family began to exert pressure on the court, having employed counsel, for Karen's return to their home. The court hearing was therefore advanced and held on February 8, 1949, at which time Karen was returned to her parents and the case was continued for one year.

Karen's case shows the use of the juvenile court, the Jewish Big Brother Association and the Jewish Family and Children's Service in a problem of a neglected child. The agency was notified by the court representative of the parent's appearance in court on other charges. The agency and the court felt that Karen was not receiving proper care and action was taken to provide a home for her. The court gave care and custody of the child to the agency and she was placed in a foster home.

Case 5. Mary

Mary was referred to the Jewish Family and Children's Service by the Norfolk Jewish Family Welfare Service for guidance and constructive supervision. She had been arrested in Virginia on a morals charge and the court in Norfolk had referred her to an agency. Mary was instructed to remain at home with her parents.

Mary is a seventeen and one half year old girl, who is quite attractive, short and dark complexioned. She had not been known to the agency before, though her family had been, both on court charges and for financial help.

The other siblings, of whom there are three, have made fair adjustments with the exception of an older sister who has been involved with the Dorchester Court for illegal entry and use of an apartment with two men. She was placed on probation, but all attempts on the case worker's part to help were rejected.
by Mary's sister and mother.

Mary has not been successful in school, having repeated two grades, and she left public school at the age of sixteen when she was in the ninth grade. Her behavior throughout her school attendance was characterized by giggling, hyperactivity, and truancy. She attended a vocational school for a few weeks, but withdrew due to lack of interest.

She has had employment at various intervals, but did not sustain a job for any length of time. She has, for the most part, been doing housework in her own home and assuming responsibility for the care of a younger sister.

When Mary was returned to Boston after the court incident in Norfolk, she engaged in illicit sex relations with a sailor and became infected with gonorrhea.

The family situation is one marked by marital discord, and much disagreement between the father and mother over the supervision of the children. The physical environment is fairly good, and the family is able to maintain itself financially.

On January 4, 1949, Mary was seen in the Dorchester Juvenile Court and her case was continued for one month, during which time the judge informed her she was expected to cooperate to the fullest extent with the Jewish Family and Children's Service.

Mary maintained contact with the agency during which time psychiatric examination was secured. Reports indicated that Mary was defective in judgment, easily deceived, and not able to resist the sexual overtures by men whom she favors. There seemed to be little parental control and her mother should be held responsible for any violations of the conditions imposed by the court on Mary. She was also found to be of dull normal intelligence, and would be able to work only in an inferior position which did not entail much responsibility. She was not fitted for a private home and will always resent authority and supervision.

Following these referrals, plans were made with the family to refer Mary to the juvenile court on a stubborn child complaint. The hearing which was originally scheduled for February 2, 1949, was continued to...
allow time for the psychiatric and psychometric reports to come in.

On February 18, 1949, the Dorchester Juvenile Court heard the case and continued the case for one year on the basis of the agency's recommendations. Mary is to report to the probation officer of the court every other week.

Contact with the Jewish Family and Children's Service has been maintained, though it is with some degree of resistance. Mary's mother has not shown any increased desire to supervise or control her.

Since then, Mary has been referred to a vocational agency for help in planning and securing job placement.

This case illustrates the use of juvenile court, the agency and the court representative in a problem of a girl known to an out of state juvenile court on a morals charge. The court continued the case for one month for the agency to work with Mary while psychiatric examination was arranged for. The Court accepted agency recommendations, during which time it maintains probationary contact with Mary bi-monthly. The court and the agency are working in the same situation at once. The court representative maintains his interest and notifies the court and the agency of interim developments.

The five cases which have been summarized, illustrate the various types of cases which require court, Jewish Family and Children's Service and Jewish Big Brother Association contacts. They constitute examples of work with children adjudged neglected, requiring commitment to the Youth Service Board for correction, use of the agency for foster home placement, super-
vision of children by the agency at the same time the court has contact, and use of a big brother on a case work basis.
CHAPTER VI
CONCLUSIONS AND RECOMMENDATIONS

The growth of interest in the development of happy, healthy, normal children, has resulted in the establishment of various community resources to cope with the problems which arise in the period of infancy to adulthood. These agencies are to protect the child as well as the community from forces which are detrimental to wholesome maturation.

As has been stated in Chapter I, the purpose of this study is to determine in what ways and to what extent some of these resources are cooperating and coordinating their services. To study this question, eighteen cases known to the Jewish Family and Children's Service, who had contact with the juvenile courts and the Jewish Big Brother Association were selected.

In order to understand the function and structure of these services, brief information regarding their purpose and present method of operating was given.

Several questions which were pertinent to the study were proposed as follows:

1. What were the sources of referral?
2. How were psychiatric evaluations used?
3. What were the reasons for referral?
4. What were the natures of the problems?
5. What were some of the external factors influencing the situation?

6. How were the services distributed?

CONCLUSIONS

Fifteen children or 83.3 per cent of the total number were referred to the Jewish Family and Children's Service from the juvenile courts by the court representative of the Associated Jewish Philanthropies, two children or 11.1 per cent were referred to the juvenile courts from a district office of the Jewish Family and Children's Service by the agency's court representative, and one or 5.6 per cent was referred to the Jewish Big Brother Association from the Jewish Family and Children's Service.

In a predominating number of the total cases studied, 72 per cent had received psychiatric examinations and four or 22.5 per cent were not referred for evaluations. These facts indicate acceptance and use of the knowledge psychiatry can offer. Evaluations were utilized to diagnose the basic personality of the child and his relationships to his family and other communal forces. They were also used by the courts to guide the final disposition. In addition, the information regarding what the existing conflicts were and what the causes of the conflicts were, assisted in planning for the child.

Six, or 46.2 per cent, of the thirteen children who were given psychiatric examinations were arranged for by the
agency. The examinations were administered by the agency's staff psychiatrist or outside psychiatrists. For seven or 53.8 per cent of these thirteen children, psychiatric evaluations were secured by the juvenile court or the institutions in which the children were.

The reasons for referral as indicated from the almost equal distribution of numbers were varied. Three children were referred to the Jewish Family and Children's Service for case work contact, three children were committed in care and custody to the agency for planning, one child was referred to obtain agency help in planning for him, three referrals were for foster homes to be found by the agency, one case involved the use of a big brother on a case work basis, one child was referred for school placement, three were referred for the agency to obtain psychiatric reports, and three cases were referred for reports and recommendations on the situation by the agency.

In three cases the courts withdrew from the situation temporarily and the agency offered case work service, which was based on the nature and type of problem. In three cases in which care and custody of the children was awarded the agency, the juvenile court supplemented the case work service in giving the legal right to place the child in a foster home or to consummate the best plan for the child. For the three children who were in need of foster homes, the case work
agency supplemented the service of the juvenile court by securing homes in accord with the court's disposition. In the one case requiring school placement, the agency supplemented the decision of the court as based on psychiatric recommendation by placing the child in a school. Lastly, agency gave the courts the reports and recommendations requested, also a supplementation and aid to the service of the court.

55.6 per cent of the total number of children had specific problems which were of law enforcing nature and eight or 44.4 per cent of the problems were of a case work nature. In view of the near equality of distribution, the nature of the problems indicates there is as much need for one service as the other in the cases which were investigated.

In 47.2 per cent of the total number of factors found existing in the situation, family was the most influential. The school situation was influential in 30.6 per cent of the total number of times the factors were found, and in 22.2 per cent of the total, neighborhood was found to be influential. In addition, the frequency of thirty-six times in which the three factors occurred, indicates that in several instances, two or more of the factors were involved in some of the eighteen problems.

The type of service given was shown to be determined by the attitudes of the children and their families toward the
services and the service was directed in some cases by the psychiatric evaluation. 33.4 per cent of the total number of children were accepting of the Jewish Family and Children's Service's assistance, 50 per cent were not accepting, and 16.6 per cent were unknown. These facts indicate that even though there was a need for case work service, it could not be offered without acceptance. 72.2 per cent of the total number of families were accepting of the Jewish Family and Children's Service's referral and help, and 27.8 per cent were not accepting. 66.6 per cent of the total number of children and 88.8 per cent of the total number of families were accepting of the juvenile court's service. This indicates that the court's service was more available to the children because of the corresponding attitudes. In addition, the recommendations of the psychiatrists directed what should be accomplished in certain of the situations. In combination with the attitudes, it was determined that the authoritative service of the juvenile court be given in four cases.

Fourteen or 77.7 per cent of the total number of children received the services of the Jewish Family and Children's Service, the juvenile courts, and the Jewish Big Brother Association. Three children received the services of the juvenile courts and the Jewish Big Brother Association, and one child was the recipient of the case work agency's service and the lay group's service. This large number of children
receiving all three services indicates that they operate both simultaneously and cooperatively, which gives an encouraging picture.

As this study did not lend itself to an investigation of the case work process, the case work method was not evaluated. It is assumed however, that the case work in these situations studied, was based on the current practices and principles in professional case work agencies that individualized treatment is conducive to the understanding of and for the best interests of the child.

In the interim time between juvenile court referral and psychiatric consultations, the case worker was actively engaged in working through possible school placements, considering foster homes for use or reporting and recommending to the juvenile court upon its request. The individualization of treatment found in these situations was based on the knowledge of the motivations of human behavior and its manifestations. Community resources were sought and utilized as well. In its case work, the agency has intensified its service around the Jewish child who comes before the court, so that more service is extended to him.

RECOMMENDATIONS

1. It is desirable that the Jewish Family and Children's Service be more alert to early displays of pre-delinquency trends in the children with whom case work activity with the family had occurred.
2. It seems desirable in many situations that earlier use of the big brother be made and the trend toward its use should be emphasized.

3. The dissemination of knowledge through conferences should not be limited only to intra-agency give and take, but should be an inter-agency educational process. It is therefore recommended that committees be formed as a medium for the exchange of successful experiences of cooperation between those agencies engaged in child welfare services.

4. It seems desirable in situations in which the families are not accepting of services other than the juvenile court, that the judges impose the conditions that contact with those resources be obligatory in cases where it has been indicated the family was a contributing force to the conflict.

5. Because the writer was limited to a specific topic, she could not explore the interrelationships between big brothers and social services prior to court contacts. It is possible that more extended use of big brothers could be beneficial. A study of this might be of value.

Every child, as the Children's Charter aptly and justly states, is deserving of and should enjoy the privileges which promote his well-being physically and emotionally. In instances where innate, inherited characteristics are deficient, there is no absolute cure, but working toward a more satisfactory and conforming adjustment can be the goal. Complementing the inherited characteristics are those acquired from the environmental contacts which may contribute to a behavior deviation, which is costly to the individual and the community. Therefore, the community has constructed devices
to combat and alleviate those conflict situations. Some of the many devices are the social case work agency, juvenile court and guidance clinics.

In the effort to determine how some of these agencies operate, case records from the Jewish Family and Children's Service were used. From the data presented, it was indicated that close cooperation was accomplished between the juvenile court and the Jewish Big Brother Association. The services are engaged in controlling and alleviating to some extent the problems with which the child alone cannot cope. The use of psychiatric evaluation for personality diagnosis was demonstrated to be of positive value and a definite aid to the court in just adjudication. Perhaps its use might be more widespread, but it is a step in the right direction to lessen the time spent in trial and error. Case work proved to be of value in securing information for the court as well as treating the child as an individual in need of salvaging and help.

More than anything, the study indicated the complete interrelatedness of service which was attained by cooperation. Different and varied as the function and purpose of the agencies involved were, cooperation came without friction and in tune with the desired end. It is merely an approach, perhaps, to the ultimate wish to use the established resources to the fullest extent, but it was demonstrated that differences can be
overcome for a purpose as worthwhile as that of giving a chance for life to the child.
BIBLIOGRAPHY

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Aichorn, August, Wayward Youth. New York: 1944.


Massachusetts Child Council, Going Forward in Court Treatment of Juvenile Delinquents. Boston: April, 1942.

Massachusetts Child Council, Legal Aspects of Juvenile Delinquency, Boston: 1940.


1. Personal Data

Name
Case Number
Date of Birth
Place in Family

Address
Nationality
Place of Birth

2. Health

3. Court Contacts

4. Referring Agency of Person

5. Reason for Referral

6. Services Needed

7. Court Activity in Referral Situation

8. Referring Agency's Activity

9. Accepting Agency's Activity

10. Psycho-Neurological and/or Psychiatric Findings

11. Family Factors Influencing the Problem

12. School Adjustment Affecting the Problem

13. Environmental Influences in the Situation

14. Child's Attitude Toward the Situation

15. Family's Attitude Toward the Situation
BY-LAWS

of the JEWISH FAMILY AND CHILDREN'S SERVICE,
giving effect to all amendments enacted through June 16, 1947

ARTICLE I

Agreement of Association

The name, location of principal office and objects and purposes of the corporation shall be as set forth in the Agreement of Association; and these By-Laws, the powers of the corporation and of its officers, directors and members, and all matters concerning the conduct and regulation of the corporation, shall be subject to such provisions in regard thereto, if any, as set forth in the Agreement of Association. All reference in these By-Laws to the Agreement of Association shall be construed to mean the Agreement of Association of the Corporation as from time to time amended.

ARTICLE II

Membership

The members of this corporation shall be those persons who are (1) at the time of the adoption of these By-Laws members of the Board of Directors, during their respective terms of office, and (2) persons subsequently elected to the Board of Directors, during their respective terms of office, and (3) such additional members as the Board of Directors may from time to time elect.
ARTICLE III
Meetings of Members

The annual meeting of the members of this corporation shall be held on the first Wednesday of June in each year, at such time and place as the President or Board of Directors shall determine. At said annual meeting, the members shall receive reports, elect directors, and transact such other business as may properly come before the meeting. If such annual meeting is omitted on the day herein provided therefor, a special, or postponed, meeting may be held in place thereof at such time (which shall not be later than the thirtieth day of September next succeeding the regularly scheduled date for such annual meeting) as the President or Board of Directors shall determine; and any business transacted or elections held at such meeting shall have the same effect, as to the expiration of terms and otherwise, as if transacted or held at the annual meeting on its regularly scheduled date.

Special meetings of the members may be called at any time by order of the President, the Executive Committee, or upon written application of ten members of the Board of Directors, and upon such order or written request, it shall be the duty of the Secretary to send notices of such meeting as provided by these By-Laws.

Notice of the call of the annual meeting and of any special meeting of the members, together with notice of the
business to be transacted at such annual or special meeting, shall be given either by mail, postage prepaid, to the members at their last known address as the same appears on the records of this corporation, or by publication or in such other manner as the Board of Directors may determine, such notice to be given a reasonable time but not less than seven days before such meeting.

Twenty members of this corporation present in person shall constitute a quorum at any meeting of the members of this corporation and an affirmative vote of a majority of those present expressed in person viva voce shall be necessary to pass any motion, except a motion to adjourn when no quorum is present, or unless an affirmative vote of a greater number of members is required by law or by these By-Laws in any particular instance.

**ARTICLE IV**

Board of Directors

There shall be a Board of Directors of not less than sixty and not more than ninety in number, as the members of this corporation may from time to time determine, whose term of office shall be three years, except as hereinafter provided, and, in addition thereto, and with full voting powers, (a) two persons who shall be designated annually by the Women's Committee, one of whom shall be its then President if she is not then a member of this Board of Directors,
(b) by virtue of their respective offices, the President for the time being of the Women's Committee and of the Ladies' Helping Hand Home for Jewish Children, if either of them is not otherwise a member of this Board of Directors, and (c) the honorary officers appointed as hereinafter provided. The Board of Directors shall be divided into three equal groups, one group to be elected each year. At the time these By-Laws are adopted additional members shall be elected to the Board of Directors for terms of one year, two years and three years respectively as designated by the members at the time of such election. Thereafter upon the expiration of their term, Directors shall be elected for terms of three years as above provided. Subject to the provisions of these By-Laws each Director shall hold office until the expiration of his term and until his successor is chosen and qualified. In the event that a vacancy shall occur in the office of Director from any cause in the interval between annual meetings, the remaining members of the Board of Directors shall by vote appoint a Director to fill the vacancy until the same shall be filled at the next annual meeting, or at a special meeting of the members of the corporation called for that purpose.

Any Director who fails to attend fifty per cent of the meetings of the Board of Directors held during his term of office shall not be eligible for re-election, and a copy of this provision shall be sent to each Director upon his election to office.
ARTICLE V

Powers of the Directors

The Board of Directors shall have and may exercise all of the powers of the corporation except such as are conferred upon the members by By-Laws, and shall have the entire management and control of the property funds and conduct of the corporation.

The Board of Directors, or the President of the corporation if the power so to do be delegated to him by the Board of Directors, shall appoint such committees to carry out the objects of the corporation and conduct its affairs as shall be deemed necessary, advisable and expedient, such committees to continue in existence at the pleasure of the Board of Directors, and shall delegate such Committees such of its own powers as it may deem expedient.

Without limitation of the foregoing provisions, the Board of Directors shall have the power in behalf of the corporation and all the powers of the Board of Directors during the intervals between meetings of the Board of Directors, subject, however, to the control of the Board of Directors. Eight members of the Executive Committee shall constitute a quorum and a majority vote of a quorum shall be necessary to pass any motion, but a less number may adjourn any meeting from time to time and the meeting may then be held as adjourned without further notice. Meetings of the
Executive Committee may be held at such place or places and at such time or times as the members of the Executive Committee may determine.

Special meetings of the Executive Committee may be held at any time and at any place when called by the President or three members of the Executive Committee, reasonable notice of the call of said meeting to be given each member of the Executive Committee by the Secretary, or, in the event of the death, absence, incapacity, or refusal of the Secretary, by the President or the three members calling the meeting.

A member of the Executive Committee shall have authority to waive notice of any meeting and to validate the record of any meeting held in his absence by written assent thereto.

The Executive Committee shall adopt their own rules of procedure not inconsistent with the Agreement of Association and these By-Laws.

ARTICLE VII
Meetings of the Board of Directors

Regular meetings of the Board of Directors shall be held on the first Wednesday of October, December, February, April and June or at such other times as the Board of Directors may determine. Such meetings may be held at such place or places and at such time or times as the President or Board of Directors may be vote from time to time determine, and if so determined no call or notice thereof need be given.
Special meetings of the Board of Directors may be held at any time and at any place when called by the President or by ten or more Directors, reasonable notice of the call of said meeting being given to each Director by the Secretary, or, in the event of the death, absence, incapacity or refusal of the Secretary, by the President or the Directors calling the meeting.

The Director shall have authority to waive notice of any meeting and to validate the record of any meeting held in his absence by written assent thereto.

The Board of Directors shall adopt their own rules of procedure not inconsistent with the Agreement of Association and these By-Laws.

Fifteen Directors shall constitute a quorum for the transaction of business, but a less number may adjourn any meeting from time to time and the meeting may then be held as adjourned without further notice. At meetings of the Board of Directors an affirmative vote of not less than a majority of the Directors present shall be necessary to pass any motion, except a vote to adjourn when no quorum is present as hereinbefore provided.

ARTICLE VIII

Officers

The officers of the corporation shall be a President, two Vice-Presidents, (who shall be designated as First Vice-
Presidents and Second Vice-President) a Treasurer, Assistance Treasurer, a Secretary, an Assistant Secretary, and such Trustees of the Associated Jewish Philanthropies as this corporation may from time to time be entitled to elect under the By-Laws of that corporation, and such other officers and agents, including honorary officers, with such duties and powers as the Board of Directors of Executive Committee may in their discretion appoint. Each officer shall, subject to these By-Laws, have in addition to the duties and powers herein set forth such duties and powers as are commonly incident to this office and such duties and powers as the Board of Directors or Executive Committee shall from time to time designate.

**ARTICLE IX**

**Election of Officers**

The President, the Vice-President, the Treasurer, the Assistant Treasurer, the Secretary, the Assistant Secretary, eight members of the Executive Committee, three members of the Nominating Committee and such Trustees of the Associated Philanthropies as this corporation may from time to time be entitled to elect under the By-Laws of that corporation, shall be elected by and from among the members of the Board of Directors at its first meeting after such annual meeting of the members of the corporation and shall hold office for the ensuing year and until their successors shall have been elected and qualified. An honorary officer may be appointed at any meeting of the
Board of Directors, and shall, by virtue of such appointment, hold such office for life and shall be an honorary life member of the Board of Directors; and upon any such appointment a vacancy in the regularly elected membership of the Board of Directors shall be deemed to have occurred to be filled, as in the case of vacancies in the ordinary course, as hereinabove (in Article IV hereof) provided. In case of a temporary absence or temporary disability of any of the officers, the Board of Directors may appoint a person to perform the duties of such officer during such temporary absence or disability. In case a vacancy shall occur in any said offices for any cause, the Board of Directors shall appoint a person to perform the duties incident to the office until the same shall be filled at the next meeting of the Board of Directors after the succeeding annual meeting of the members of the corporation. Any officer may be removed from office by vote of two-thirds of the Directors holding office at the time at a meeting of the Board of Directors in the call for which notice of such proposed action is duly given. No person shall be eligible for re-election to the same office after three consecutive terms, but this provision shall not apply to Directors.

ARTICLE XIII

Nominating Committee

The President shall appoint at least ninety days before the 1947 annual meeting a Nominating Committee of seven in
number and shall designate the Chairman and Vice-Chairman of such Committee. After the 1947 annual meeting, the President shall appoint four members of the Nominating Committee to serve with the three members elected at the annual meeting as provided in Article IX; the President shall designate the Chairman and Vice-Chairman of the Nominating Committee and no person shall be designated as Chairman for two succeeding years. The Nominating Committee shall prepare a list of nominations for directors, officers and other positions (including candidates for honorary offices) to be filled at the respective annual meetings of the members or directors (as the case may be) of the corporation as hereinabove provided, and return the same to the Secretary seven days at least before the April meeting of the Board of Directors. Other nominations may be made by the Directors from the floor at said April meeting, or any adjournment thereof, when the Nominating Committee's report is filed but no other nominations may be made thereafter. At the annual meeting no ballot shall be counted unless it shall have been marked for the number of candidates being elected for membership on the Board of Directors and for other positions where more than one candidate is to be elected.

ARTICLE XIV

Standing and Special Committees

The President shall determine the number of members of and make appointments to the special and standing committees of this corporation. In addition to the standing committees
which the President appoints after each annual meeting, the Board of Directors may create any special committees required to forward the work of this corporation. The Board shall approve the creation of the new committees. The standing committees shall be:

The Finance Committee which shall study and review the financial situation of this corporation and make necessary reports and recommendations on financial matters to the Board of Directors. It shall study and review the budget of this corporation and assist the officers in presenting the budget to the Associated Jewish Philanthropies.

The Case Committee which shall study the case work service and program of this corporation in meetings with members of the staff as planned by the Executive Director.

The Personnel Committee which shall study the best professional practices regarding the duties and responsibilities of the different staff positions, standards of training and experiences required for the different staff positions, and practices within this corporation on such matters as salaries, sick leave, hours of work, resignations, discharge, vacations, leaves of absence, and all matters concerning the working conditions and welfare of the staff. All such policies shall be subject to the approval of the Board of Directors. The executive director is recognized as the person to administer such policies.

The Committee on Public Relations which develop ways and
means of interpreting the work of the agency to the community. It shall also keep an active list of the membership of the corporation and make suggestions to the Nominating Committee as to membership of the Board of Directors.

The Camp Committee shall study and review the Camp problem of the clients of this Agency and shall make necessary reports and recommendations on camp matters, including acquiring of Camp facilities and maintenance of the same, to the Board of Directors.

**ARTICLE XV**

**Women's Committee**

The Women's Committee so called is hereby designated as the Women's Auxiliary of this corporation and the Board of Directors shall have and may exercise all powers of this corporation in all matters pertaining to or affecting its relation with said Women's Committee.

**ARTICLE XVII**

**Construction of By-Laws**

The Board of Directors shall decide all questions of the construction by the By-Laws.

**ARTICLE XVIII**

**Fiscal Year**

The fiscal year of this corporation shall commence on October 1st of each calendar year and end on the succeeding September 30th.
ARTICLE XIX

Amendments

These By-Laws may be altered or amended by vote of a majority of the members present at any meeting of the corporation but not less than thirty members provided notice of such amendment is mailed to all members not less than seven days before such meeting.
AN ACT TO ESTABLISH THE BOSTON JUVENILE COURT

Be it enacted etc., as follows:

SECTION 1. A court is hereby established in the city of Boston, to be known as the Boston Juvenile Court.

SECTION 2. Said court shall consist of one justice and two special justices, who shall be appointed by the governor, with the advice and consent of the council. There shall be a clerk of said court who shall also be appointed by the governor with the advice and consent of the council, for a term of five years. In case of the absence, death or removal of the clerk, the court may appoint a clerk pro tempore, who shall act until the clerk resumes his duties, or until the vacancy is filled. The said court shall have a proper seal, and all processes issuing therefrom shall be under the seal of the court, shall be signed by the clerk, and shall bear the test of the justice of the court, unless his office is vacant, in which case it shall bear the test of the special justice of the court.

SECTION 3. The justice of the said court shall be paid a salary of three thousand dollars per annum. The special justices shall be paid for each day's actual service at the same rate as the rate by the day of the salary of the justice of the court; but compensation for services in excess of thirty days in any one calendar year shall be deducted by the county treasurer from the salary of the justice of the court.
The clerk shall receive an annual salary of fifteen hundred dollars. The said salaries shall be paid by the County of Suffolk, in the same manner as the salaries of the justices, special justices and clerks of the municipal court of said city are now paid. Suitable rooms for the sittings of the court and for the officers thereof shall be provided in the Suffolk county court house.

SECTION 4. All the jurisdiction, authority and powers vested in the municipal court of the city of Boston or the justices thereof, or which are conferred upon municipal courts by chapter four hundred and thirteen of the acts of the year nineteen hundred and six, which involve the trial, sentencing, commitment or other disposal of a child under the age of seventeen years, or the receiving of complaints and the issuing of summonses, warrants or other processes in relation thereto, or which relate to the care of neglected children, under chapter three hundred and thirty-four of the acts of the year nineteen hundred and three, and acts in amendment thereof or in addition thereto, are hereby transferred to, and vested in the court hereby established, and in the justice and special justices thereof; and the said court shall have jurisdiction over such other matters as may come before it under this act. All the provisions of law which relate to police, district or municipal courts, to the justices, special justices, and clerks thereof, or to the rights, duties and liabilities of parties to proceedings therein, shall, so
far as they may be appropriate, apply to said court, its justice, special justices and clerk, and to the parties to proceedings therein, except as herein otherwise provided. The court hereby established may continue from time to time the hearing in respect to any child given under the provisions of this act, and may commit such child to any institution to which a district or municipal court in the city of Boston is now, or may hereafter be authorized to commit such child, or may impose any penalty which said courts are authorized to impose. The court may from time to time make general rules in reference to, and provide forms of, procedure.
PROTECTION OF CHILDREN

Annotated Laws, Chapter 119.

SECTION 36A. Appointment of Charitable corporations as guardians of children in their care. Any Charitable corporation, organized under the general or special laws of the commonwealth for the purpose of and engaged principally in the care of children, may, with the written approval in each instance of the department, be appointed guardian of any minor child.

NEGLECTED CHILDREN

SECTION 42. The Boston Juvenile court or a district court, except the municipal court of Boston, upon a complaint made by any person that any child under 16 years of age within its jurisdiction by reason of orphanage, or of the neglect, crime, cruelty, insanity or drunkenness or other vice of its parents, is growing up without education or without statutory control, or without proper physician care, or in circumstances leading him to an idle and dissolute life, or is dependent upon public charity, may issue a precept to bring such child before said court.

DELINQUENT CHILDREN

SECTION 52. The following words as used in the following sections shall, except as otherwise specifically provided, have the following meanings:

"Court", the Boston Juvenile Court or a district court,
except the municipal court of the city of Boston.

"Delinquent child", a child between seven and seventeen who violates any city ordinance or town by-law or commits an offense not punishable by death or by imprisonment for life.

"Probation officer", a probation officer or assistant probation officer of the court having jurisdiction of the pending case.

"Wayward child", a child between seven and seventeen years of age who habitually associates with vicious or immoral persons, or who is growing up in circumstances exposing him to lead an immoral, vicious or criminal life.

SECTION 53. Sections 52 to 63 inclusive, shall be liberally construed so that the care, custody and discipline or the children brought before the court shall approximate as nearly as possible that which they should receive from their parents, and that as far as practicable, they shall be treated, not as criminals, but as children in need of aid, encouragement and guidance. Proceedings against children under said sections shall not be deemed criminal proceedings.

Approved,

Richard K. Conant
Dean
### Date of Offence: Number

**Complainant:**

<table>
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<tr>
<th>Defendants</th>
<th>Age</th>
<th>School</th>
<th>Parent</th>
<th>Residence</th>
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State if defendant is arrested.

Offence, Delinquent — Wayward — Neglected — Child, Children, to wit:

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<tr>
<th>Recog. to J. Court</th>
<th>Names of Witnesses</th>
<th>S. C.</th>
<th>Residence</th>
<th>Street</th>
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OFFICER'S STORY

' S STORY

LENTS or ATTORNEY

DING
By virtue of the statute the within named Defendant
was arrested by me without a warrant and released—retained—in the
custody of Probation Officer—Parents—with instructions to have him—her—in Court on the
day of
at nine o'clock.

Police Officer
of the City of Boston.
By virtue of the statute the within named
was arrested by me without a warrant.

Police Officer
of the City of Boston.

STUBBORN CHILD.
G. L. Chap. 272, Sec. 53.
By virtue of the statute the within named Defendant
was arrested by me without a warrant and released in the
custody of Probation Officer—Parents—with instructions to have him—her—in Court on the
day of at nine o’clock.

{ Police Officer
{ of the City of Boston.
By virtue of the statute the within named
was arrested by me without a warrant.

(Signed)

Police Officer
of the City of Boston.

Disturbing an Assembly.
SUFFOLK, ss.  

Boston, 19

By virtue of the statute the within named
was arrested by me without a warrant.

\{ Police Officer \\
\{ of the City of Boston. \\

NEGLECTED CHILD 

COMMONWEALTH. 

No. 19.

ON COMPLAINT OF
SU FFOLK, ss. 

CITY OF BOSTON, 19.

In obedience to the within precept, I have this day served the annexed summons as within directed, by giving an attested copy thereof into the hands of a person of proper age to receive the same at the place of residence or business of the within-named I, the within-named do waive hereby the service of the within summons.

POLICE 

PROBATION 

OFFICER.
Commonwealth of Massachusetts

Suffolk, ss.

To the Sheriff of our County of Suffolk, his Deputies, the Probation Officers of this Court, the Constables and Police Officers of any City or Town in our said County, or to any or either of them, the Keeper of our Jail in Boston, in our said County, and to the Department of Public Welfare, and to the Youth Service Board of said Commonwealth,

GREETING:

now stands charged before the Boston Juvenile Court, within and for our said County of Suffolk, with being a delinquent—wayward—neglected child—to wit:

and the examination has been adjourned to the day of A. D. 19 , at ten of the clock in the forenoon; and—each of—the said defendant is ordered by our said Court to recognize with sufficient surety in the sum of hundred dollars for h personal appearance before our said Court at the time aforesaid, with which said order the said defendant now before our said Court fails to comply.

WE THEREFORE, in the name of the COMMONWEALTH OF MASSACHUSETTS, command you, the said Sheriff, Deputies, Probation Officers, Constables and Police Officers, and each of you, forthwith, to convey the said defendant to—our Jail in Boston—Department of Public Welfare, Youth Service Board—aforesaid, and to deliver h to—the Keeper thereof—the said Department—together with an attested copy of this precept, with your doings therein. And you the said—Keeper—Department of Public Welfare, Youth Service Board—are hereby in like manner commanded to receive the said defendant whom we herewith send into your custody in our said Jail, and h there safely to keep until he shall comply with said order, or be otherwise discharged in due course of law.

Hereof fail not.

WITNESS, JOHN J. CONNELLY, Esquire, at Boston aforesaid, the day of in the year of our Lord one thousand nine hundred and

Dec.-1948-500