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EVALUATION OF THE INTAKE PROGRAM  
OF THE AUDY HOME

by

James E. Chambers, S.J.

A Thesis Submitted to the Faculty of the Institute of Social  
And Industrial Relations in Partial Fulfillment of  
The Requirements for the Degree of  
Master of Social and Industrial  
Relations

June

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## LIFE

James Edward Chambers, S.J., was born in Oak Park, Illinois, April 17, 1924

He was graduated from St. Ignatius High School, Chicago, Illinois, June, 1942. In August of the same year he entered the Novitiate of the Society of Jesus at Milford, Ohio. He spent four years there in ascetical and classical studies. In September, 1946, he transferred to West Baden College, West Baden Springs, Indiana, an affiliated school of Loyola University. He was awarded the degree of Bachelor of Arts in June, 1947, at which time he enrolled in the Graduate School of Loyola University. In February, 1948, he transferred to the Institute of Social and Industrial Relations of Loyola University. Mr. Chambers was awarded the degree of Licentiate of Philosophy in June, 1949, by the West Baden College of Loyola University.

From 1949 to 1952 Mr. Chambers taught history, religion, sociology, and economics at St. Ignatius High School, Cleveland, Ohio. At present he is studying theology at West Baden College in preparation to being ordained to the sacred priesthood.

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## INTRODUCTION

### RECIDIVISM OF JUVENILE OFFENDERS

While it had frequently been claimed that 80 per cent or 90 per cent of the "graduates" of juvenile courts and young men's reformatories "succeed," that is, never commit crimes again, our investigations proved that practically the reverse is true.<sup>1</sup>

Of the one thousand boys who had been examined in the clinic of the Judge Baker Foundation in Boston at the request of the Boston Juvenile Court during the years 1917 to 1922, after ten years 73.2 per cent of these boys were still committing offenses against the law.<sup>2</sup>

The Gluecks, too, have carefully investigated the posttreatment conduct of one thousand juvenile offenders. The conduct of these boys, over a period of fifteen years, was closely studied by trained investigators. At the end of the first five years only 14.6 of the boys were known not to have committed crimes. This is positive knowledge, based on interviews and investigations made of each individual. If for some reason a boy could not be

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1 Sheldon and Eleanor T. Glueck, After-Conduct of Discharged Offenders, Cambridge, England, 1946, 20.

2 Sheldon and Eleanor T. Glueck, Juvenile Delinquents Grown Up, New York, 1940, 43.

traced, he was dropped from the list. Innocence was not presumed. During the second five-year period of the study, 26.8 per cent of the boys were non-delinquents. Even when fifteen years had elapsed after the study began, as was to be expected, not all the boys had yet given up crime. In fact, during the third five-year period, only 36.6 per cent of the traceable boys did not commit a second offense, either serious or minor, official or unofficial. The Gluecks maintain that the rehabilitation of this 36.6 per cent of the boys is due mainly to the natural physical process of maturation through aging.<sup>3</sup>

Appendix A of this thesis contains two charts taken from Juvenile Delinquents Grown Up. The first table reports the number and per cent of non-delinquent boys, minor offenders and serious offenders. Boys are rated as minor offenders or serious offenders according to whether they actually did commit or attempt to commit serious crimes or minor crimes. If a boy committed a felony, but because of circumstances was charged with only a misdemeanor; or if he was acquitted of the charge, even though he actually confessed though no proof could be furnished at the trial; or if for some reason the felony was not brought to the attention of the police--in all these cases the boy was classified as a serious offender. Thus an objective standard of actual offenses was used as a criterion of the success or failure of the treatment applied to the boys, rather than the uncertain, indefinite

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3 Ibid., 90.



standard of convicted offenses. This study of the Gluecks seems to be an indictment of the effectiveness of our present-day social institutions for the correction and reformation of juvenile delinquents.

What is the cause of this recidivism of juvenile offenders? Environment, parent-child attitudes, the complexity of modern social life, deteriorating social ideals, economic insecurity, unsupervised and unhealthy recreation--all of these are powerful contributing factors which influence youth toward good or toward evil. In this thesis we are not concerned with all of these factors, rather we will focus our attention on the institutions and agencies that serve delinquent children: the training schools, the pre-trial detention homes, and the social agencies which the Gluecks accuse of having failed in their job. These institutions, they say, have not "reformed" the children whom they were supposed to train. In fact, sometimes, sad to say, children are worse when they leave one of the detention homes or training schools than they were before they entered it.

A very important part of the program of rehabilitation, often overlooked as being of little importance, is the pre-trial detention home. This is the place where the child is kept while awaiting trial. Usually the detention home is the place to which the children are taken after they have been arrested. Thus the detention home is the place at which a child often spends his first night away from home. Many times it is a frightful experience unless skillful care is given the children.

Often the detention home, the attitude it shows toward the delinquent and the attitude toward authority which it engenders in the boy, that directs in a boy's mind, consciously or unconsciously, the determination to

change his way of life or to continue on in his delinquent career. The detention home can be the force that helps the boy slam shut the door on the path to further delinquency or it can strengthen his resolve to get even with the world.

In this thesis we will examine the concept of the detention home in general and of the Intake or Examination Department in particular. We will attempt to evaluate the success of the Intake Department of the Arthur J. Audy Home for Children of Cook County Illinois. Since the Intake program of the Audy Home has been in operation for sixteen years, it is time to examine it and to determine whether or not it is fulfilling the function for which it was established. We will evaluate the department as a delinquency-treating and preventing agency, and will attempt to determine whether or not it is a program worthy of being used in other cities as a partial answer to the problem of juvenile delinquency.

In 1938, Mr. Joseph A. Walsh made a similar investigation of the Intake Department of the Audy Home. Mr. Walsh studied the foundation and the first six months of operation of the Department. Our investigation will cover the sixteen years the Department has been in operation. We will evaluate its success rather than study its operating procedures.

The primary source for materials used in this thesis will be the official records of the Intake Department of the Arthur J. Audy Home for Children. The secondary sources will be the various authorities on juvenile delinquency in general and juvenile detention in particular.

In the conclusion of the thesis we will base our evaluation of the system used in the Intake Department of the Audy Home upon four main sources:

(1) the annual reports submitted by the director of the Intake Department to the Board of Commissioners of Cook County; (2) reports of official committees that have investigated the Juvenile Detention Home, now the Arthur J. Andy Home for Children; (3) interviews with the director of the Intake Department and with that department's personnel; and (4) our personal observations of the workings of the Department.

## CHAPTER I

### THE IDEAL DETENTION HOME

#### PRINCIPLES

"The children are with us too short a time. All we can do is keep them securely in custody. You can't expect us to influence them very much." This is the oft-heard complaint of juvenile detention workers.<sup>1</sup> Sherwood Norman, Detention Consultant of the National Probation and Parole Association, foremost American Authority on juvenile detention, believes that something can be done for children in detention homes.

A different concept of juvenile detention is gaining momentum in this country. It is based on the fact that a child cannot be held in suspension, that detention may be more destructive than helpful unless the "storage only" concept is abandoned in favor of beginning the process of rehabilitation at the point of arrest. The new detention offers individual and group therapy and, where available, clinical diagnosis. In the new detention each child finds acceptance regardless of his behavior, and thus his attitude toward authority is reformed.<sup>2</sup>

According to the old concept of detention, the authorities were to be tough with the boys. They were junior criminals who deserved everything

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1 Sherwood Norman, "The Detention Home," The Annals of the American Academy of Political and Social Science, Philadelphia, 281, January, 1949, 158.

2 Sherwood Norman, "New Goals for Juvenile Detention," Contemporary Correction, Paul W. Tappan, ed., New York, 1951, 336.

they were given. The fact that some children developed into worse criminals as a result of bad influence received while in the detention home was not the main concern of the officials. The chief thing they cared about was the custody of the children. Since each year an estimated 50,000 to 75,000 children are held in city and county jails,<sup>3</sup> something more than this harsh, "treat-'em-rough" attitude was necessary if juvenile delinquents were to be helped.

The newer, more scientific method is to keep the children in secure custody and also to begin immediately the process of rehabilitation. As psychology teaches us, people simply do not stand still. So the personality and character of these children are ever developing. Therefore, since children are ever learning new things, we must be certain that they learn wholesome things!

Everyone agrees that secure custody is the main concern of the detention home. Sherwood Norman, speaking at the Fortyfifth Annual Conference of the National Probation and Parole Association, defines detention as

the temporary care of boys and girls, usually delinquent, who are under juvenile court jurisdiction and require secure care in a physically restricted facility pending investigation and disposition.<sup>4</sup>

Mr. Norman, however, does not say that detention means custody only. Later in the same talk he describes the type of detention home recom-

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<sup>3</sup> Ibid., 142-143.

<sup>4</sup> Sherwood Norman, "Detention Intake," 1952 Yearbook of the National Probation and Parole Association, New York, 1952, 140.

mended by the National Probation and Parole Association.

The third type of detention home offers more than custodial care. Like the first two, it provides secure custody, but unlike them it offers to children full of anxieties and tension a staff and program which does a job of de-tension. In this home the process of rehabilitation begins when the child is detained. Sufficient staff is provided to assure a full school and recreation program and supervision in small groups. Personnel trained in casework help the child to understand his problems, prepare diagnostic and prognostic information of value to the court, and provide in-service training to the staff.<sup>5</sup>

This therefore, is the ideal detention home. This is the goal toward which juvenile detention homes are striving. Unfortunately there are many obstacles in the way of realizing this goal. Insufficient funds to attract and keep trained personnel is the first and most difficult obstacle. Now we will examine some of the principles of good juvenile detention more closely.

Besides the obvious purpose of secure custody, another aim of juvenile detention, stressed by most authorities in the field, is that of clinical diagnosis.

When this clinical diagnosis is in fact the purpose of a court's temporary disposition, it may be a most desirable and useful technique. Clinical observation implies, however, that the court is actually using a study home, treatment center, guidance bureau, observation ward, or some such similar diagnostic center, in which careful analysis may be made of the problems and needs of disturbed and unadjusted children.<sup>6</sup>

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<sup>5</sup> Ibid., 142-143.

<sup>6</sup> Paul W. Tappan, Juvenile Delinquency, New York, 1949, 389.

Where it is available clinical diagnosis tries to learn what the child wants, why he committed the offense with which he is charged, the conflicts and anxieties that are upsetting him, and other salient psychological factors. This can be of tremendous help to the referee and judge in coming to a decision. The more the judge knows about the child before him, the more accurately will he be able to handle the case.

The time spent in the ideal detention home is a period of fact-finding. Even if a clinical diagnosis cannot be made of each child, the observations of the trained personnel can be of great help to the judge in rendering his decision. During the period of detention, case workers are gathering data on the child, his family, neighborhood, associates, school activities, the offense with which he is charged, and the circumstances surrounding the offense. "At no time is the court in greater need of more information about the child with whom it must deal."<sup>7</sup>

Probably at no time in his life is a boy or girl in greater need of an intensive period of skilled guidance, constructive activities to replace periods of idleness, and good physical and psychological care.<sup>8</sup>

To the youngster, the prehearing period is a suspense period which represents society's retaliation for his behavior. Anxieties, bitterness, and resentment either burst forth or are driven within the child where they may strike back at society later.<sup>9</sup>

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7 Norman, "New Goals for Juvenile Detention," 357.

8 Ibid.

9 Ibid., 356-357.

The main charge thrown at most detention homes today is that their staff is not competent for their job. Poorly trained, or not trained at all, they show their incompetence by the way they handle the children. Shouts, commands snarled at the boys, blows, anger--these are not the manners of men who should be taking the place of the children's parents. Yet what can be expected with the low salaries offered in most communities?

The detained child's need for guidance is not something which can wait until a busy probation officer comes around. Moreover a probation officer cannot know the many situations which arise within the detention home. . . . The need for case work with respect to the child's adjustment to detention can be seen in forms of duplicity, rationalising, uncontrolled aggression, and other attempts to escape his predicament. Every detention home makes use of some form of guidance, whether by inflicting a punishment or through the kind, intelligent counselling which helps a child gain insight into his own problems. At no other time is skilled casework so desperately needed.<sup>10</sup>

The school program is a very important part of every well run juvenile detention home. Many are the functions a well organized school program can perform. As one authority has asked: "This early Chicago detention home provided separation from adult criminals, but what were the influences of these juvenile delinquents, with nothing to do, upon each other?"<sup>11</sup> A school was promptly started at the home.

The school program not only helps to pass the long hours of the day, not only does it fulfill the requirements of the compulsory school law, but it also confers several positive benefits on the children in the home.

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<sup>10</sup> Ibid., 344.

<sup>11</sup> Henry W. Thurston, Concerning Juvenile Delinquency, New York, 1942, 114.



The fact that a child is detained for a short time and that regular classroom work cannot be duplicated is no reason for failing to provide school activities. School work in the detention home provides structure for the child's day and a sense of continuity which makes for less disruption when he returns to his own school. Teaching in a detention home affords an opportunity for intensive individualized help in academic skills and in crafts. It has often proved of greater value to the child than regular attendance (or truancy) in his own school for the same period. Public-school home teachers, preferably trained in special education are meeting the needs of small detention homes. . . . The detention home school teacher serves as a tie between the troubled child and his school and assists the court and probation officer by uncovering specific problems and attitudes in connection with school which may not have been previously known.<sup>12</sup>

Arts, crafts, and music are program essentials which should not be confined to a school period. When a child creates something for himself or for his family, his achievement produces a sense of personal worth at a time when failure seems immense. Some youngsters, taught to use tools for the first time, in the detention home, have carried this knowledge back to their homes where healthy new interests replaced recalcitrant activities. The best resources within a child are drawn upon when he loses himself in creative work. The effect is therapeutic for the child and, in revealing interests and potentialities, has diagnostic value for the detention staff and for the court.<sup>13</sup>

There are also several negative norms for the ideal detention home.

We will briefly treat four of these negative norms, dangers which must be avoided if the children are to escape harm during their stay at the home.

First, the detention home is not the place to keep neglected or dependent children. They are in need of care, not detention. A delinquent needs to be detained because of his own anti-social actions; a dependent has done no wrong, but rather has been wronged. A good foster home is the place

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<sup>12</sup> Norman, "New Goals for Juvenile Detention," 344.

<sup>13</sup> Ibid., 343-344.

for dependents. If, however, dependents must be kept at the detention home, at least they should be segregated from the delinquents lest they become contaminated. The reason why dependent children should not be mixed with delinquents is the danger of contagion. Children locked up in a house, sometimes under imperfect supervision, soon begin telling one another why they are in the house. Often it happens that the worse the crime is, the more of a hero the boy is.

The care of children removed from their homes for reasons of health, neglect, or dependency is not detention care according to the current interpretation. Arrangements should be made for the care these children in foster homes or special institutions by the department of welfare through its Children's Services or by private agencies until public services have been developed. Dependent and neglected children should not receive care even under the same roof with youngsters who need physically secure custody.<sup>14</sup>

Second, the detention home should not be used as a disciplinary measure. As its name suggests, its purpose is merely to detain; it is not to punish. The concept of punishment should be as foreign to the detention home as possible.

Periods of detention are used today by many courts for their presumed therapeutic value in shocking, coercing, or threatening the child into "behaving himself." In jurisdictions it is assumed as a general rule that the child who is brought to court will profit by a short period of incarceration, thus linking a feature of automatic detention in with deliberate shock tactics. The technique has been rationalized further by the argument that when children are committed to reformatory or training schools they must usually spend rather long terms and that if they are remanded at the start to an institution of detention, the temporary segregation alone may prove to be sufficient treatment. This atrocious view would seem

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14 Ibid.

scarcely to merit criticism were it not for its prevalence in justifying inhumane and inexcusable abuses.<sup>15</sup>

The use of detention as a punishment may sometimes result in the child's conforming immediately, but it achieves little towards solving the child's basic problems. Instead it frequently confirms his delinquency status, subjects him to further contagion in the detention home, and acts as a salve to the probation officer's conscience.<sup>16</sup>

Third, there is the very real danger of detaining children too long in detention homes. Once a child has been apprehended the machinery of justice should immediately begin to work out a solution to this problem. The child should not be detained except for serious reasons and then only for the shortest possible time. No delay should be allowed either in the court's reaching a decision or in putting the court's decision into effect. Inefficiency and carelessness which result in unnecessary detention of children should not be tolerated.

A boy or girl who has been committed to a detention home should be turned over to the agency responsible for him as soon as possible. The practice of allowing committed children to linger in detention for days and weeks before transfer is unfair to the child, unfair to the detention home, and psychologically unsound. The detention home is not a place for longer term treatment. It is a diagnostic and first-aid station from which the youngster should be removed as soon as there has been sufficient social study for the court to decide on the longer term treatment and the child is prepared for the new experience.<sup>17</sup>

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15 Tappan, Juvenile Delinquency, 388-389

16 Norman, "New Goals for Juvenile Detention," 337-338.

17 Ibid., 388.

Fourth, there is the danger of the bad influences to which a child may be subjected by being detained with other offenders worse than he.

Adolescents breaking away from parental authority are influenced far more by the thinking of their peers than by that of an unknown detention worker. It is useless to try to repress those group forces out of existence. Such a technique unifies the group that much more quickly and inevitably into rigid molds of "youth-against-adults" and makes the detention home fertile soil for developing delinquent traits.<sup>18</sup>

According to these principles the detention home, even though it is used only for temporary care, must be well organized with trained personnel who want to help and understand each individual child. This personnel must also have equipment to do a good job. Otherwise the condemnation laid on the American system of detention homes (in general) by Sherwood Norman after his recent nation-wide survey of detention facilities, must also be applied to the ideal detention home whose principles we have been describing in this part of the thesis.

Finally, in most detention homes we found the very conditions which out in the community are pointed to as causes of delinquency; lack of understanding relationships between children and adults; the presence of companions who act as delinquency seducers; lack of full recreational programs; lack of a meaningful school program; lack of professional guidance service . . .<sup>19</sup>

#### HOW INTAKE DEPARTMENT HELPS ACHIEVE THE IDEAL

The number of children detained differs widely in communities, even

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18 Sherwood and Helen Norman, Detention for the Juvenile Court, National Probation Association, New York, 1946, 10.

19 Sherwood Norman, "Detention Facilities for Children," 1946 Yearbook of the National Probation Association, New York, 88.

among cities of the same size. There is no doubt that on the whole we detain far too many children. Since detention is custodial and not correctional, it should be the last resort, the final step taken only after all other means have been tried and found wanting.

It is the modern view that whenever possible the child should remain in his own home or in some temporary substitute home rather than be detained in official custody. Thus, particularly among young children, a serious and usually unnecessary psychological shock may be avoided. The experiences of court are themselves all too strange, confusing, and traumatic during the crucial period of a child's exposure to legal authority for an alleged violation of the law. In those cases where he is found to be nondelinquent or not in need of institutional treatment, a period of segregation with numerous delinquents is often an altogether useless and harmful experience.<sup>20</sup>

The best and most logical answer to the problem of excessive detention is to establish at each detention home a department that will briefly examine each child as he or she is brought in, make a rapid evaluation of the facts, and then determine whether the child is to be detained or whether he is to be released to the custody of his parents.

A well-run intake department is the only sure way of preventing the tragedies that result from unnecessary detention. If a boy gets into serious trouble, he should be arrested or else there is danger of an injustice to the boy, to the injured party, and to the community. However, the mere fact that a boy is arrested for a serious offense does not mean that he must necessarily be detained. That is where the intake department comes in. It is the job of this department to study all of the factors in the case and then to make the decision whether to detain the boy or to release him temporarily to the custody of his parents or relatives.

In some communities the police or sheriffs lock up every child they arrest; in other communities less than two per cent of the juveniles referred to the court are detained.<sup>21</sup> What is the reason for this wide variation in the rate of detention?

Three parties ordinarily have authority in the detention or non-detention of juveniles: the police officers; court authorities, such as the probation officers or the clerk of the court; and the judge himself. At each point of contact a wide variety of opinion of the wisdom and necessity of detention is possible.

"In many large communities the skill with which a child is handled and the likelihood of his being detained depend upon which (police) officer happens to arrest him."<sup>22</sup> Thus it might happen that if untrained officer A happens to be in a "bad mood" or if he is feeling "mean," the chances are that the number of children he arrests and detains on that day will go up. On the other hand, if only trained, capable officers have authority to make the crucial decision as to whether a child is to be detained or not, personal feelings of anger, disgust and righteousness will not influence the officer, but rather the decision will be rendered according to the objective facts of the case.

Sherwood Norman describes his ideas of the function or purpose of an intake department in the words of a social worker in an idealized con-

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21 Norman, "New Goals for Juvenile Detention," 338.

22 Ibid.

versation:

In these cases, the intake worker says, we seldom let the offense itself be the basis of our decision to detain. It influences our decision in cases of armed robbery or serious assault, but the apparent home situation and the attitude of parents and child toward each other and toward the offense are our guide posts, until a thorough social investigation has been made. In new cases this often has to be a snap judgment but we seldom have trouble with youngsters released to their parents pending hearing.<sup>23</sup>

Many children are brought to the detention home each year, but a well-run home detains as few children as possible. Only three types of juvenile offenders absolutely need to be retained in custody: 1) Children who are beyond the control of their parents and who might continue to commit serious offenses; 2) Children who are in physical or moral danger in their homes and who have no other shelter available; 3) Children whose presence in court or whose return to proper authorities can be assured only by detention.<sup>24</sup> All other juvenile offenders should be referred to their parents or to relatives or to private organizations and institutions for care.

It is the function of the intake department to examine each child as he or she is brought into the detention home, to study all of the factors in the case and then to make a recommendation to the proper court authorities as to whether the child should be detained or released. By properly making its investigations the intake department will be able to control indirectly

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<sup>23</sup> Norman, "Detention Facilities for Children," 96.

<sup>24</sup> Norman, Detention for the Juvenile Court, 6.

the admissions to the detention home.

Uncontrolled intake has been a major cause of much of the trouble detention homes in general have experienced. For example, the impression a juvenile detention home made on several young boys is described in a series of studies made by Clifford R. Shaw of the University of Chicago. A number of young men were interviewed to get the complete story of their crime life. In fact one of the young men even wrote in his own words the story of his early life. These studies give positive proof that there is danger in overcrowding and indiscriminate detention of children. The Jackroller gives a vivid picture of the demoralization one seven-year-old boy suffered during his first trip to the detention home.

Inside the Detention Home I found a motley crowd of aspiring young crooks - young aspirants to the "hall of fame of crookdom." In their minds they had already achieved fame in the world of crime, and proceeded to impress that fact on the other boys. The whole thing seemed to be a contest, among the young crooks, to see who was the biggest and bravest crook. They loiter about the place, congregating in small groups, talking about their achievements and ambitions in their common vocation, crime. The older crooks are gods and stand around telling of their exploits. Much of it is bunk, but they succeed in making the other boys, especially the younger ones of more tender feelings and not so wise to the world, believe it...

I remember how Pat Maloney impressed my childish mind.

He was seven years my senior, a big husky Irish lad, and a "master bandit." He was in for stealing automobiles, burglary and bumming from home and school... He paraded among us like a big king on dress parade... He was a wise crook, but he had a kind of tender heart. He sympathized with me and said he knowed (sic) why I couldn't live at home with my stepmother and that I didn't need to, because it wouldn't be hard to make a go of it on my own hook when I got a little wiser and knowed (sic) a little more about stealing. He said fellows like us, who didn't have any home, had to steal to make a go of it.



During the time I was in the home I met crooks of every creed and color. They were there for every crime, running away from home, bumming from school, taking automobiles, stealing from parents, shoplifting, breaking into homes and stores, petty stealing and sex perversions. It was a novelty to learn that there were so many crimes and ways of stealing that I had never heard about. I was green at first, and the boys pitied and petted me, but I was well on the way to Crookdom at the end of my stay in that place.<sup>25</sup>

#### PRINCIPLES OF GOOD INTAKE PROCEDURE

The function of the intake department is to act as a clearing home of all data pertinent to the case of each child brought to the detention home for custody. The better organized the department is, and the better qualified its personnel are, the faster each case is processed. Speed is an integral part of the intake program. If the case is handled quickly and completely, the child is impressed with the gravity of his situation.

The first step in the intake procedure is to check all the official records to get complete knowledge of previous court appearances.<sup>26</sup> These records will provide a foundation and preparation for the personal interview. The records of the juvenile court, detention home records, even records of police "station adjustments" will all help the intake worker in his evaluation of the child before him.

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<sup>25</sup> Clifford R. Shaw, The Jackroller, Chicago, 1930, 67-68. See also; Clifford R. Shaw, The Natural History of a Delinquent Career, Chicago, 1931, 17, 74; Clifford R. Shaw, Brothers in Crime, Chicago, 1938, 342; Frederic M. Thrasher, The Gang, Chicago, 1927, 371.

<sup>26</sup> Sherwood Norman, "Detention Intake," 151.

The social service exchange can also give valuable information.<sup>27</sup> Knowledge of which agencies have given help to the child's family can throw light on present and past problems. An experienced intake worker can take the information gained from the official records and the collateral information given by the social service exchange and arrive at a good picture of the home and neighborhood situation of the child.

The most important step of the whole intake procedure is the personal interview of the child. Here his side of the case, his excuses and justifications are heard. This is the critical time when an experienced social worker can break through the hard shell of obstinacy or the fear or the uncertainty which before had been aggravated by the police officers who arrested him. A capable intake worker can, here at the personal interview, break up the emotional block that is disturbing the child. Kindness and consideration will soothe the frightened first-offender, and a firmness based on knowledge gained from the records will convince the recidivist of the seriousness of his situation. This personal interview can be an ideal psychological tool for the intake worker.

Of course the arresting officer should give his version of the incident, and sometimes even the complaining witness must be questioned.

Finally, all of the information gathered by the intake worker from the official records, from the social service exchange, from the personal in-

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<sup>27</sup> Charles S. Antolina, "Principles of Intake Control," 1952 Year-book of the National Probation and Parole Association, New York, 1952, 137.

terview with the child, the statements of the arresting officer and of the complaining witness, and any other pertinent data, together with the recommendation of the intake worker, is forwarded to the proper court authorities for the formal decision. If, as is often the case, the intake worker is an official court probation officer, then he himself has the legal authority to make the decision whether to release or to detain the child.

## CHAPTER II

### THE INTAKE DEPARTMENT OF THE AUDY HOME

#### PURPOSE AND HISTORY

Chicago can justly be proud of the Intake Department now in operation at the Audy Home for Children. Few cities in the United States have homes used exclusively for the detention of juveniles.<sup>1</sup> Even fewer cities have adequate facilities to control the intake of children into the detention home.<sup>2</sup> There may be certain defects in the detention home itself, most of them being due to the large population of the city or to the physical layout of the building; but the Intake Department tries hard to offset these disadvantages.

The purpose of the Intake Department of the Audy Home has been officially stated as a process "to determine which children are in need of detention and to provide a substitute for detention in the case of those who must be cared for away from home."<sup>3</sup>

Since it is so difficult for officers or case workers to know either the problem or the remedy when cases are suddenly brought to

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1 "Today there are only 174 secure-custody detention homes for the more than 2,500 juvenile courts in the U. S." U. S. Department of Health, Education, and Welfare, Children's Bureau, Helping Delinquent Children, Washington, 1953, 18.

2 Norman, "Detention Intake," 148.

3 Annual Message of Clayton F. Smith, President of the Board of Commissioners of Cook County, Illinois, Chicago, 1938, 93.

their attention, and since grave dangers may exist in allowing the case to continue without restraint or investigation, many boys and girls are held in detention until a wiser decision can be made. If the police or other agency immediately returns some of their cases to their homes both the child and public will be endangered and a solution will only be delayed. Other cases can with greater safety and economy be returned to their homes when discovered to await the process of investigation and attempted adjustment. To help centralize and standardize the process the County Board has this year established an Intake Department to decide in all cases brought to its attention whether or not the child should be admitted to the Detention Home. This work has been placed in the hands of trained social workers and represents a forward step.<sup>4</sup>

Questioning the adequacy of facilities for child care in Cook County, November, 1935, The County Board of Commissioners appointed a board of five professional social workers, under the direction of Regina J. O'Connell, to study the situation for one year and then to report its findings to the board. This is known as the Child Care Study.

The overcrowding at the Juvenile Detention Home was becoming a serious problem. True, the total number of admissions had come down from the all-time high of 9,217 admissions in 1928, to 5,579 in 1935.<sup>5</sup> However, from 1928 to 1935, the average length of detention had increased from 10.092 days per child to the rather high figure of 19.648 days per child.<sup>6</sup> Thus there were fewer children being admitted, yet the home was becoming more and more crowded. The average total of days of care for the five years 1928 to 1932

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4 Annual Message of Clayton F. Smith, 1937, 72.

5 Ibid., 75-76.

6 Ibid.

was 80.456; but even with a forty per cent decrease of admissions in 1935, there were 86.955 days of care given at the Detention Home.<sup>7</sup>

What could be done to alleviate this situation of overcrowding? All of the authorities concerned admitted that it was an undesirable situation.<sup>8</sup> Two contradictory remedies had already been proposed. Dr. A. G. Barry, superintendent of the Juvenile Detention Home suggested that the solution of the problem of overcrowding would be to enlarge the home in order to accommodate more children.<sup>9</sup>

Professor Harrison A. Dobbs of the University of Chicago, and previously for five years superintendent of the Juvenile Detention Home, suggested that in some way the admission of children to the home be restricted.<sup>10</sup>

1. I believe that the use of temporary detention for both dependent and delinquent children is generally without real necessity or purpose. In most instances some substitute plan for better care can be arranged pending court disposition or pending the child's permanent placement.

2. I believe that even with this care, at its best the looking up of children is hazardous. The possibility of contamination in matters of vice, criminalism and disease is real and costly. Adequate segregation and sufficient supervision cannot be offered in congregate institutions.

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7 Ibid.

8 Ibid.

9 Joseph A. Walsh, A Study of the History and Organization of the Intake Department at the Juvenile Detention Home of Cook County and Its Operation, Unpublished Master's Thesis, Loyola University, Chicago, 1938, 54.

10. Ibid., 50

3. I believe that regulation of intake and outgo at the Cook County Juvenile Detention Home to eliminate unnecessary admissions and to speed release will lessen materially and immediately its population....

4. I believe that an effective cooperative program for the reduction of admissions can be instituted on an experimental basis among the Home, the Court, the police, and social agencies that would offer for a demonstration period a really authoritative admitting service on a twenty-four hour a day basis. This would show the present disorganized and costly practice and point toward this possibility of a superior plan with less cost to the county and more actual service to these needy children.<sup>11</sup>

Professor Dobbs then proceeded to suggest the establishment of a department possessing full authority to accept or reject the children brought to the detention home--

While the purpose of the Child Care Study was to examine all the facilities for child care in Cook County, nevertheless because of the critical situation special attention was paid to the overcrowding in the detention home. The population of the detention home and the reason why each child was detained were carefully studied. The use of the detention home as an institution for the feeble-minded, or as a hospital for isolation and quarantine, or as a correctional institution, or for "sociological experimentation" was denounced by the group.<sup>12</sup>

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<sup>11</sup> Harrison A. Dobbs, a Memorandum submitted February 25, 1935, to the Honorable Clayton F. Smith, President, Board of Commissioners of Cook County, 12, as quoted in Walsh, A Study of the History and Organisation of the Intake Department, 60-61.

<sup>12</sup> Walsh, A Study of the History and Organisation of the Intake Department, 58.

In its findings and recommendations, the Child Care Study group agreed with Professor Dobbs....

that the problem of the overcrowded conditions of the Home cannot and will not be solved by the construction of a new building or a group of buildings as an extension of the present Juvenile Detention Home but by controlling the intake of the Home and by speeding up the release from the Home of children who are not brought before the Juvenile Court and of the disposition of the children who are brought before the Juvenile Court.<sup>13</sup>

The Child Care Study group submitted its report on December 7, 1936. The Intake Department of the Juvenile Detention Home of Cook County was officially established by the County Board of Commissioners on January 18, 1937, and the department began functioning on February 11, 1937. Because of the great interest of the Board of Commissioners in the problem of child care in Cook County and especially in the operation of the Juvenile Detention Home, the Board of Commissioners retained the direct supervision of the Intake Department and the members of the Board of Commissioners have personally supervised the development of the department.<sup>14</sup>

#### PHYSICAL EQUIPMENT OF THE DEPARTMENT

When it was first established on February 11, 1937, the Intake Department had to be satisfied with only the bare minimum of space and equipment. The department was considered as an experiment that would be allowed six months to prove itself or be dissolved. Another reason for this situation might be the fact that the authorities of the Juvenile Detention

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13 Ibid., 59.

14 Annual Message of Clayton F. Smith, 1937, 82.



Home, having suggested an alternate plan,<sup>15</sup> were not too convinced of the value of this department.

The Intake Department was located in a large room on the first floor in the northwest corner of the detention home building. This room formerly was a dormitory in the girls' section of the detention home. Children are admitted to the Department through a door opening into the courtyard separating the detention home from the juvenile court. The Intake Department is the only official (outside) entrance for children into the detention home.

Having all the facilities of the Department crowded into one room did not lend itself to efficiency. The size of this room is approximately 28 by 58 feet. The four workers' desks were at the locked door guarding the sole entrance of the room opposite the door. Two partitioned sleeping rooms were set up. One room has double deck beds to accommodate fourteen boys; the other has single cots to accommodate seven girls. There were washrooms, one for the boys and another for the girls. A small space, approximately 20 by 28 feet, between the dormitories and the section at the door set aside for the use of the staff, was used as a dining and recreation room by the children.

There is no separation between the childrens' quarters and the entrance to the Department, and consequently children brought

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<sup>15</sup> See page 28 supra.

to the Department by the police frequently constitute a source of excitement and wonder to the children already admitted. Facilities for searching children and for interviews are limited to the space around the individual worker's desk. In general, the appearance of the Intake Department is as suggestive of confinement, restraint and jail to the dependent or minor delinquent child as it is to a runaway child from a correctional institution, and this element tends to make it more difficult to establish a friendly, understanding relationship with the children admitted to the Department..... Juvenile police officers, parents and others who come to the Department to talk with a child conduct their interviews in the presence of the entire group of children.<sup>16</sup>

In February, 1939, conditions were immeasurably improved when additional space was assigned to the Intake Department. A large dormitory and a combined recreation and dining room was set up for the use of the boys temporarily housed in the Intake Department. The quarters in the main room formerly used by both boys and girls were now exclusively for the girls. Thus a complete separation of boys and girls was effected.

With the establishment of the new boys' quarters, additional space was made available for offices and small private offices were constructed to afford privacy when children and parents are interviewed. The present arrangement of office quarters and boys' and girls' quarters is adequate for the job.

#### OPERATING PROCEDURE OF THE INTAKE DEPARTMENT

The establishment of the Intake Department of the Audy Home is symptomatic of the great change in attitude toward juvenile offenders. The

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<sup>16</sup> Walsh, History and Organization of the Intake Department, 71-72.

emphasis is swinging from the legal, juridical approach to the clinical and psychological viewpoint.

It was a great step forward when the first juvenile court in the world was established in Chicago in 1899.<sup>17</sup> No longer was the child who broke the law considered a criminal, but rather the youthful offender now became a ward of the state and was subject to the care, control, and guardianship of the juvenile court. This foundation of the juvenile court was a Magna Carta of the rights of children and as such is very praiseworthy. However, since the foundation of the juvenile court system, much emphasis has been placed on the legal and juridical aspects of the question. The legal concept of the juvenile, his rights and his obligations to the state and to the common good have been stressed. More recently, however, an even more significant advance has been made in the development of the clinical and psychological approach to the problem of juvenile offenders.

True, it is important that the young people are given the full protection of the law. At the same time we must seek out the reasons why the child acted as he did; we must discover the forces that lead him to his unsocial behavior and we must apply clinical treatments to these causes. The Intake Department is not designed to act as a diagnostic clinic, but it can and it does take some preliminary, elementary steps in the analysis of the factors behind the delinquent's behavior.

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<sup>17</sup> Herbert H. Lou, Juvenile Courts in the United States, Chapel Hill, 1927, 19.

The operating procedure of the Intake Department can well be illustrated by following a typical case, showing the steps followed in handling the children. Suppose Johnny Jones has nothing to do tonight, so he "borrows" the car of one of the neighbors and has the time of his life driving all over the city. Chauffeuring his pals, impressing his girl friends, and racing any other young men he happens to meet, Johnny really enjoys himself. Unfortunately the neighbor has planned to use his car tonight, so when he discovers that the car is missing, he reports the loss to the police. An alert squad car, wondering at the youthfulness of the driver and at his lack of skill in piloting the car, had already stopped Johnny for questioning when the news of the theft of the car was flashed over the police radio. The friendly questioning of Johnny ceased and the boy was immediately taken into custody.

Because of the standing order of the Judge of the Juvenile or Family Court that every child driving or riding in a stolen car must be detained, Johnny Jones was immediately brought to the juvenile detention home. Children are no longer admitted directly to the detention home, but rather all children, even those who have been out of the home only over night, must be processed through the Intake Department of the home.<sup>18</sup>

When a child is brought into the office of the Intake Department, the police officer must fill out an admission slip, giving the full identification of the child and the complete facts of the incident for which the

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<sup>18</sup> Annual Message of William N. Erickson, President of the Board of Commissioners of Cook County, Illinois, Chicago, 1949, 197.

child has been taken into custody.<sup>19</sup> If there are any adults connected with the case, that fact is mentioned. The complainant's name, address, and telephone number is noted. The officer then signs the report and returns to his post of duty.

The child is then searched by a staff member. Contraband articles such as cigarettes, matches, gum, knives and weapons, even heavy belt buckles are taken from the boy. Valuable articles such as money, jewelry, keys are also taken from the child, itemized, and placed in an envelope marked with the youth's name.

As soon as the police officer has filled out the admission slip giving the name and address of the child, the Intake worker checks the records at the Intake Department and at the Audy Home for Children to ascertain whether or not the child has been previously admitted. During the day all new cases, as well as those accepted during the previous night are cleared with the Family Court records to learn the nature and disposition of any contacts the child may have had with the court. Considerable time is saved and accurate information is thus available at the outset as a result of these clearings, and in many instances the child is spared the necessity of reviewing his past history. Sometime reports obtained from the Audy Home and from the Family Court reveal that the child is a runaway from an institution and arrangements for his return can immediately be inaugurated, unless other circumstances require a more detailed investigation of the case.

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19 Cf. Appendix B, exhibit 1.

An intensive personal interview, the most important single step in the Intake procedure, is conducted by a trained social worker as soon after the admission of each child as possible. The Intake Department of the Audy Home is fortunate in that it has six capable intake workers available during the day. Furthermore there are two more workers assigned to the night shifts. The advantage of having this twenty-four hour service is that if necessary each case can promptly be processed, regardless of what hour of the day or night the child is brought in. Thus if psychological conditions are good and the child wants to talk, the men are ready to interview him at any time. Since this interview is so important it will be treated more in detail later in this paper.

Each child is given a thorough medical examination the same day he enters the Intake Department. If there is any indication of a physical complaint or illness, such as a wound or rash or pain, when a child is brought to the Department and the doctor is on duty, the child is not admitted but is referred to the Cook County Hospital for an immediate physical examination. If there is any illness the child will be detained at the hospital; otherwise he will be returned to the Intake Department with a certificate of approval. In many instances the findings of the medical examination may offer a clue to the physical disorder which may have a bearing on the social behavior of the child.<sup>20</sup>

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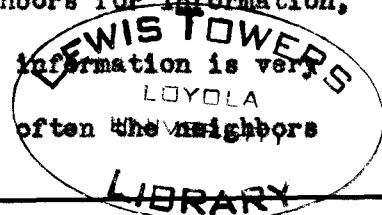
20 Annual Message of Clayton F. Smith, 1945, 156.

If the child is seriously disturbed emotionally he is referred to the Psychiatric Department of the Family Court for a psychological examination.

The purpose of this preliminary examination is merely to determine whether the Intake Department will take the responsibility of admitting the child. After office hours the emotionally disturbed child is referred to the Psychopathic Hospital for examination before he will be admitted.

Another procedure which the Intake Department uses very successfully is that of contacting the various groups and organizations which socially influence the child being examined. The two most socially important factors in the life of any young person are his home and his parents. Therefore the intake worker tries to get as much information about the home life of the child as time and circumstances will allow. Since all of the Intake Department contacts are made by telephone the social worker must be an experienced and capable questioner. Often it takes only a few words to release the flood of emotion that the parents feel toward their child. They have tried hard, they have begged, threatened, scolded, yet the child pays no attention to them, so now they want the boy locked up. Or maybe their boy is innocent; he did not do anything wrong (despite the boy's own confession). Or maybe the silent bitterness and hostility will say as much as any torrent of words. The Intake worker asks the parents to come down for an interview. Their willingness or unwillingness to cooperate is a sign of whether or not it would be good to return the child to his home.

The Intake Department does not ask the neighbors for information, but often the neighbors volunteer it. Sometimes this information is very helpful in evaluating the home situation; yet just as often the neighbors



are merely releasing the resentment they feel against the boy, and therefore their information must be carefully checked and corroborated.

The Social Service Exchange will supply a list of the various social agencies which have had contact with the child's family. The particular agencies can give exact detailed information about the home situation. If the parents are irresponsible, unambitious, unreliable, always in need of government aid, always depending on others, it is not a healthy home situation. Of course this will not be the only criterion by which a case will be judged, but at the very least these agencies can give the worker interviewing the child a general idea of the home conditions.

The school attended by the child in question is immediately contacted to learn the attitude of the boy toward authority in general and toward school in particular. Any troubles the child may have had with the principal, with his teachers, or with his fellow students, will cast light on the case. Habitual truancy often leads to delinquency;<sup>21</sup> therefore, any repeated or frequent truancy is a definite fault which must be corrected. Even the school records because of their duration and many details can produce much fruitful information for the intake worker.

The church attended by the juvenile and his family, settlement houses the boy frequented, and the neighborhood organization can also be helpful. All of these agencies can give vital information that will help show the advisability of returning the child to his home temporarily or not.

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21 Annual Message of William N. Erickson, 1951, 219.



Another important contact is the police. Frequently the district police juvenile officer may know the child either because of previous contacts with the child or with his brothers and sisters or because of his knowledge of the child's neighborhood. When there is a complaint in the case, the juvenile officer interviews him and gathers all of the circumstances of the case. The facts of the case as described by the police officer and the facts given by the youth being questioned can be compared by the intake worker and any discrepancies pointed out. The police juvenile officers because of their training and familiarity with the neighborhood conditions can give valuable information on attitudes and tendencies which might otherwise be dissimulated by the youth being questioned.

With the reorganization of the Juvenile Bureau of the Chicago Police Department by Lieutenant Robert Ryan in October, 1949, the efficiency and effectiveness of the police as a youth treating agency has been immeasurably increased. Very complete and detailed records are kept of any juvenile with whom the police have contact. All pertinent data on serious offenses and even on adjustments are recorded in duplicate. One copy is retained at the station house and the other copy is forwarded to the records department of the Juvenile Bureau. A telephone call either to the Juvenile Bureau or to the district juvenile officer will make all of this information immediately available to the Intake worker. The juvenile police officers, because of their training and familiarity with the neighborhood conditions, can often give valuable information on attitudes and tendencies which might otherwise be dissimulated by the youth being questioned. The Youth Bureau of the Police Department of the Chicago Park District is even better organized.

Of course this procedure is not always followed in exactly the same way in every case. In some cases the nature of the complaint and the knowledge of the individual will make it obvious that detention is a matter of necessity; in such cases the process will be cut short. Also, children ordered held in the detention home by the judge of the Family Court for examination by the Institute of Juvenile Research, or for a lie detector examination, or those whose cases have been continued, are immediately passed through the Intake Department without the personal interview and without social investigation. The decision to detain these children has already been made by the judge.<sup>22</sup>

When a child who has been previously investigated is admitted to the Intake Department, the social investigation will be only long enough to bring the child's records up to date.

It is very necessary to remember that the Intake Department of the Audy Home is merely a fact-finding body. The Intake Department has no authority of itself to detain or to release children. All of the information gathered by the investigation and by the personal interview is forwarded to the Complaint Department of the Family Court. It is the court referee who evaluates the information and determines whether or not there is a need for custody.<sup>23</sup> Every day the referee conducts preliminary hearings in the Intake Department and in the Audy Home.

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22 Annual Message of Clayton F. Smith, 1937, 84.

23 Annual Message of William M. Erickson, 1951, 208.

When the decision is made to transfer a child to the Audy Home for Children, the child is taken to the home by a staff member. The admission slip presented by the arresting officer at the time of the child's referral to the Intake Department is signed by the Intake worker handling the case and is presented to the admitting clerk at the detention home.

This same procedure--interview and social investigation--is followed in dependency cases, with the few necessary changes being made. In carrying out its objective the Intake Department strives in every case to make as complete an investigation as is necessary to determine the most suitable plan for the care of each individual child. It is especially necessary that dependent children, who have been more sinned against than sinning, be kept in custody for the shortest possible period of time, and that they experience detention only as a last resort. Yet the limited community resources available for the temporary care of children at times have made it necessary to refer to the Audy Home children not in need of detention but in need of service which the Intake Department was unable to obtain through the facilities to which it had access.<sup>24</sup>

#### INTERVIEWING THE CHILD

The most important single step in the Intake procedure is the intensive personal interview conducted by the Intake worker as soon as the

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<sup>24</sup> Ibid., 213.

child is admitted to the Department. The Intake Department of the Audy Home is fortunate in possessing a staff of highly trained social workers. Since this is a highly specialized job, the members must have a thorough grounding in the principles of case work; they must be able to deal both with the children and with the various agencies they will have to contact. Most of the staff members must have at least a Master's degree.

At the beginning of the interview, the child is told that the Intake Department is anxious to obtain a complete and accurate account of the situation that caused his referral to the Intake Department, in order that the Department may render him the type of service that is best suited to his case.

It is at this time that the Intake worker will be able to convince the child that he is on his side. The worker cannot make any promises regarding the possibility or length of detention, or the ultimate disposition of the case, since these matters belong to the jurisdiction of the court and of the social agencies referring the child. Nevertheless the Intake social worker, by a skillful use of psychology, can set the boy at ease and quiet his fears.

It is very important that the children, especially the dependents, be shown why they are being detained. Many children are uncertain, tense, even frightened. There is a danger that they will become uncooperative unless they are handled rightly.

For more than half of the children brought to the Intake Department it is their first experience away from their home and their first encounter with detention. This initial contact for the child often gives rise to severe emotional upset, fear, and general confusion and it is for these reasons that the Intake Department (in operation twenty-four hours daily)

recognizes the importance of having experienced, mature staff personnel, capable of affording the child the necessary relief and counsel required in this difficult situation. The effects of this first contact are sure to be of benefit in ensuring relationships that the child may have with authoritative personnel, and consequently eases the task of future guidance.<sup>25</sup>

Complete personal information, such as the child's name, address, age, sex, race, religion; the names, addresses, telephone numbers, and occupations of his father and mother; the child's occupation and school attendance; and data on the other members of his family; name, age, kin, occupation and all other pertinent data are entered on a large file card.<sup>26</sup> The reason for the child's admission to the Intake Department, the agency and person making the referral; date, time, and authorization of the boy's admission to the Audy Home for Children; and, finally, the circumstances of his release from the Home are recorded on the file card. All of the above information is entered on the front of the card; the back of the card has been arranged to accommodate the information of three subsequent admissions, should they occur.

However, the child's attitude is of much more importance than the facts of his life. The attitude of the child toward his parents and toward his offense come first. Next come his home situation, his standing at school, the respect he has for authority, his sense of responsibility

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25 Annual Message of William N. Erickson, 1952, 241.

26 Cf. Appendix B., exhibit 2.

(how does he manifest it?), the attitude of his parents toward him and toward his offense. These are the factors that the Intake worker must examine and which he must work into a special written report.<sup>27</sup> The child should be studied according to his total situation in which the particular incident is only an indication.

This intensive personal interview demands skillful use of the principles of counselling and of psychological common sense. The problem of the boy is not so much sociological as it is psychological with sociological aspects. The Intake worker wants to understand the pressures and desires that are motivating the boy, rather than gather a mere catalogue of the external characteristics of his environment. The social worker seeks to get "the feel" of the boy and then present it in written form to the court. It must always be remembered that this personal interview, and the whole Intake procedure, is in no way a trial. There is no question here of guilt or innocence. The Intake worker is concerned with the question of whether this child should be detained or whether it will be safe and expedient to release him temporarily to the custody of his parents or relatives or to an institution. If he is released, the child must report back at a designated time for the hearing on his case.

#### V CONNECTIONS WITH OTHER SOCIAL AGENCIES

Much of the success of the Intake Department depends upon how much cooperation it receives from the various social agencies. Since speed is

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27 Norman, "Detention Facilities For Children," 96.

essential to the success of the Intake process, all of the collateral social information on the young person being investigated is gathered by telephone. The Intake Department has been fortunate in the fine cooperation it has received from all the agencies it has called upon for information. It would be impossible for the Department to work efficiently without this cooperation.

Furthermore, cooperation of the other social agencies is required if the Intake Department is to achieve its second purpose: "to provide a substitute for detention in the cases of children who must be cared for temporarily away from their homes." At the present time the facilities of foster homes and institutions are being strained to their limits by the demands for long-term care for dependent and pre-delinquent children; yet during the year 1962, 394 children were given temporary shelter pending the disposition of their case by court authorities.<sup>28</sup>

The Intake Department forwards summaries of the predetention investigation of all children placed in the Audy Home to the Psychiatric Department of the Family Court. This information of the child is used in the psychiatric examination the child receives. A copy is likewise submitted to the department of the court with which the case is active, except in those instances where the referral to the Intake Department has been made by the probation officers of the court and the circumstances presumably are known to them. These reports are usually incorporated into the official court records.

The authorities at the Intake Department realize the the campaign against juvenile delinquency requires a united front. There are many social

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28 Annual Message of William N. Erickson, 1962, 243.

agencies vitally concerned in the outcome of each case. The parents, the police officers, the Intake Department, the Family Court and its officers, the various social agencies--all of these groups must perform their own proper function. If all work together the chances of success are high; but if any one group fails in its job, the chances of success are endangered; the case may even be lost. The Intake Department, being in a central position, is well suited to coordinate the efforts of the various individual groups. It sees the weaknesses or failures of a group and it is in a good position to give help and encouragement.

The third essential of good detention care has to do with strengthening community services which keep children out of the court and the detention home, shorten the length of stay by providing adequate institutional and foster home placement facilities, and provide the kind of detention home administration which will make expert care possible. It has been stated that children are found in detention in inverse relation to the adequacy of basic community services and facilities . . . . To get anywhere with the problem of detention we must approach it on these two fronts by re-examining our concepts and practices of probation and detention as well as the adequacy of our services to children in the community.<sup>29</sup>

#### NORMS OF DETENTION OR RELEASE

The first and most important principle of detention intake control is that the social worker must consider not just one, or a few individual factors, but rather the total situation of which this incident is only an indication.<sup>30</sup>

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29 Norman, "Detention Facilities for Children," 98.

30 Annual Message of William N. Erickson, 1950.



Miss Florence Warner says: "The first criterion is the seriousness of the offense committed, but this is only partially reliable."<sup>31</sup> Miss Warner continues to say that while it is true that when older children have committed serious offenses of such a nature that the public safety is endangered, such as homicide or armed robbery, then they should be detained; nevertheless if we judge children by their motives and attitudes, often their offense is not subjectively serious. They have merely "borrowed the car" for a joy ride, or they were only paying back the ill-tempered man next door. If this is a first offense and the child comes from a good family, the seriousness of the offense becomes only relatively serious.<sup>32</sup>

In making his recommendation of the release or detention to the juvenile court, the Intake worker relies heavily upon the personal interview he has had with the boy. The attitudes of the boy toward the offense with which he is charged; his attitude toward his parents and toward those in authority are very important. This attitude is a key factor in the possibility of success of a temporary release.<sup>33</sup>

The social investigation of the home situation made by the Intake worker is also an important factor. "Understanding the present needs of an individual seeking the services of the court, or making an intelligent referral of a case to a community agency, is possible only when the intake

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<sup>31</sup> Florence W. Warner, Juvenile Detention in the United States, Chicago, 1933, 153.

<sup>32</sup> Tappan, Juvenile Delinquency, 388.

<sup>33</sup> Sherwood Norman, "Detention Intake," 151.

bureau knows what has been done by other agencies active on the case."<sup>34</sup> The school and also the church attended by the boy being considered should be included in the evaluation.

The boy's past court and police records (formal and informal) should be considered before the Intake worker makes his recommendation to the court.

Finally, the availability of substitute temporary detention facilities will influence the decision. If there just are no facilities available, then detention will truly be the last resort of the judge.

Under no circumstances should dependents be detained together with delinquents. It is a sign of skill and good training for the Intake worker to be able to take these five factors (seriousness of the offense, attitude of the boy, the home situation, records of his past actions, and the possibility of using other facilities), evaluate them, and then come to a decision as to whether he will recommend release or detention to the court authorities.

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<sup>34</sup> Antolina, "Principles of Intake Control," 137.

## CHAPTER III

### FACTORS ASSOCIATED WITH THE ADMISSION OF CHILDREN TO THE INTAKE DEPARTMENT

In this chapter we will present in statistical tables an analysis of the various factors associated with the admission of children to the Intake Department of the Audy Home. An interpretation of each table is included, and, where necessary, a brief explanation of the terms. In Chapter Four conclusions based on these tables will be drawn that will show the success or failure of the Intake Department.

These statistics have been taken from the official annual report of the director of the Intake Department to the President of the Board of Commissioners of Cook County as it is published in the Annual Message of the President of the Board of Commissioners.<sup>1</sup>

Table I, on the following page, is a summary of the children admitted to the Intake Department, referred to the Audy Home for Children, and released by "other dispositions" for the sixteen-year period that the department has been in operation. During these sixteen years while a total of

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<sup>1</sup> Annual Message of Clayton F. Smith, President of the Board of Commissioners of Cook County, Illinois, Chicago, 1937, 1938, 1939, 1940, 1941, 1942, 1943, 1944, 1945, 1946. Annual Message of William H. Erickson, President of the Board of Commissioners of Cook County, Illinois, Chicago, 1947, 1948, 1949, 1950, 1951, 1952.

TABLE I

CHILDREN ADMITTED TO AND RELEASED FROM THE INTAKE DEPARTMENT  
DURING THE FISCAL YEARS FROM 1937 THROUGH  
1952

Years	Children Admitted to Intake Department			Children Referred to Audy Home for Children				Children Released by other Disposition			
	Boys	Girls	Total	Boys	Girls	Total	Pct.	Boys	Girls	Total	Pct.
1937*	3785	1290	5055	2281	804	3085	61.03	1485	486	1970	39.97
1938	4351	1492	5843	2447	891	3338	57.13	1904	601	2505	42.87
1939	4123	1334	5457	2177	822	2999	54.96	1946	512	2458	45.04
1940	3703	1305	5008	1806	773	2579	51.70	1897	532	2429	48.30
1941	4439	1471	5910	2124	830	2954	49.98	2315	641	2956	50.02
1942	4639	1891	6530	2336	1061	3397	52.02	2303	830	3133	47.98
1943	5594	2177	7771	3070	1218	4288	55.18	2529	954	3483	44.82
1944	6307	2114	8421	3422	1229	4651	55.23	2886	884	3770	44.77
1945	6626	2045	8671	3598	1273	4871	56.18	3028	772	3800	43.82
1946	6039	1941	7980	3081	1195	4276	53.58	2958	746	3704	46.42
1947	5227	2047	7274	2576	1219	3795	52.18	2651	828	3479	47.82
1948	4933	2074	7007	2409	1266	3675	52.45	2524	808	3332	47.55
1949	5340	1968	7309	2695	1252	3947	54.01	2645	717	3362	45.99
1950	4520	1807	6327	2478	1150	3628	57.34	2042	657	2699	42.66
1951	4453	1893	6346	2321	1206	3526	55.56	2132	688	2820	44.43
1952	4356	1899	6255	2460	1248	3708	59.19	1905	652	2557	40.81
Total	78425	28749	107178	41291	17428	58717	54.66	37150	11308	48458	45.34
Pct.				52.50	60.55			47.50	39.45		

\*The Intake Department began operating on February 11, 1937.

106,026 children were admitted to the Intake Department proper, only 54.6 per cent of these children, (58,717 to be exact,) were referred to the Audy Home for detention. In other words in 45.3 per cent of the cases handled, the Intake Department succeeded in its purpose "to provide a substitute for detention in the cases of children who must be cared for temporarily away from their homes."

It should be noted that the percent age of children released by "other dispositions" has kept pace with the general condition of housing in the United States. During the periods of housing shortage, (for example, the war years,) the supply of "other dispositions," whether they were wholesome family homes or foster homes or institutions was restricted and therefore the Intake Officers were forced by circumstances to refer some children to the detention home who were not in need of the type of care the detention home offers.

Through the years the ratio between boys and girls has remained approximately the same, about three to one. Approximately 47.5 per cent of the boys referred to the Intake Department were released without referral to the Audy Home; the proportion of girls released is 39.4 per cent.

The nation-wide trend of a sharp increase of juvenile delinquency during the war years is reflected in the intake figures for 1943 to 1946. However, even the largest number of children referred to the Intake Department during the sixteen years of operation (4871 for the year 1945) is still appreciably below the lowest admission rate of the detention home before the Intake Department was established.

TABLE II

CHILDREN ADMITTED TO THE JUVENILE DETENTION HOME PRIOR TO  
THE ESTABLISHMENT OF THE INTAKE DEPARTMENT  
1930 THROUGH 1936

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1930.....	9235
1931.....	9082
1932.....	7594
1933.....	5845
1934.....	6060
1935.....	5589
1936.....	5204

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However, this former high admission rate was not the fault of the Juvenile Detention Home; the Home had no option in the matter; it had to accept every child brought to it by the police or by the court authorities. Today, because of the training the police juvenile officers have received, even the total number of children referred to the Intake Department is less than the total number of children admitted to the Juvenile Detention Home in the early thirties.

The sources from which children are referred to the Intake Department are classified in Table III, on the following page, under five major headings: Police; Juvenile Court; Institutions; Agencies; Other. The number and percent of children referred each year by the various divisions is also shown on the table in parallel columns. The Police have been responsible for the referral of approximately 74.2 per cent of the children. Taken together the police and the Juvenile Court account for 92.8 per cent of all children referred to the Intake Department.

Police refers mainly to the Police Department of the City of

TABLE III

SOURCES OF REFERRAL OF CHILDREN ADMITTED TO THE INTAKE  
DEPARTMENT DURING THE FIRST TEN MONTHS  
OF THE FISCAL YEAR: 1937 TO 1952

	Police		Juv. Court		Agencies		Institution		Other	
	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.
1937*	2968	75.43	653	16.61	95	2.41	130	3.31	88	2.24
1938	3393	70.25	908	18.82	123	2.53	227	4.71	179	3.69
1939	3138	71.03	817	18.49	104	2.40	217	4.91	143	3.17
1940	2920	71.33	784	19.16	107	2.62	144	3.52	138	3.37
1941	3556	72.72	891	18.22	148	3.03	169	3.45	126	2.58
1942	4068	73.88	1053	19.13	148	2.69	97	1.76	140	2.54
1943	4835	76.73	963	15.28	249	3.95	122	2.11	133	1.93
1944	5383	78.23	915	13.30	243	3.53	134	1.94	207	3.00
1945	5575	78.39	1062	14.93	237	3.33	74	1.04	163	2.29
1946	4974	75.26	1092	16.53	315	4.76	70	1.06	158	2.39
1947	4710	77.68	1024	16.89	161	2.69	51	.87	117	1.87
1948	4293	74.34	1215	21.04	139	2.41	48	.83	80	1.38
1949	4614	75.95	1161	19.12	164	2.69	52	.86	84	1.38
1950	3745	70.91	1272	24.09	126	2.39	64	1.21	74	1.40
1951	3901	73.08	1231	23.04	97	1.82	33	.63	76	1.43
1952	3729	72.88	1159	22.65	99	1.93	50	.98	60	1.56
Mean	65,800	74.26	18,400	18.58	2555	2.82	1682	2.08	1986	2.26

\* The Intake Department began operating on February 11, 1937.

Chicago; however this classification also includes referrals from the excellent Youth Bureau of the Police Department of the Chicago Park District, the Illinois State Police, the Cook County Sheriff's Police, Federal Authorities, and the local police departments in the various municipalities of Cook County outside of the City of Chicago. The term Juvenile Court includes the judge of the Family Court and the various court departments: The Family Service Division, the Delinquent Boys Division, the Temporary Care Division, and the Complaint Division.

Among the Agencies that refer children to the Intake Department are the following: The Traveler's Aid Society, which occasionally requests temporary shelter and/or custody for runaway children; the Chicago Board of Education, which at times asks that certain truant children be taken into custody to assure their appearance at the truancy hearing; the Catholic Home Bureau, the Chicago Welfare Department, the Illinois Children's Home and Aid Society, and other child care agencies which occasionally refer children for temporary custody until a foster home suitable to the child can be located.

The category Institutions includes the Chicago Parental School, other training schools, and hospitals. Children apprehended for the violation of parole or for escaping from the Parental School are sometimes brought to the Intake Department for temporary custody pending their return to the school. Runaways or trouble makers from other training schools are also brought in for the same reason. Hospitals are designated as the agency of referral when ever children released for over twenty-four hours by the Audy Home authorities to hospitals for treatment or tests are returned to



the Home by way of the Intake Department.

The general classification of Others is a catch-all. It includes children who have been brought in by their parents, relatives or guardians; children who come alone to the Intake Department asking for help and shelter; out-of-town authorities who refer children; the Chicago Relief Administration; private individuals; and other groups.

It should be noted that because of the restrictions of the Annual Message from which these statistics have been taken, the data in Table III and in all the following tables, unless it is otherwise noted, cover only the first ten months of the fiscal year.

Since the police is by far the largest single source of referrals to the Intake Department, the practices and ideals of the policemen, especially of the juvenile officers, are closely reflected in the admission statistics of the Intake Department. The Intake Department was started in 1937, principally because the detention home was being overcrowded with children brought in by police officers. Despite General Order No. 783 of Commissioner James P. Allman, originally issued on November 27, 1935, and reissued in February, 1937, and again in September, 1941, which, in effect, directed that only in cases of serious offenses were children to be referred to the Intake Department, each year more and more children were brought to the Intake Department for detention. The establishment of the Chicago Police Department Juvenile Bureau and of the Youth Bureau of the Chicago Park District Police, both in 1946, began a trend toward fewer referrals each year. The complete reorganization and modernization of the Juvenile Bureau in October, 1949, resulted in an immediate decrease in referrals. All hopes of a continuation

of this trend of fewer and fewer referrals depends upon how well the Juvenile Bureau officers employ the training they have received.

Another significant factor in the operating procedure of the Intake Department is the length of detention in the department. Table IV, page 53, indicates the length of detention in the department of the 5,117 children admitted during the first ten months of the fiscal year of 1952. In considering the children referred to the Audy Home, it should be noted that almost 40 per cent remained in the Intake Department less than three hours, and less than 19 per cent remained more than twenty-four hours.

On the other hand, children released to other dispositions spent a somewhat longer period of time in the department. Of this group approximately 27 per cent were released within twelve hours; while 36.4 per cent remained in the department for more than twenty-four hours.

Considering both groups together, more than 42 per cent of the children were released from the Intake Department in less than twelve hours; approximately 74 per cent in less than twenty-four hours; and over 92 per cent within forty-eight hours.

The necessity of detaining 26.2 per cent of all the children twenty-four hours or longer in the Intake Department is due to a variety of factors. Some of the children are detained because the offices in most of the child care agencies are closed over the weekend and on holidays. Others are held because of the difficulty of returning children from out-of-town to the jurisdiction of agencies in their own communities. Further delays in releasing children are caused by the great number of dependent children admitted during the year. The difficulty evidenced by the inability of child-placing

TABLE IV

LENGTH OF DETENTION IN THE INTAKE DEPARTMENT OF 5,117  
CHILDREN ADMITTED DURING THE FIRST TEN MONTHS  
OF THE FISCAL YEAR, 1962

Time detained in hours	Referral to Audy Home		Other Disposition		Cumulative	
	Number	Pct.	Number	Pct.	Total	Pct.
Total	2950		2167		5117	
Under 3 hrs.	1151	39.01	190	8.77	1341	26.21
3:00 - 5:59	186	6.30	119	5.48	1646	32.16
6:00 -11:59	244	8.27	262	12.09	2152	42.05
12:00 -23:59	818	27.72	806	37.19	3776	73.79
24:00 -47:59	426	14.46	534	24.65	4736	92.55
48:00 & Over	125	4.24	256	11.81	5117	100.00

agencies to find sufficient foster homes, plus the overcrowded conditions of many institutions, has created a serious problem for the Intake Department. Some children are held beyond the average stay for children in the Intake Department in order to exhaust every possible plan other than referral to the Detention Home, when the circumstances of these cases indicated the inadvisability of detention care. Of those detained forty-eight hours or over, it was eventually found necessary to transfer only one-third of them to the detention home.

The rate of recidivism of the children referred to the Intake Department is shown in Table V. How many of the children are repeaters is an important criterion of the success of the whole system of juvenile care and correction in Cook County. The fact that 45 per cent of the children referred to the Intake Department have been admitted one or more times previously, does not mean that the Intake Department is failing in its job. There are so many factors and conditions involved in each individual case, that no one agency can be accused of failure without extensive investigation in each separate case. By the term recidivism we mean repeated admissions to the Intake Department, not necessarily the repetition of specifically delinquent acts.

The trend extending over the past five years of a decrease in the per cent of repeaters is encouraging. The gradual lessening of the number of previous admissions is a sign that success is being achieved in some cases. The fact that 17 per cent of the children come back three or more times should be interpreted not as a sign of failure in 17 per cent of the cases, but rather as success in 83 per cent of the cases.

NUMBER OF PREVIOUS ADMISSIONS TO THE INTAKE DEPARTMENT ACCORDING  
TO PERCENTAGE OF TOTAL NUMBER OF CHILDREN ADMITTED  
FOR THE YEARS 1937 AND 1943 THROUGH 1952

	None	One	Two	Three	Four	Five	Six	Seven	Eight or More
1937*	61.43	16.92	9.81	4.42	2.85	2.08	.69	.36	1.05
1943	62.31	18.13	8.23	4.47	2.61	1.54	.92	.70	1.08
1944	55.14	18.62	10.06	5.60	3.81	2.30	1.73	1.15	1.57
1945	54.48	18.40	10.34	6.23	4.02	2.26	1.40	1.02	1.83
1946	52.79	18.10	9.97	5.69	3.93	2.91	1.85	1.42	3.34
1947	53.93	17.75	9.60	6.0	3.81	2.62	1.70	1.09	3.30
1948	51.29	18.34	10.32	5.94	3.90	2.35	1.94	1.47	4.45
1949	52.61	17.45	10.24	6.47	3.72	2.42	1.79	1.31	3.99
1950	51.14	17.91	9.42	6.37	4.31	3.31	2.10	1.42	4.02
1951	53.75	19.54	9.65	5.37	3.43	2.45	1.37	1.25	3.39
1952	55.67	19.18	9.76	5.35	3.36	1.85	1.40	.87	2.56
Mean	54.93	18.24	9.78	5.61	3.61	2.37	1.53	1.09	2.79

\*Because of changes of official policy this data was not compiled during the years 1938 through 1942.

An interesting conclusion that can be drawn from a combination of Table V and Table I is that the number of children getting into trouble each year in Chicago, as gauged by the number of children admitted to the Intake Department, has dropped more than one third in the ten years from 1943 to 1952. According to Table I, page 46, the number of children brought to the Intake Department has dropped 34.10 per cent, from 7771 to 5117. Furthermore, according to Table V the proportion of repeaters has increased 5.6 per cent. Therefore, actually there are fewer new children being taken into custody now than in the past ten years.

Considering the age of the children admitted to the Intake Department, the highest per cent of children admitted belong to the thirteen-to-fifteen-years age group. One reason for this is that the sixteen-to-eighteen-years category includes only one year of boys and two years of girls. According to the Illinois Juvenile Court Code the court has jurisdiction only over boys under seventeen years and over girls less than eighteen years old. Furthermore, if boys sixteen years old are arrested, it is usually for an offense which will be prosecuted in the municipal Boys' Court rather than in the Family Court, as the juvenile court is called in Cook County.

It is rather surprising that an average of 4.3 per cent of the children referred each year are six years or under. Most of the children in this group are admitted to the Intake Department because of dependency, neglect or evictions which require emergency housing. The presence of these children, and of all children under ten years of age, presents quite a problem to the authorities both of the Intake Department and of the Audy Home. The needs of these younger children for suitable segregation and

TABLE VI

ADMISSIONS TO THE INTAKE DEPARTMENT CLASSIFIED ACCORDING  
TO PERCENTAGES OF AGE GROUPS FOR THE YEARS 1944  
THROUGH 1952

	Under 6 years	7 - 12	13 - 15	16 - 18
1944*	3.05	17.35	51.67	27.93
1945	3.15	19.63	47.97	29.25
1946	3.12	19.62	50.37	26.89
1947	4.15	19.66	48.28	27.91
1948	5.10	20.50	49.10	25.30
1949	4.53	17.69	49.65	28.13
1950	5.36	17.91	50.22	26.51
1951	5.58	15.86	50.67	27.89
1952	4.88	15.29	50.84	29.04
Mean	4.32	18.16	49.97	27.65

special individual care at times taxes the facilities of the Home to their limits.

\* Because of changes in official policy this data was not compiled during the years 1937 through 1943.

For the purposes of this report the ages of the children have been determined by their nearest birthday. For example, a child who at the time of admittance was sixteen years, eight months, is classified as seventeen years of age.

One essential requirement for the efficient operation of an intake department is the prompt processing of cases. It is essential that, once the necessary information about the child has been obtained, a prompt decision be rendered as to whether the child is to be detained or released. It is useless to expedite the information-gathering process if there is not action taken immediately to actually release or detain the child.

Usually the daily preliminary hearings held by the Family Court Referee on the advisability of custody in all cases of petitions of delinquency filed by police officers, and the ordinarily prompt action by the various divisions of the court remove all causes of anxiety in this regard. However, over weekends and on holidays there often is a delay in the handling of the cases. According to some authorities this is an unnecessary delay which could be obviated if authority were granted to the Intake Department personnel to detain or release children brought in at times when the court officers were not present and delay would cause hardship.<sup>2</sup>

According to the present mode of procedure followed by the Family Court of Cook County, when a child is arrested and brought to the Intake

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<sup>2</sup> 1952 Yearbook, N.P.P.A., 146, 143, Paul W. Tappan, Juvenile Delinquency, 367.



Department for custody, the arresting officer must ask the head of the court Complaint Division for authorization to file a petition of delinquency. When a delinquency petition is filed on the child, the child is presented to the Referee of the Family Court at a preliminary hearing. It is at this hearing that the detention or release of the child is authorized. The practice of conducting these preliminary hearings is the result of efforts to make detention and custodial procedures in Cook County conform to the law.<sup>3</sup>

When a petition of delinquency is not filed the case is referred to the Complaint Division for investigation. In some cases the probation officers of the Complaint Division itself are able to adjust the case; then they are the ones who make the decision on release or detention. However, more often the Complaint Division refers the case to another division of the court for investigation and a plan.<sup>4</sup> It is the probation officers of this division who upon receipt of the information from the Intake Department, authorize the detention or release of the child.

Because of the detrimental influence which it is thought that hardened and more experienced juveniles may exercise on other children, parolees from correctional institutions are now transferred immediately to

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3 Annual Message of Clayton F. Smith, 1942, 101-102.

4 Annual Message of William N. Erickson, 1952, 250.

the Audy Home, irrespective of the probable period of detention. This is often done on the initiative of the Intake authorities. However, most of the referrals of children to the Audy Home by Intake workers are due to the necessity of immediately relieving overcrowded conditions caused by increased admissions. The boys and girls charged with serious crimes and those needing a longer period of stay in the department than is compatible with the Intake Department's policy, are the ones most apt to be transferred from the Intake to the Audy Home when the Department becomes overcrowded.<sup>5</sup>

In cases not involving court action, the particular social agency under whose supervision the neglected or dependent child is placed, authorizes the release, or, if no shelter facilities are immediately available, the temporary referral of the child to the Audy Home.

Table VII shows that when the referrals for 1952 are compared with those of 1941, the earliest date these particular statistics were recorded, the percentages of the Juvenile Court and the Intake Department remain about the same. After 1942 the referrals previously ascribed to the police were authorized by referees at the preliminary hearings, thus raising their average over twelve years to 13.6 per cent.

During these twelve years the Juvenile Court was responsible for an average of 55.28 per cent of the boys referred to the Audy Home; the preliminary hearings were responsible for 13.6 per cent, and the Intake Department for 29.7 per cent.

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<sup>5</sup> Annual Message of Clayton F. Smith, 1942, 101.

TABLE VII

AUTHORIZATION FOR THE REFERRAL OF CHILDREN TO THE AUDY HOME  
FOR THE YEARS 1941 THROUGH 1952

	Juvenile Court		Preliminary Hearing		Intake		Police *	
	NUMBER	PCT.	NUMBER	PCT.	NUMBER	PCT.	NUMBER	PCT.
**								
1941	1321	54.75	77	3.19	686	28.43	529	13.63
1942	1405	49.63	602	21.26	655	23.14	169	5.97
1943	1678	48.31	431	12.40	1365	39.29		
1944	1955	51.05	494	12.90	1380	36.05		
1945	2216	55.03	628	15.59	1183	29.38		
1946	1967	55.07	596	16.68	1009	28.25		
1947	1888	60.37	347	11.07	894	28.60		
1948	1770	58.70	264	8.76	981	32.54		
1949	1900	57.84	344	10.48	1039	31.65		
1950	1778	58.39	488	16.03	779	25.68		
1951	1657	56.11	493	16.70	803	27.19		
1952	1827	55.15	544	18.44	779	26.41		
TOTAL	21162	55.28	5308	13.62	11552	29.70		

\* After March 1, 1942, the Police were no longer able to order the detention of children.

\*\* Because of changes in official policy no data was compiled for the years 1937 through 1940.

The reasons for the referral of children to the Audy Home by the various authorities can be classified under five headings: 1. Juvenile Court Order; 2. Seriousness of charge; 3. Pending Investigation; 4. Hold for plan; 5. Examination or service.

Juvenile Court Order includes the preliminary hearings in which the Referee acts as a delegate of the judge, continuance of the court hearings, commitments to institutions or agencies, referrals or writs and warrants.

Seriousness of charge: in this case custody is required for the safety of the child or of the community. Previous offenders are placed in the Audy Home under this reason. Pending Investigation designates a need for future investigation by the police or by the court probation officers. Sometimes the child is ordered detained until the apprehension of others involved in the case.

Hold for plan indicates the failure of the juvenile to adjust to his own home or to a foster home or to an institution; it also includes violation of probation. In these cases the required investigations have already been completed, but the child is detained pending placement. Examination or service includes those held for psychiatric examinations by the Institute of Juvenile Research, or for lie detector tests or medical care.

These three groups (Juvenile Court, Preliminary Hearings, Intake Department) realize the disadvantages of detention in the Audy Home and, all things considered, they try to arrange dispositions other than detention in as many cases as possible. Table VIII, page 64, shows how many of the children have been released from the Intake Department in the sixteen years it has been in operation to dispositions other than the Audy Home for Children.

Keeping in mind the two-fold purpose of the Intake Department: "to

determine which children are in need of detention, and, secondly, to provide a substitute for detention in cases of children who must be cared for temporarily away from their homes,"<sup>6</sup> we will now consider the "substitutes for detention" which the Intake Department strives to provide for the children referred to it.

In this table (Table VIII), the disposition considered is the immediate disposition by which the child is released from the department. For example, a child may be released to a probation officer of the Juvenile Court and returned to his home by the officer, but since subsequent dispositions are not generally made known to the Intake workers such a release is classified as Juvenile Court.

The steady rise in the percentage of children released to their parents, relatives, or guardians from 47.6 per cent in 1937 to 73.6 per cent in 1952, is very commendable. This is due to the recognition by social workers of the fact that the place of children, whenever possible, is in their own home.

However, we must remember that some children, either because of the seriousness of their offense, or because of a lack of parental control, or to insure appearance in court, simply must be detained. Furthermore, at times children who are the object of dependency or neglect, must, because no other care is immediately available, be given temporary "Shelter care" in the Intake Department or in the Audy Home. These dependent children should be segregated as much as possible from the delinquents.

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6 Ibid., 1938, 93.

TABLE VIII  
DISPOSITIONS OTHER THAN REFERRAL TO THE AUDY HOME 1937 THROUGH 1952

	Parents Rel., Guard		Institutions		Agencies		Juv. Court		Police	
	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.
1937	747	47.61	303	19.31	155	9.88	227	14.47	137	8.73
1938	1022	50.00	368	18.00	142	6.94	331	16.20	181	8.86
1939	1097	55.30	327	16.49	191	9.63	205	10.34	163	8.22
1940	1150	57.79	307	15.43	178	8.94	222	11.21	132	6.63
1941	1550	62.58	390	15.75	171	6.90	218	8.80	148	5.97
1942	1687	63.03	432	16.15	169	6.32	264	9.87	124	4.63
1943	1980	70.01	406	14.35	132	4.67	198	7.00	112	3.97
1944	2259	74.00	391	12.81	122	4.00	184	6.02	97	3.17
1945	2312	75.00	361	11.70	143	4.79	167	5.41	96	3.10
1946	2139	70.43	436	14.36	183	6.02	131	4.31	148	4.88
1947	2078	70.82	478	16.29	143	4.87	138	4.70	97	3.32
1948	1942	70.36	457	16.57	145	5.25	133	4.82	83	3.00
1949	2033	72.81	396	13.82	153	5.66	134	4.81	81	2.90
1950	1524	68.16	405	18.11	109	4.88	155	6.93	43	1.92
1951	1738	72.87	336	14.09	94	3.94	148	6.21	69	2.89
1952	1596	73.65	341	15.74	53	2.44	100	4.61	77	3.56
Total	26854	65.90	6124	15.56	2293	5.94	2955	7.85	1788	4.75

The average percentage of children released to their parents, relatives, or guardians during the sixteen years the Intake Department has been in operation is 65.9 per cent. As more children were returned to their homes each year this proportion has increased. The percentage released to institutions, agencies, the Juvenile Court and the police has steadily fallen; in 1952, these combined groups equaled only 30.1 per cent.

A more detailed classification of the other dispositions to which children are released is contained in Table IX. Among the institutions to which children are released, the Chicago Parental School, a boarding school operated by the Board of Education of the City of Chicago, received the highest number of children. Habitual truants and minor offenders are sent to the Parental School by the authorities as a means of correcting them. The House of the Good Shepherd is a private school conducted for delinquent girls. St. Joseph's Home for the Friendless, Maryville Academy (formerly St. Mary's Training School), St. Hedwig's Orphanage and Angel Guardian Orphanage are all private Catholic institutions that offer shelter and care to dependents and pre-delinquents. The Illinois State Training School for Boys at St. Charles, and its companion the Illinois State Training School for Girls at Geneva, are public institutions for delinquents. Sick children are referred to hospitals such as the Cook County Hospital, Dixon State Hospital, Cook County Contagious Hospital, and the Lincoln State Hospital. Others includes institutions to which less than five children were referred, such as the Glenwood School, Chicago Home for Girls, Lisle Manual Training School, Lawrence Hall, and the Chicago Orphan Asylum.

Wards of child care come under the Agencies classification. The

Traveler's Aid Society accepts responsibility for children whose residence is outside Cook County. The Society provides shelter and trainfare home for these children. The Chicago Home for the Friendless also provides shelter for children.

The State Parole Office accepts temporary custody of parole violators from state institutions, and also of children committed to state institutions. The Catholic Home Bureau, the Children's Division of the Chicago Welfare Department, and the Lutheran Child Welfare Association all provide foster homes for the children released to them.

Others includes various agencies to which less than five children are referred. Some of these are the Illinois Children's Home and Aid Society, the Joint Service Bureau, and the Jewish Children's Bureau.

Children released to the Juvenile Court include those released to the various divisions of the court: the Temporary Care Division, the Family Service Division, the Delinquent Boys' Division, and the Complaint Division.

Most of the children released to the Police are those who have misrepresented their age and whom investigation has disclosed to be over the statute age. Children are also released to the police for questioning. Federal Authorities, such as the United States Marshall, or agents of the Federal Bureau of Investigation, at times are given custody of children whom they plan to question or prosecute. Out-of-town authorities accept custody of children for transportation to their proper jurisdiction. Others includes suburban police, the Cook County Highway Police, and the Illinois State Police.

Table X, citing the reasons for the referral of children for these select years, should not be considered a catalog of all the crimes committed by



TABLE IX

DISPOSITIONS OTHER THAN REFERRAL TO THE AUDY HOME, A DETAILED  
CLASSIFICATION, 1950 - 1952

Children Released to:	1950		1951		1952	
	No.	Pot.	No.	Pot.	No.	Pot.
Parents, Relatives, Guardians	1524	68.16	1738	72.87	1596	73.65
Institutions	405	18.11	336	14.09	341	15.74
Chicago Parental School	279		194		170	
House of Good Shepherd	18		31		30	
St. Joseph's Home for Friendless	43		20			
Maryville Academy	10		21		37	
St. Hedwig's Orphanage	8					
Angel Guardian Orphanage			15		11	
Ill. State Training School			14		30	
Geneva Training School			6		17	
Hospitals	11		8		14	
Others*	68		27		32	
Agencies	109	4.88	94	3.94	53	2.44
Chicago Home for Friendless	24		13		7	
Travelers' Aid Society	29		20		16	
State Parole Office	22		15		1	
Child Welfare Dept. (Child- ren's Division)	21		19		16	
Catholic Home Bureau	6		10		8	

TABLE IX (Continued)

DISPOSITIONS OTHER THAN REFERRAL TO THE AUDY HOME, A DETAILED  
CLASSIFICATION, 1950 - 1952 (Continued)

	1950		1951		1952	
	No.	Pot.	No.	Pot.	No.	Pot.
Lutheran Child Welfare Association			12			
Others*	7		5		5	
Juvenile Court	155	6.93	148	6.21	100	4.61
Temporary Care Division	74		41		28	
Family Service Division	32		66		51	
Court	24		15		11	
Delinquent Boy's Division	22		19		7	
Complaint Division	3		7		3	
Police	43	1.92	69	2.89	77	3.56
Chicago	22		29		20	
Out of Town Authorities	9		33		52	
Federal Authorities	6		2			
Others*	6		5		5	
Total	2236		2385		2167	

\* Agencies and institutions to which less than five children were referred.

juveniles in Chicago during these three years. No well-informed person will claim that the culprit is arrested for every crime that is reported to the police. Not even all crimes are reported to the authorities. Some juveniles commit a number of offenses before they are arrested; for example, one boy admitted in court that he had stolen twenty cars before he was arrested.<sup>7</sup>

When, as occasionally happens, more than one charge is placed against a child, the immediate reason for referral to the Intake Department is the one designated on the admission blank. Now let us consider the individual reasons for referral.

Within the category Assault belong fighting and attacking others with, or without, weapons.

Behavior includes disorderly conduct, loitering, malicious mischief, trespassing; all various names to describe the ways boys get into trouble. Burglary covers all forms of burglary: homes, factories, schools, trucks. This is the third most common offense charged against the juveniles during these three years (1947 - 1949). In the over-all picture, burglary is the second most common offense committed by juvenile criminals.

When it happens that juveniles who had been released to the custody of the parents pending their court hearing are declared delinquent by the judge and are ordered to be committed to an institution, these children are taken to the Intake Department for custody until they can be provided transportation to the institution. Such referrals are classified as commitments, whether

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7 Annual Message of William W. Erickson, 1952, 252.

they be to the Illinois State Training School for Boys at St. Charles, or to the Illinois State Training School for Girls at Geneva, or to the Chicago Parental School or to the House of the Good Shepherd, or other such institutions.

Courts and Police is the official term used to designate children admitted to the Intake Department on any of the following court orders: Hold for Court, Hold for Psychiatric Examination at the Institute for Juvenile Research, Hold for Juvenile Officer, Hold for Placement, Hold as Witness, Hold for Probation Officer, Truancy Writ, Court Warrant, Hold for Plan. This is the third most common reason alleged for the detention of children.

During 1947 - 1949, a total of 1,363 children were admitted to the Department as Dependent and Neglected. Abandoned children, lost, neglected, feeble-minded and evicted children are considered here as well as actually dependent children. Escapes from the Illinois State Training Schools, the Chicago Parental School, and other institutions are retained at the Intake Department until they can be returned. Eighteen children were admitted on extortion charges, that is, obtaining money because of threats of violence. Under Firearms were listed all those charged with fixing guns, larceny of guns, or the unlawful possession of guns.

By Incorrigibility is meant children who are beyond the control of their parents or guardians; those who are abusive to their parents, guardians, or school teachers; and those who fail to respond satisfactorily under supervision. This includes failure to adjust in their own home, in foster homes, or in institutions. Children have been admitted for Intoxication. Larceny, the fourth most frequent offense, is the broadest category of thefts.

Under this classification are included thefts which are not classified under the specific titles, such as purse snatching, shoplifting, stealing bicycles, stealing from their own homes, robbing the mails. Grand larceny is the theft of goods valued at over fifty dollars; petit larceny is theft of goods valued at less than fifty dollars.

The rate of Larceny of a Motor Vehicle has become so serious that in 1950 Judge Robert J. Dunne ordered that every child apprehended in the act of stealing or driving, or even merely riding in a stolen car, or tampering with a car, must be detained and a petition of delinquency must be filed in each case.<sup>8</sup> The number of children detained on this charge remained high throughout 1952.<sup>9</sup> Driving without the consent of the owner of the car is also included in this category. Murder includes manslaughter, the crime according to which a person is killed as the result of the negligence of another.

Narcotics at present are a cause of alarm to juvenile authorities of Cook County. In 1947 only twelve children were detained on this charge; however, the number rose to twenty-one in 1948, to seventy-five in 1949, and to ninety-three in 1950. In the same year, 1950, efforts were organized to combat this danger. One result was that in 1951 the number dropped slightly, to eighty-nine. The division Narcotics includes both the possession of and the use of drugs.

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8 Ibid., 1951, 217

9 Ibid., 1952, 253.

Entered under the title Parole are violators of the terms of their parole from state hospitals and from state training schools. The term Property includes arson, damage to private property, damage to school property, and the receiving and/or possession of stolen property. Robbery covers armed robbery, a very serious offense, Jack-rolling, the robbing of intoxicated persons, and strong-arm robbery.

Runaway, by far the most frequent offense, is used as a classification for children residing outside Cook County who have run away from their place of residence, whether this be their parents' home, the home of relatives or a foster home in which they have been placed. These runaways can be local ("lost children"), out-of-town, or from institutions. By Self is meant children who have come to the Intake Department of their own accord requesting shelter.

Sex Offense designates all types of sex misconduct: rape, indecent exposure, perversions, indecent liberties, incest, and crimes against nature. Finally, fourteen Suicide Attempts and twenty two Traffic Violations were also recorded as the reasons for the referral of children.

TABLE X

REASONS FOR REFERRAL OF CASES ADMITTED TO INTAKE DEPARTMENT,  
THREE SELECT YEARS: 1947, 1948, 1949

	1947		1948		1949	
	No.	Pct.	No.	Pct.	No.	Pct.
Assault	133	2.19	105	1.80	129	2.12
Behavior	231	3.81	228	3.95	298	4.91
Burglary	693	11.43	677	11.72	644	10.60
Commitments	176	2.90	277	3.93	203	3.35
Courts and Police	660	10.89	709	12.27	884	15.20
Dependent and Neglected	447	7.37	465	8.05	451	7.43
Escapees	77	1.27	139	2.41	90	1.51
Extortion	2	.03	1	.01	15	.03
Firearms	184	3.03	88	1.52	84	1.41
Forgery	14	.24	5	.08	14	.03
Incorrigibility	363	5.99	317	5.49	296	4.90
Intoxication	33	.54	27	.47	22	.04
Larceny	687	11.33	617	10.73	579	9.63
Larceny (Motor Vehicle)	476	7.85	495	8.57	557	9.36
Murder	4	.07	4	.06	13	.02
Narcotics	12	.20	21	.36	75	1.24
Parole	127	2.09	138	2.39	130	2.14

TABLE X (Continued)

REASONS FOR REFERRAL OF CASES ADMITTED TO INTAKE DEPARTMENT,  
THREE SELECT YEARS: 1947 - 1949  
(Continued)

	1947		1948		1949	
	No.	Pct.	No.	Pct.	No.	Pct.
Property	53	.87	63	1.09	89	1.50
Robbery	189	3.12	113	1.97	174	2.91
Runaways	1020	16.82	857	14.86	830	13.72
Self	3	.05	8	.12	2	.01
Sex Offender	463	7.64	467	8.09	480	7.92
Suicide Attempts	4	.07	4	.06	6	.01
Traffic Violation	12	.20			10	.01
Total	6063		5775		6075	



## CHAPTER IV

### EVALUATION OF THE INTAKE DEPARTMENT

In order to come to a proper appreciation of the value of any organization we must study that organization carefully to see if, and to what extent, it performs the function for which it was established. The Intake Department of the Audy Home for Children was established by the Board of Commissioners of Cook County "to determine which children are in need of detention; and, secondly, to provide a substitute for detention in the cases of children who must be cared for temporarily away from their own homes."<sup>1</sup>

Chapter II of this thesis has shown in detail the procedure whereby the Intake Department thoroughly examines each child, his character, home environment, school, and social life in an effort to learn the complete situation of the child. Great pains are taken to avoid hasty judgments. All possible means of information are examined. Experienced social workers examine tangible sources, such as police records, formal and informal; juvenile court records; social service agencies' memoranda; and intangible sources--the attitude of the child toward the offense with which he is charged, his attitude toward his parents, toward his school and toward those in authority.

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1 Annual Message of Clayton F. Smith, 1938, 93.

Needless to say these attitudes are difficult to evaluate.

Chapter III shows that the Intake Department of the Audy Home has achieved its purpose particularly well in these four ways: 1) it has been able to provide a substitute for detention in 45.3 per cent of its cases; 2) in the cases it has had to detain it has sent the children into detention with a good psychological preparation for detention; 3) it has become an efficient coordinator of all the agencies and institutions concerned with the delinquent child's problems; and 4) though principally a fact finding body, it has given each of its cases sympathetic and individual attention.

1) Has the Intake Department succeeded in providing substitutes for detention in the cases of children who must be cared for temporarily away from their homes? Yes, in 45.3 per cent of the cases. Furthermore, 45.3 per cent is by no means the full extent of the success of the work of the Intake Department. Many of the children admitted to the Intake Department for detention in the Audy Home really do need to be detained either for their own good, or for the good of society. Some children are so irresponsible, as is shown by the serious crimes they have committed, that their freedom must be restricted until they are taught their duties and obligations to society. Other children are so beyond the control of their parents that custody is necessary. Unfortunately the type of juvenile custody offered in Chicago is not the best.

In the sixteen years it has been in operation, the Intake Department has handled 107,178 children for examination and detention. Of these 107,178 children admitted to the Department, 58,717 or 54.6 per cent have been re-

ferred to the Audy Home for detention; 48,458 or 45.3 per cent, have been released to other dispositions.

Therefore, if we add the number of children who need to be detained to the number of children released to dispositions other than the Audy Home, we will find that the Intake Department has been eminently successful in its labors.

As we said in Chapter II, the Intake Department does not have the legal authority to detain or to release the children referred to it. The Intake worker gathers all of the pertinent information and forwards these data together with his own recommendation to that department of the court which has jurisdiction over the child.

The Juvenile Court Act empowers the Judge of the Juvenile Court to refer children to the Juvenile Detention Home. The Judge has delegated this authority to the officers of his court, who are probation officers and juvenile police officers. In general the plans and investigations of the cases of children are the responsibility of the Juvenile Court, Probation Officers and Juvenile Police Officers. Because of these circumstances the authority of the Intake Department is limited and it is necessary for this department to function only with the cooperation of the Juvenile Court Officers and Juvenile Police Officers. In brief, the decision for admission does not rest with the Intake Department. . . . On the basis of this information the disposition of the case is decided upon by the person making the referral or a designated court officer and the Intake Department worker.<sup>2</sup>

There are also certain variable factors which can account for the changes in the percentage of children released from the Intake Department. Changes in policy of the police department immediately affects the Intake

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<sup>2</sup> Francis M. McCarthy, Study of the Disposition of the Cases of 882 Children Admitted to the Cook County Juvenile Detention Home in the Months of March, June and September, 1937. Unpublished M. A. Thesis, Loyola University, Chicago, Illinois, 1939, 10-11.

records. Changes in policy of the Judge of the Juvenile Court, who is the center and source of authority in all cases involving juveniles, for instance, to detain every child caught stealing or riding in a stolen car. Pressure from newspapers to "get tough with those young criminals"; overcrowding of the detention home which would necessitate the release of all but the most serious cases; the convictions of social workers varying from too easy to too hard--all of these factors influence the rate of detention and release.

2) Nor can the Intake Department be said to have failed in the 58,717 or 54.6 per cent, of the cases it has referred to the Audy Home for detention. The purpose of detention is not merely to deprive the child of his liberty. Rather, the main purpose of detention is to teach the child responsibility, his proper attitudes and duties toward society. If the child detained is to learn these things, he must be psychologically prepared for detention beforehand.

The Intake Department considers the psychological preparation for detention that it gives to all the children it receives as one of the most important of all its functions. During the course of the personal interview the Intake worker tries to convince the child that he is interested in him and that he sincerely desires to help him. Many children, especially the inexperienced ones, are terrified at the prospect of being "locked up."

For more than half of the children brought to the Intake Department it is their first experience away from their home and their first encounter with detention. This initial contact for the child often gives rise to severe emotional upset, fear, and general confusion and it is for these reasons that the Intake Department (in operation twenty-four hours daily) recognizes the importance of having experienced, mature staff personnel, capable of affording

the child the necessary relief and counsel required in this difficult situation. The effects of this first contact are sure to be of benefit in ensuring relationships that the child may have with the authoritative personnel, and consequently eases the task of future guidance.<sup>3</sup>

Most children come to the Intake Department with the idea that the detention home is a place of punishment. The Intake workers explain the truth of the situation to the children. It is also very necessary to interpret to the dependents the reasons why they are being detained in the Intake Department.

The Intake workers seek to impress on the children the seriousness of the situation, yet this is done in a kind, firm way to avoid arousing any spirit of antagonism on the part of the child.

Sherwood Norman, Detention Consultant of the National Probation and Parole Association, has described the model detention home:

It offers to children full of anxieties and tension a staff and program which does a job of de-tension. In this home the process of rehabilitation begins when the child is detained.<sup>4</sup>

3) The third valuable contribution of the Intake Department to the system of child care in Chicago is its function of coordinating the efforts of many different agencies. Because it is in a central position between the police officers who arrest the children and the parents, court, and the child-care agencies, the Intake Department is able to achieve an all-embracing, unified view of the whole situation. It can suggest plans of action and

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3 Annual Message of William N. Erickson, 1952, 241.

4 Sherwood Norman, "Detention Intake," 1952, 142-143.

it can point out the weaknesses of various proposals. Because of the high standard of academic training of its personnel, the Intake Department is able to take full advantage of this situation.

At times, by expediting a case through the official channels the Intake Department can affect a substantial decrease in the period of detention of a child. For example, if a child cannot be released from custody until certain legal forms have been filled out, the Intake workers will help gather the information and forward it to the proper offices.

This cooperation is also reciprocal. In providing substitutes for detention in the cases of children to be released from the Intake Department, the Intake Department must have the cooperation of the various temporary child shelter institutions. The investigation and preparations of the department would be of little value without the cooperation of institutions in accepting the children.

The Intake Department further aids the children who come under the jurisdiction of the Family Court by distributing to the various court divisions a copy of its report on each child. This step alone speeds up the processing of cases by obviating the need for another interview. Copies of the report go to the Psychiatric Department and to the particular division in whose care the child has been placed.

Occasionally the Intake Department will detain in custody, even for several days, children, especially dependents, who would probably be released from the detention home within a short time. This is done to prevent, as far

as possible, the necessity of transferring the children to the detention home.

The recidivism of 45.1 per cent of the children admitted to the Intake Department should not be used as a charge of failure against the Department. Rather this recidivism can be the result of so many factors that no one institution can be condemned unless there is an extensive investigation in each individual case.

Considering the fact that for 54.9 per cent of the children admitted to the Intake Department, this is their first contact with court authorities, and therefore the entire investigating process must be gone through, the fact that 42 per cent of the children are detained less than twelve hours in the Intake Department and that over 73 per cent are released within twenty-four hours shows the efficiency and energy of the Intake workers.

4) Every detention home questions the children that are brought to it; the special merit of the Intake Department of the Audy Home is that the Intake personnel have organized what in other detention homes is usually a haphazard procedure. The Intake Department does an expert job. Not only does it examine the children, but, realizing that detention should be the last resort<sup>5</sup> the Department even tries to provide a substitute for detention.

The Department derives its effectiveness from a combination of these three techniques: the intensive personal interview; the examination of the Juvenile Court and police records; and the social investigation of the child's

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5 Annual Message of William N. Erickson, 1950, 244.

environment. If nothing else, the Intake Department is an excellent fact-finding body.

Each child is treated as an individual; his own particular situation and problems are considered. There is no generalizing of causes. By coordinating the efforts of many child-care agencies, the Department works to speed up the release of the children detained.

A hidden advantage of the Intake Department is that sometimes it can be an effective "eye-opener" to troublesome children. The children may be detained twelve or even twenty-four hours, but without suffering the disadvantages of the detention home proper. This temporary detention impresses on the children the seriousness of their misconduct.



## CHAPTER V

### RECOMMENDATIONS AND CONCLUSIONS

The value of the Intake Department of the Audy Home could be increased by the adoption of the following five recommendations: 1) eliminating detention of dependent children; 2) gaining a recognition of the Intake Department's recommendations by the divisions of the juvenile court; 3) obtaining higher salaries for the Intake personnel so that the better talent in this field will be attracted to this work; 4) granting the Intake Department jurisdiction to decide cases on weekends and on holidays when the juvenile courts are not in session; and 5) clarifying the criteria of the detention of the children.

1) One obvious weakness in the Intake and Detention process is the necessity of detaining dependent children. Attempts are always made to provide foster homes for the dependents; nevertheless, because of the present shortage of foster home facilities, a large number (1363 in the three years: 1947 - 1949) of dependents are referred to the Intake Department for care.<sup>1</sup> Dependent children need sympathetic care, not guards.

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1 See Table X, page 73.

2) A defect that weakens the efficiency of the Intake Department is the fact that its recommendations are not always followed. More attention should be paid to the reports and suggestions the Intake workers make to the heads of the various divisions of the court. The Intake workers often spend six to eight hours studying a case, interviewing the child, and consulting records and agencies. Except in extreme cases their recommendations should be followed.

3) Since the standard of wages paid to the staff members of the Intake Department is below the level of wages paid by the court and other social agencies, the Intake Department has difficulty keeping its staff of social workers. Even as early as 1941 the Department suffered because its workers were attracted to other agencies by the offer of higher salaries.<sup>2</sup> At the present time, however, by using graduate student personnel an academic level higher than that in any other agency or court division is maintained, despite the low salaries.

It is highly recommended that more attractive salaries be offered the staff of the Intake Department. The efficiency of the department will be increased and skilled social workers will be attracted by the salaries. The present rapid turn-over of social workers is inefficient.

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2 Annual Message of Clayton F. Smith, 1941, 121.

4) Occasionally it happens that the full investigation procedure on a certain child has been completed, but because it is a weekend or a holiday, no court officer is available to authorize the release of the child. The discretionary powers of the Intake workers, or at least of the supervision of the Intake Department, should be increased to include jurisdiction to handle such situations.

5) Furthermore, steps should be taken to clarify the criteria upon which the decision to detain or to release the children is based. A situation in which the Intake worker recommends one course of action while the court worker authorizes a different course of action, should not be allowed to continue. There are enough problems connected with child-care work without having disagreements between agencies.

#### CONCLUSION

All things considered, in the Intake Department Chicago has a social agency of which it can justifiably be proud. Real progress has been made since the days of 1937 when every child brought to the Detention Home was kept in custody. Now the children are getting expert examination and treatment.

The rate of recidivism has gone down during the past five years. This shows a definite improvement, despite sensational newspaper stories of juvenile crime waves. The authorities of the Intake Department are to be congratulated on the fine work they have done, and they should be encouraged to keep up their efforts.

Finally, the Board of Commissioners of Cook County is to be praised for taking the pioneer step of initiating this very successful department.

The wisdom of their choice of a director to begin this organization is shown by the obvious success that the department has enjoyed. Whether we consider its success as represented by the 45.3 per cent of the children that it has saved from the detention home, or the psychological preparation for detaining children, or the work of coordinating the various child-care agencies--all things considered, the Intake Department has done a commendable job.

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## APPENDIX A

TABLE I

RATE OF DELINQUENCY OVER A PERIOD OF 15 YEARS OF  
ONE THOUSAND BOYS WHO APPEARED BEFORE THE BOSTON JUVENILE  
COURT, 1922 TO 1937\*

	Prior Period 1917 - 1922 Mean age: 13 $\frac{1}{2}$ years		1st Period 1922-1927 Age: 19 years		2nd Period 1927-1932 Age: 24 years		3rd Period 1932-1937 Age: 29 years	
	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.
Inapplicable, dead, unknown	5		59		112		148	
Non-delinquent	7	.7	137	14.6	238	26.8	312	36.6
Minor delin- quent	241	24.2	182	19.3	282	31.8	282	33.1
Serious offenders	747	75.1	622	66.1	368	41.4	258	30.3

\* Sheldon and Eleanor T. Glueck, Juvenile Delinquents Grown Up,  
New York, 1940, 317, 21.

TABLE II

NUMBER OF ARRESTS OVER A PERIOD OF 15 YEARS OF  
ONE THOUSAND BOYS WHO APPEARED BEFORE THE BOSTON  
JUVENILE COURT, 1922 TO 1937\*\*

	PRIOR PERIOD		1st PERIOD		2nd PERIOD		3rd PERIOD	
	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.
Unknown	2		61		126		154	
One arrest	294	47.1	154	20.6	111	19.2	114	23.7
Two arrests	151	24.2	167	22.3	118	20.4	83	17.3
Three arrests	80	12.8	126	16.8	75	13.0	61	12.7
Four arrests	50	8.0	96	12.8	72	12.5	60	12.5
Five arrests	24	3.8	78	10.4	59	10.0	28	5.8
Six and more arrests	25	4.1	128	17.1	143	24.9	134	28.0
Total arrested	624	62.5	749	79.8	578	66.1	480	57.9
Not arrested	374	37.5	190	20.2	297	33.9	356	42.1
Mean number of arrests for those arrested		2.28		3.42		3.76		3.78

\*\* Ibid., 309

# APPENDIX B

## EXHIBIT I

### JUVENILE DETENTION HOME

Intake Department

Admission Blank

Date \_\_\_\_\_

Name of Child \_\_\_\_\_ Alias \_\_\_\_\_

Age \_\_\_\_\_ Years. Birth Date \_\_\_\_\_ Month \_\_\_\_\_ Day \_\_\_\_\_ Year \_\_\_\_\_ Color \_\_\_\_\_

Address \_\_\_\_\_ Floor \_\_\_\_\_ Phone No. \_\_\_\_\_

Father's Name \_\_\_\_\_ Address \_\_\_\_\_

Mother's Name \_\_\_\_\_ Address \_\_\_\_\_

Occupation or (School and Grade) \_\_\_\_\_ Religion \_\_\_\_\_

Facts Concerning Detention \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Are any adults arrested in this case? Who \_\_\_\_\_

\_\_\_\_\_

Is subject needed as witness in adult case? Describe \_\_\_\_\_

\_\_\_\_\_

Complainant's Name \_\_\_\_\_ Residence Phone No. \_\_\_\_\_

Home Address \_\_\_\_\_ Business Phone No. \_\_\_\_\_

Is complainant notified to contact juvenile officer? \_\_\_\_\_

Who has been notified child is in custody? \_\_\_\_\_ P. M.  
At A. M. Date \_\_\_\_\_

Place of Arrest \_\_\_\_\_ By \_\_\_\_\_  
A. M. (Officer making arrest)  
P. M. Filled by \_\_\_\_\_  
Hour \_\_\_\_\_ (Officer making report)

Time of Arrest \_\_\_\_\_ Date \_\_\_\_\_ Hour \_\_\_\_\_

Juvenile Officer \_\_\_\_\_ Dist. or Bureau \_\_\_\_\_

\_\_\_\_\_

Received at Intake \_\_\_\_\_ A. M.  
P. M. Has petition been filed? \_\_\_\_\_

Received at Juv. Det. Home \_\_\_\_\_ A. M.  
P. M. Transfer to Juv. Det. Home \_\_\_\_\_

Authorized by \_\_\_\_\_

Probable length of detention \_\_\_\_\_ Plan of action \_\_\_\_\_

DCS 160 20M 5.47

## EXHIBIT II

ADMISSIONS TO INTAKE DEPARTMENT					
Surname Alias	Given Name	Birth Date	Date		Time A.M. P.M.
Present Address	Loc.	Sex	1		A.M. P.M.
Later Address	Loc.	Race	2		A.M. P.M.
Father Surname	Given Name	Religion	3		A.M. P.M.
Address	Phone	Church	4		A.M. P.M.
Mother Surname	Given Name	School - Employ.	Family Court		
Address	Phone	1	1		
Guardian		2	2		
Address	Phone	3	3		
		4	4		
OTHERS IN HOUSEHOLD		Nativity			
Name	Age	Kin	Occupation		
1				Other Agencies:	
2					
3					
4				RELATIVES AND OTHERS INTERESTED	
5				Name	Address Kin
6					
7					
8					
9					
10					
ADMISSION 1 REASON:					
SOURCE	Agency	Division	Person		
DISPOSITION AND AUTHORIZATION Date Time A.M. P.M.					
RELEASED FROM A.J.A.H.		Date:	Disposition		
Articles taken from child:			Child released to: Name:		
			Address: Phone:		
Disposition:			Intake Worker		

FORM 154

## EXHIBIT II (CONTINUED)

DCS 417 4M 11-52 (FORM 154)