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JULIA C. LATHROP, Chief

CHILDREN BEFORE THE COURTS IN CONNECTICUT

By

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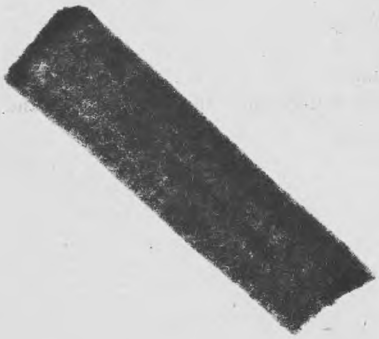

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LETTER OF TRANSMITTAL.

U. S. Department of Labor,
Children's Bureau,
Washington, D. C., April 23, 1918.

Sir: I transmit herewith a bulletin entitled "Children before the Courts in Connecticut," by William B. Bailey, Ph. D., Professor of Practical Philanthropy in Yale University.

This study presents briefly the legislative progress of Connecticut in its dealings with children from the foundation of the colony in 1635 to the year 1917. It shows with remarkable clearness the gradual change in public opinion as to the responsibility of the child for his unlawful acts and the slowly gained amelioration of the laws. The 1917 act concerning juvenile offenders, although falling short in certain particulars of the generally accepted model standard of juvenile court laws, is a genuine advance, and, if faithfully and intelligently administered, affords a new protection to the children who come within its terms.

Prof. Bailey writes as follows regarding the preparation of the report: "In all this work I have had the hearty cooperation of all to whom I have applied for assistance. The number is so large that I can not mention them all even by name. I wish, however, to record my indebtedness in particular to Mr. Arthur J. Coyle, Mr. Clarence M. Thompson, Mr. Elmer K. Higdon, Mr. Edward C. Connolly, Miss Elsie C. Osborn, Miss Helen T. Barry, and Mrs. Wm. W. Gray, who have given generously of their time. Several students in the department of social service of the Yale School of Religion have been employed in this work."

Respectfully submitted.

Julia C. Lathrop,
Chief.

Hon. W. B. Wilson,
Secretary of Labor.

CHILDREN BEFORE THE COURTS IN CONNECTICUT.

INTRODUCTION.

It is hoped that this report may throw some light upon the methods employed in the State of Connecticut to deal with the juvenile delinquent. It includes a brief résumé of the history of the legislation appertaining to juvenile delinquents, a study of the court procedure in their cases, an inquiry into the activities of the probation officers, a short review of the work of the institutions provided for this group of delinquents, and a detailed study of the cases of delinquent children convicted before the courts in New Haven, New Britain, and 10 other towns of the State.

The body of the material used in this report, except that of the historical summary, was obtained in 1914, 1915, and 1916 through interviews with public officials, through visits to courts and institutions, examination of court and other public records, including those of the Connecticut Prison Association, and through correspondence. The details given regarding the work of the courts were gathered before the act concerning juvenile offenders went into effect in 1917.

An intelligent discussion of juvenile delinquency demands a clear definition of the class to which the term applies. Here we must fall back not to the words of statutes themselves but to the fundamental principles of the English common law upon which they are grounded. We may consider that a delinquent is a person who violates the law, and both etymologically and in its legal sense the word is synonymous with criminal. The juvenile delinquent is, therefore, one under the age of legal majority who commits a crime of any sort, whether felony or misdemeanor.

But no matter how heinous the consequences of the act committed, it can not be called a crime at common law unless the perpetrator be over 7 years of age. A child under 7 years can not be punished for any offense because of the irrebuttable presumption that he is doli incapax. Between the ages of 7 and 14 the juvenile is presumed to be innocent and incapable of committing a crime, but that presumption may be rebutted if it appears to the jury that he can distinguish between right and wrong. Ability to distinguish between right and wrong is usually limited to the specific act committed. But in 92 Mass., 398, the court held that the plaintiff must prove general as

well as special capacity. Such ability is often implied as a matter of law if the act committed evinces arrant malice and wickedness—malitia supplet aetatem. "Children of 8, 10, and 13 years of age have been convicted of and executed for capital offenses, because they manifested a consciousness of guilt and mischievous discretion and cunning."[1] Above the age of 14 all juveniles are presumed to be able to distinguish right from wrong, and are punishable equally with adults for their criminal acts.[2]

At the time the field work of this study was completed the Connecticut statute considered juveniles to be minors under 16 years of age.[3] This was a purely arbitrary division, but was generally accepted throughout the State, since the boys and girls under 16 were (and are) sent, respectively, to the Connecticut School for Boys and the Connecticut Industrial School for Girls. If 16 years of age and over they may be committed, respectively, to the Connecticut Reformatory for Men and to the Connecticut State Farm for Women, or the House of the Good Shepherd, or the Florence Crittenton Home. Since this distinction was so clean-cut in the statutes, all the tables for juvenile delinquents in this report refer to those under 16 years of age unless some specific reference to the contrary is made in the text. A discussion of institutions for older offenders is, however, included.

The 1917 legislation involving juveniles specifies the laws relative to chamber hearings, summons, and juvenile docket to be applicable to "children under 18 years of age."[4]

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[1] Swift's Dig. (Conn.), 1822, Vol. II, p. 361; 1 Hale, 20; 4 Bl. Com., 23.
[2] See P. A., 1672, p. 40; Sess. Acts, 1750–1753, p. 187.
[3] P. A., 1851, ch. 46, sec. 4.
[4] P. A., 1917, ch. 308, secs. 4, 5, 6.

CHAPTER I. HISTORY OF LAWS RELATING TO JUVENILE DELINQUENCY.

Progressive amelioration in the treatment of juvenile delinquents in Connecticut is marked by three well-defined epochs: (1) The Colonial and Revolutionary period, beginning with the foundation of the colony in 1635 and continuing down to the abolition of medieval methods of punishment, such as the stocks, the pillory, flogging, and branding. The purpose of punishment during this period was wholly punitive, the primary aim being revengeful retribution upon those who broke the peace of society. (2) The second period is one of transition, extending from 1816 to 1851, when the statute establishing the first juvenile reformatory in the State was enacted. The State reform-school act was passed in 1851,[1] and the school was opened March 1, 1854. Its name was not changed to Connecticut School for Boys until 1893.[2] During the first part of this period the predominant motive was the protection of society; toward the close of the period this verged to the higher plane of reformation of the juvenile offender. (3) The third, or modern, period dates from 1851 to the present time, the actuating motive in the treatment of minor delinquents being reformatory and preventive. The foregoing divisions are not absolute but are merely useful in indicating the prevailing tendencies during the given epochs. For instance, the founding of the State prison at Wethersfield in 1827 was the seed of a new order, which gradually ripened into fruition with the establishment of a separate institution for the reformation of delinquent boys more than two decades later.

It should be borne in mind that a history of the development of laws dealing with juvenile delinquency must include many facts besides those pertaining to children of the ages which Connecticut now classes as juveniles, and that to some extent it is necessary also to trace the change of attitude regarding the treatment of offenders of all ages.

THE COLONIAL AND REVOLUTIONARY PERIOD, 1635–1816.

In 1635, urged by Thomas Hooker, the apostle of a free church and a free State, a little band of "emigrants for the faith" left Massachusetts and settled on the banks of the Connecticut River near what is now Hartford. Hooker himself, with his wife and more settlers,

[1] See R. S., 1854, pp. 362–366.

[2] P. A., 1893, ch. 92.

joined this original group in the spring of 1636. In April of that same year the general court of the mother colony empowered Robert Ludlow and seven assistants to constitute themselves a general court for the government of the settlers along "the Connecticut River." In December, 1642, the court laid down several "capital laws," which in 1650 were compiled into a code.

This code was revised in 1672 and printed in the next year. The revision contained the two following provisions from the original code:

> If any Child or Children above sixteen years old, and of sufficient understanding, shall Curse or Smite their natural Father or Mother, he or they shall be put to death, unless it can be sufficiently testified, that the Parents have been very unchristianly negligent in the education of such Children, or so provoked them by extreme and cruel correction that they have been forced thereunto to preserve themselves from death or maiming. Exod. 21^{17}. Levit. 20^{9}. Exod. 21^{15}. (Gen. Laws 1672, p. 9, sec. 14.)
>
> If any man have a stubborn or rebellious Son of sufficient understanding and years, *viz. 16 years of age*, which will not obey the voice of his Father, or the voice of Mother, and that when they have chastened him he will not hearken unto them; then may his Father or Mother, being his natural Parents, lay hold on him and bring him to the magistrates assembled in court, and testify unto them, that their Son is Stubborn and Rebellious and will not obey their voice and chastisement, but lives in sundry notorious Crimes, such Son shall be put to death. Deut. 21^{20}, ^{21}. (Supra, sec. 15.)

It was further provided in this same section that a girl over 14 convicted of incest or a boy over 15 found guilty of sodomy should be put to death. Other capital crimes for which children over 14 years old were equally liable with adults were rape, bestiality, blasphemy,[1] witchcraft, murder, false witness, treason, arson, idolatry, and man stealing. It must be remembered that these laws were not passed to meet possible exigencies, but that the penalties were actually enforced.

By the time of the compilation of the session laws in 1750, the rigors of these "Blue Laws" had somewhat abated. While the death penalty was still preserved against minors who committed felonies for which adults were also punishable by death, it had been abolished against "children who shall curse or smite their natural father or mother" and "stubborn and rebellious children." Penalties for other crimes were also mitigated. For instance, in 1672 the punishment for an incestuous marriage or cohabitation within certain limits was death, while in 1750 the penalties inflicted on both parties were: (1) That they stand on the gallows with a halter

[1] Perhaps no crime so well illustrates the changing concepts of legal morality as does blasphemy. Punished by death under the law of 1672, the penalty was changed in the acts of 1784 (p. 67) to "whipping on the naked body not exceeding 40 stripes, and sitting on the pillory one hour, and * * * bound to good behavior." A generation later the penalty was fixed at one year's imprisonment and a fine not exceeding $100. (R. S., 1824, p. 183.)

about the neck for one hour; (2) that "on the way thence to the county jail they shall be severely whipped, not exceeding 40 stripes each"; (3) that they suffer imprisonment; and (4) wear the letter I—of different color from their clothing and at least 2 inches long—on the arm or back of their outside coats.

Although, in general, there was a relaxation in the severity of laws in later codes during the Colonial and Revolutionary period, treason formed an exception. During the Revolution it was but natural that the laws in regard to this crime should have become more stringent. Indeed, the Revolution had not progressed six months before Connecticut had imposed the death penalty upon anyone who "aided or assisted in any manner the enemies of this State or of the United States of America." To the large number of boys in the Continental Army this grim prohibition was not without its application.

Lying was a penal offense before there was any thought of punishment for perjury. The statutes of 1672 provided that any person of 14 years or over "who shall wittingly and willingly make, or publish any lie" should for the first offense be fined 10 shillings, "or * * * sit in the Stocks * * * not exceeding Three Hours"; for the second offense, "Twenty Shillings, or be whipped on the naked body not exceeding Ten Stripes"; for the third offense, 40 shillings or 30 stripes, and additional offenses were recompensed with a graduated system of stripes and fines. "And for all such as being under age of discretion (fourteen years) that shall offend in lying, their Parents or Masters shall give them due correction, and that in the presence of some Officer."

By the time of the revision of 1702[1] perjury had become well defined and was punished more severely than ordinary lying. Any person over 14 years who was convicted of this offense was required to pay a fine of 20 pounds and also serve "Six months, without Bail, or Main-prize," and if unable to pay such fine, to be "set on the Pillory by the space of One whole Hour, * * * and have both his Ears Nailed."[2]

Whoever stole money, goods, or chattels "of the value of 5 shillings and under the sum of 20 shillings" value and who should refuse or was unable to pay treble the value of such goods and an additional fine imposed by the court, upon conviction or confession was "punished by whipping on the naked body not exceeding Ten Stripes, any Law, Usage or Custom to the contrary in any wise notwithstanding."[3]

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[1] R. S., 1702, p. 92.
[2] Sess. Acts, 1750–1773, p. 187
[3] R. S., 1715, p. 11; R. S., 1750, p. 237; P. A., 1770, ch. 581.

A more severe penalty was imposed for horse stealing, which then—as now on the plains—was considered a much more serious offense than other thefts:

> Whoever shall steal any horse within this Colony and be thereof duly convicted shall pay and satisfy to the owner of such horse the value thereof, and also pay as a fine to the Colony Treasury the sum of ten pounds, and be further punished by being publickly whipped on the naked body not exceeding fifteen stripes, and be confined in a work-house or house of correction, not exceeding 3 months; there to be kept at hard labor, and be further whipped on the first Monday of each month, not exceeding ten stripes each time.[1]

If the culprit was unable to satisfy fully the damages and fine, he was to be bound out in service so long as the court adjudged proper, either to the person injured, his assigns, or "to any of His Majesty's subjects."

The laws prohibiting "Sabbath breaking" probably weighed heavily on many a red-blooded, irrepressible boy. The revision of 1702 contained a prohibition that seems to have been expressly aimed with malice aforethought against the small boy on a hot Sunday afternoon:

> No person * * * shall swim in the water in the evening preceding the Lord's Day, or any part of the said day, or the evening following * * * nor use any game, sport, play or recreation on the Lord's Day, or any part thereof.
>
> And all masters and governors of families are hereby required to take effectual care that their children and servants do not transgress in any of the foregoing particulars * * * Penalty 10 shillings.[2]

An act of 1721 (p. 262) makes illegal:

> Any rude and unlawful Behavior on the Lord's Day, either in word or action by clamorous Discourse, or by Shouting, Hollowing, Screaming, Running, Riding, Dancing, Jumping, Winding Horns, or the like, * * * so near to any Public Meeting House, for Divine Worship that those who meet there may be disturbed by any such rude and profane Behavior.

The penalty was fixed at 40 shillings for a violation of this statute.

By 1750 the rigors of the law had so far abated that children under 14 years of age convicted of Sabbath breaking were punishable merely by their parents, guardians, or masters "giving them due Correction in the Presence of some Officer,"[3] and by 1808 the law had waxed so soft that the parent who refused so to chasten his offspring was subject to a fine of only 50 cents.

There was enacted in 1709 "An Act to Prevent Unseasonable Meeting of Young People in the Evening after the Sabbath, and on any Public Day or Fast or Any Lecture Day, except for Purposes of

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[1] P. A., 1772, p. 234; Colonial Rec. of Conn., vol. 14, p. 4.
[2] Revision of 1702, p. 104.
[3] Revision of 1750, p. 142; see also Rev. St., 1795, p. 370.

Worship," the penalty being fixed at 5 shillings, or "to be set in the Stocks not exceeding Two hours."[1]

It hardly needs to be stated that minors were not allowed to frequent public houses and taverns on a Sunday or a fast day or a lecture day.[2]

This first published colonial statute book contains an "Act against Contemning the Preaching of the Word of God,"[3] which was equally binding upon both children and adults:

> If any * * * contemptuously behave himself towards the Word preached, or the Messengers thereof * * * or like a Son of Korah casts upon his true Doctrine or Himself, any reproach * * * shall (whatsoever censure the church may pass) for the first scandall be convented and reproved openly by the Magistrate in some publick Assembly, and bound to their good behavior. And if a Second time they break forth into like contemptuous carriages, they shall either pay five pounds to the publick, or stand two hours openly upon a block or stool four feet high upon a publick meeting day, with a paper fixed on his Breast written with Capital Letters, AN OPEN AND OBSTINATE CONTEMNER OF GOD'S HOLY ORDINANCES, that others may fear and be ashamed of breaking out into the like wickedness.

Any person over 14 who aided or assisted in the making of counterfeit money, or who passed off the same knowing it to be such, was punished upon conviction as follows:

> * * * his right ear cut off, be branded in the forehead with the letter C, on a hot iron, be whipped on the naked body twenty stripes, be imprisoned six months in the common Gaol in the county where such person shall be convicted, without bail or main-prize, and there kept to hard labour, * * * and be fined at the discretion of the court, and pay costs of prosecution. And if such offender or offenders shall not be able to pay such fine and costs of prosecution, said Superior Court is hereby authorized and fully empowered to assign such person or persons in service for satisfying the same after the expiration of said six months imprisonment.[4]

A less serious misdemeanor was gaming. Every member of a family playing at "Cards, Dice, or Tables, (shuffle boards) * * * shall pay for every offense twenty shillings * * * and the head of the Family where any such Game is used, with his privity or consent, shall pay in like manner twenty shillings for each time such Game is played in his house."[5] The reason for such enactment was stated in the title: "Whereby, much precious time is spent unfruitfully, and much waste of Wine and Beer occasioned."

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[1] P. A., 1709, p. 149.
[2] P. A., 1712, p. 175.
[3] Revision of 1672, p. 22.
[4] P. A., 1770, p. 355; Colonial Rec. of Conn., vol. 13, pp. 363–364.
[5] Revision of 1672, p. 27.

Few words in juristic usage have suffered more from bad associations than has "nightwalking." The offense was primarily confined almost wholly to minors, as the following statute of 1672 indicates:

> If any persons, young or old within this Colony that *are under Parents, or Masters' Government,* shall convene or meet together, or be entertained in any House without the consent or approbation of their Parents or Governours, after the shutting in of the Evening, * * * Or if any persons shall be discovered to meet together and to associate themselves with their Companions abroad in the Streets or Fields after the time aforesaid, the persons that are lawfully convicted to be guilty hereof, shall pay *Ten Shillings* per person, for every such transgression, and the head of that Family that entertains them, or tolerates them in their house, shall forfeit Ten Shillings, * * * and in case any be unable to pay their Fine, the Constable is hereby required to set such in the Stocks there to continue one hour at least * * *.[1]

The act of 1672 prohibiting the entertainment of young people "after the shutting in of the evening" evidently did not fit all needful contingencies, so in 1702 "An Act concerning Young People" was passed which provided:

> Whereas, it is observed, That Young persons getting from under the Government of Parents and Masters, before they are able to govern themselves, hath been an occasion of many Evils and inconveniences * * *
>
> It is ordered that * * * no Master of a Family, or other House-keeper, shall give Entertainment or Habitation to any single person, * * * but by the allowance of the Selectmen of the Town where he dwells, under the penalty of twenty shillings per Week, for every Week's Entertainment.
>
> And that all such * * * Young persons, that do live in any Family * * * shall carefully attend the Worship of God in those Families where they Reside, and be subject to the Domestic Government of the same, upon penalty of forfeiting Five Shillings, for every breach of this Act.[2]

The Connecticut statute book of 1672 contained one other provision regarding the care and behavior of children which was destined to prove more enduring than the rest, and which is reflected in the compulsory education and "morally imperiled children" provisions of present-day legislation: "Selectmen * * * shall have a vigilant eye over their Brethren and Neighbors, to see that none of them shall suffer so much Barbarism in any of their Families" as not to teach their children and servants the English language and especially the Bible; "All Masters of Families do once a week at least, Catechise their Children and Servants in the Grounds and Principles of Religion;" and such children and servants might be questioned by any selectman to ascertain whether they had learned their "orthodox catechism without book."

"And if any of the selectmen, after Admonition by them given to such Masters of Families, shall find them still negligent of their duties in the particulars aforementioned, whereby Children and

[1] G. S., 1672, p. 40. [2] Revision of 1702, p. 59; Revision of 1715, p. 60.

Servants grow rude, stubborn, and unruly, the said selectmen, with the help of two Magistrates shall take such Children and Apprentices from them and place them with some Masters for years, Boys till they come to 21, and Girls 18 of age compleat, which will more strictly look unto and force them to submit unto Government, according to the Rules of this Order." (R. S. 1672, p. 13.) This act was copied literally from the Massachusetts act of 1642, and indicates the strong similarity of conditions, population, and point of view in the two colonies.

In passing, it is to be noted that the early laws did not permit delinquents to have advocates, and those who endeavored to defend them were subject to fine.[1] Moreover, all persons committed to the county jails—

* * * shall bear their own reasonable Charge for conveying or sending them to the said Gaol; and also the Charge of such as shall be appointed to Guard them thither; and also of their Support while in Gaol, * * * and the Estate of such Person shall be subjected to the Payment of such Charge; And for want of Estate, they may be disposed of in Service to answer the same.[2]

The revision of 1835 extended this statute to apply to those committed to the State prison at Wethersfield also.

ORIGIN AND DEVELOPMENT OF COUNTY JAILS, WORKHOUSES, AND STATE PRISON.

In considering the treatment of juvenile offenders during the Colonial and Revolutionary period little has been said regarding the punishments imposed in institutions for delinquents, and almost nothing concerning the origin of these institutions. Inasmuch as the confinement of minor delinquents in institutions for purposes of punishment and reformation becomes increasingly important as we progress from the early period to the transitional and modern epochs, it is worth while to ascertain the history of these institutions and the functions they were supposed to discharge.

In 1667 the only prison in the State was situated in the county of Hartford. The general court at the May session of that year ordered "ye several countys speedyly to provide and mayntaine in ye County Town of each County, a prison or house of correction."[3] Later it was amended to read:

* * * And there shall be two such common Gaols in each of the several Counties of New London, Fairfield, and Middlesex; to wit, one in each of the Towns of New London, Norwich, Fairfield, Danbury, Middletown, and Haddam.[4]

[1] Revision of 1672, p. 19.

[2] Session State, 1750–1753, p. 62. By a provision of the Code of 1672 (p. 19) delinquents were compelled to pay "to the Master of the Prison, or House of Correction, six shillings, eight pence, before he be freed therefrom."

[3] Connecticut Colony Public Records, Vol. II, p. 61.

[4] R. S., 1795, p. 220.

The last of these jails was not built until 1785. In the meanwhile the statutory revision of 1702 constituted the jails in the several counties houses of correction,[1] and 11 years later another act specifically designates the county jails as "House of Correction for the Reception of such persons who being Convict of any manner of Reviling and Prophane Speaking or Misbehavior,"[2] and those so received were to be greeted by whipping on the naked back, 15 stripes.

The public acts of 1753 directed each county to erect a house of correction in addition to its jail, and contained regulations for their government, but in 1824 no houses of correction had been erected by any county.[3]

The legislature from time to time authorized particular towns to erect workhouses, and in 1813 gave the same power to every town. A typical specimen of these town workhouses is that established by statute of 1727 at Hartford[4] for the detention of "Rogues, Vagabonds and Idle Persons, * * * Common Pipers, Fidlers, Runaways, Stubborn Servants or Children, Common Drunkards, Common Night-walkers, Pilferers, Wanton and Lascivious Persons, either in Speech or Behaviour, Common Railers or Brawlers, such as neglect their callings, misspend what they Earn, and do not provide for themselves or the Support of their Families." The punishments to be meted out are prescribed by the statute:

> The master of the said House shall have full power and authority, and shall set all such persons * * * to work and labor, * * * and to punish them by putting fetters or shackles upon them, and by moderate whipping, not exceeding ten stripes at once, which (unless the warrant of committment shall otherwise direct) shall be inflicted at their first coming in, and from time to time in case they be stubborn, disorderly, or idle, and do not perform their tasks, * * * or to abridge them of their food, * * * until they be reduced to better order.

These "houses of correction" were evidently identical with the English workhouses. Indeed, the names are often interchanged in the same act. That they exerted a wholesome influence upon "rogues, sturdy beggars and vagabonds" none will deny; but it is seriously to be questioned whether they did not do much more harm than good to "stubborn and rebellious children." The general character and reputation of these houses of correction is indicated by an act of 1753, which provides that no person convicted of theft for the first time

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[1] Note to statute on workhouses, in Revision of 1824, p. 438.

[2] P. A., 1713, p. 187.

[3] Note to statute on workhouses, revision of 1824, p. 438. The law directing counties to build houses of correction in addition to their jails was reenacted in 1753 (Statutes, p. 269), but apparently without any effect. The session statutes of 1784–1793 (p. 210) provide that "The several jails in the respective counties are hereby made to be Work-Houses or Houses of Correction until there shall be such House or Houses of Correction built as aforesaid."

[4] Conn. Stat. I, Geo. II, p. 343.

shall be sent to a workhouse or house of correction unless he "be of the age of twenty-one years, or upwards, * * * anything in the aforesaid Act, or Acts contained notwithstanding,"[1] but that instead such thieves shall be fined and flogged with 10 stripes.

In 1773 there was enacted "An Act for Constituting, Regulating, and Governing a Public Gaol or Work House, in the Copper Mines in Symsbury, and for the Punishment of certain atrocious Crimes and Felonies," which provided that—

> The subterraneous Caverns and Buildings in the Copper Mines in Symsbury, * * * with such other Buildings as may hereafter be erected and made in said Caverns, or on the Surface of the Earth, at or near the Mouth of the same, shall be and they are hereby constituted and made a public Gaol and Work-House, for the Use of this Colony, and shall be called and named Newgate Prison.[2]

Referring to this subterranean prison, E. C. Wines[3] says:

> For more than fifty years (1773–1827) Connecticut had an underground prison in an old mining pit on the hills near Symsbury, which equaled in horrors all that was ever related of European prisons. Here the prisoners were crowded together at night, their feet fastened to heavy bars of iron, and chains about their necks attached to beams above. These caves reeked with filth, causing incessant contagious fevers. The inmates were self-educators in crime. Their midnight revels were said to have resembled often the howlings of a pandemonium, banishing sleep and forbidding all repose. * * * Men, women, boys, idiots, lunatics, drunkards, innocent and guilty, were mingled pellmell together. No restraint was put upon gambling, lascivious conversation, or quarrelling. * * *.

Writers upon prison conditions and punishments hold up the Connecticut Newgate prison near Granby as a horrible example of the fact that liberty-loving Americans could and did devise a place of incarceration for culprits which outdid the European dungeon in its brutal wretchedness. The master of the gaol was empowered to put prisoners at hard labor and to punish them "by putting Fetters and Shackles upon them, and by moderate Whipping, not exceeding Ten Stripes for any offence; which Punishment may be inflicted in Case they be stubborn, disorderly, or idle, and do not well and faithfully perform their tasks, * * * or in case they shall not submit to and observe * * * such rules and orders as shall be from time to time made and established."

Crimes for the first commission of which the convict could be sentenced to the "New Gate" were burglary, robbery, counterfeiting, forging, and horse stealing—in short, the more serious felonies short of murder, for which the penalty was death. Manslaughter was still punished by forfeiture of all property, whipping, and branding on the hand with a capital M. Arson for some reason was not in-

[1] P. S., 1753, p. 273.
[2] Conn. Stat., Geo. III, 1773, p. 385.
[3] Wines, E. C.: State of Prisons and of Child-Saving Institutions, p. 22. 1880.

cluded with the more serious felonies punished by commitment to "New Gate" until the revision of 1795. The second conviction for these offenses made the offender liable to imprisonment for life in the "New Gate," though in 1795 this was changed and the life term was imposed only in case of the third offense.

In the revision of 1795 occurs the first provision in Connecticut statutes for the care of sick prisoners:

> There shall be erected and kept in repair over said Cavern [the Newgate prison pit], a Prison-House, fit and proper to keep such Prisoners in * * * when they are sick.[1]

Moreover, the "ten stripes upon the naked body" when entering prison was stricken from the statute books at this revision.

As if to atone for too great lenience, the lawmakers enacted in May, 1805, the first definite instruction to place prisoners in solitary confinement in the prisons in this State:

> The overseers * * * are hereby empowered and directed to dispose of the prisoners committed to said [Newgate] prison, when not employed in labor, in the caverns, in the apartment called the stone prison and in said upper prison, *either by classes, or in solitary cells*, as, in their opinion, will most conduce to the order and safety of said prison, to limit the influence of bad examples and counsels among the prisoners, and to promote their return to the habit and practice of virtue.[2]

From the vantage point of our century or more of experience there is a grim suggestion of tragic humor in the naive hope implied. Although the intent of the statute plainly is that all prisoners shall work during the day and be confined by classes or in solitary cells only at night, the prison authorities soon punished all infractions of discipline by solitary confinement 24 hours a day.[3] Without question, this was the most iniquitous heritage bequeathed by Newgate to the State prison erected at Wethersfield a generation later.

A revision of the statutes in 1795 effected some important changes in the commitment of juvenile delinquents to Newgate. Stubborn and rebellious children and servants were ordered confined in the county jails or workhouses,[4] but boys over 16 years of age might be sentenced to Newgate for serious felonies, including in addition to those heretofore mentioned arson, perjury, assault to commit rape, and helping in the escape of any prisoner. An act of the same year prohibits the sending of females, no matter of what age or for what offense committed, to the Newgate prison, and provides that—

> Such female shall instead * * * be liable and subjected to confinement * * * in the common Work-House; * * * or to Imprisonment in the common gaol in such County, there to be kept to Labour. (Revised Statutes 1795, p. 186.)

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[1] R. S., 1795, p. 323.
[2] R. S., 1808, Vol. I, title 118, ch. 2, p. 530.
[3] Thomas Mott Osborne, The New Penology, Yale University Press, 1916.
[4] R. S., 1795, p. 60.

Two years later the presence of an epidemic compelled the enactment that—

> Whenever the Prisoners in any gaol in this State, shall be exposed to any prevailing malignant sickness * * * it shall be the duty of the Judge of the County Court, or two Justices of the quorum in the County where such sickness prevails, to cause such Prisoner or Prisoners to be removed at the expense of the State, to some place of safety "in the next gaol in the same or adjoining County * * * until such sickness shall abate."[1]

Unfortunately, while this last measure gave relief to prisoners exposed to contagious infection in the Hartford County jail, it afforded no relief whatever to those incarcerated in Newgate, for the reason that there was no other prison in the State to which its inmates might legally be transferred.

Just how far the execrable conditions which existed at Newgate affected juvenile offenders is largely a matter of conjecture. We have already seen, however, that boys over 16 found guilty of felonies were committed to Newgate, and that younger boys were sent there upon a second offense. In fact, it was legally possible for a boy barely over 7 years of age to be committed to Newgate for life.

When conditions get bad enough they cure themselves. Prisoners condemned to Newgate, even for a short term of years, in many cases contracted tuberculosis, pneumonia, or even gangrene or some virulent contagious disease; and even the strongest emerged from a term in the dark, filthy mine pit with an impaired constitution. Indeed, upon the immature body of a juvenile delinquent the physical consequences of imprisonment in Newgate frequently proved fatal. As a result, the consciences of Connecticut legislators were at length roused to action, and "An Act Concerning the Connecticut State Prison" was passed, which provided that—

> The land, buildings, and appurtenances, belonging to this State in Wethersfield, shall be, and remain a Public Gaol, Prison and Work-house.[2]

In 1827 the first buildings were completed and the new State prison formally opened. Newgate was at once discarded:

> In any and all future cases of conviction of any person or persons for any crime of [sic] offense, the punishment whereof is now * * * imprisonment in Newgate Prison, there shall be and is hereby substituted and established, in lieu thereof, imprisonment in the Connecticut State Prison * * * And that so much of any and all of the Acts of this State, as requires or prescribes imprisonment in said Newgate Prison, * * * be, and the same is hereby repealed.[3]

The statute further provided for the immediate transfer of prisoners in Newgate to Wethersfield for the remainder of their unexpired terms.

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[1] P. A., 1798, p. 494. [2] Public Acts, 1827, p. 161. [3] Ibid., p. 164.

The act was amended in 1831 to provide for a prison physician and a prison chaplain at Wethersfield. The chaplain was "to devote his whole time to religious instruction, and moral improvement of the prisoners." A suitable apartment was to be provided for a "Sabbath school."

This act did not, however, abolish the disciplinary rigors of prison life. The revised statutes of 1835 provided that the punishment of refractory prisoners should be "by putting fetters and shackles on them and by moderate whipping, not exceeding 10 stripes for any one offense, or by confinement in dark and solitary cells"[1]—phrases clearly borrowed from the old Newgate act.

Improvement in penal conditions was not confined to State prisons. The revision of 1821 replaced the harsh punishments of the law in 1727 with the more humane and equally effective provision that—

> If any of them [the prisoners] shall be refractory and stubborn, and refuse to work, or perform their work in a proper manner, he [the master] may put them in close confinement, till they will submit to perform their tasks, and obey his orders; and in case of great obstinacy, and perverseness, he may reduce them to bread and water, till they are brought to submission and obedience.[2]

Fetters and shackles were used only in punishment for attempts to escape, which offense was penalized by solitary confinement in chains and the addition of one month to the prisoner's term.

The law provided that prisoners unable to work "shall be properly taken care of; if possessed of estate, at their own expense; if not, at the expense of the Town where they belong."[3]

By 1824 the law was beginning to exhibit greater clemency toward "stubborn or rebellious children or minors," who were now to be—

> * * * committed to the house of correction in the Town where they live, or if there be none in that town, to the common jail in the county, to remain confined to hard labor so long as said justices of the peace shall judge proper, *not exceeding thirty days.*[4]

This is a somewhat milder penalty than the death sentence provided in the "Stubborn or Rebellious Son" act of 1672, or the "hard labor and severe punishment" imposed in 1750.

We have so far traced the development of penal institutions in Connecticut up to 1830. More than a decade was to elapse before any attempt was made to remove boy delinquents from the State prison, while twice that period passed before the first separate institution for the reformation of youthful offenders was established. With the founding of that institution begins the modern epoch in the history of the handling of juvenile delinquents in Connecticut.

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[1] R. S., 1835, title 98.
[2] R. S., 1821, title 109, sec. 3.
[3] R. S., 1824, title 111, sec. 6, p. 437.
[4] R. S., 1824, title 13, sec. 3.

THE TRANSITIONAL PERIOD IN THE TREATMENT OF JUVENILE DELINQUENCY, 1816–1851.

The Connecticut Legislature of 1816 was evidently in an iconoclastic frame of mind. The venerated idols of the penal system of "the good old days" were ruthlessly shattered. The stocks, the pillory, and the branding iron were relegated to the museum of penological atrocities. For instance, the crime of blasphemy was, under the code of 1672, punishable by death.[1] The Revised Statutes of 1808 had reduced the penalty to "whipping on the naked body, not exceeding forty stripes, and sitting in the pillory one hour";[2] but the statute of 1816 swept away these time-honored methods of correction, and in their stead decreed that the blasphemer should be punished by "a fine not exceeding one hundred dollars, and by imprisonment, in a common gaol, for a term not exceeding one year."[3] In the same way, the penalty for adultery in 1650 was death; this punishment was commuted to flogging, branding with the letter A on the forehead, and wearing a halter around the neck, in the revision of 1672; but the legislature of 1816 abolished these barbarous penalties and instituted instead punishment by imprisonment—for a man, in Newgate; for a woman, in a common jail—not more than five nor less than two years.[4]

Something was also done for those already behind the bars. The act making mandatory upon masters and overseers of jails the provision of fuel and bedding for prisoners[5] awakens us to a partial realization of what their lot must previously have been. Prior to the act of 1816 the juvenile prisoner slept on the bare ground of the prison floor, or at best in a hard board bunk, unless he were fortunate enough to have parents able to provide him with blankets. Up to that time no prison had any provision for heating during the cold of winter, or for ventilation during the heat of summer. What wonder that men, as well as boys, often died of "malignant diseases" before even a short prison term could be served!

The statute book of 1824 also phrased in its modern form the law empowering town selectmen to indenture orphans or idle children of poor parents:

> If any person or persons, who have had relief or supplies from any town, shall suffer their children to misspend their time, and live in idleness, and shall neglect to bring them up and employ them, in some honest calling; or if there shall be, at any time, any family that cannot, or does not, provide competently for their children, whereby they are exposed to want; or if there be any poor children in any town, that live idly, or are exposed to want and distress, and there are none to take care of them; it shall be the duty of the

[1] See note, p. 10, ante.
[2] R. S., 1808, title 66, ch. 1, sec. 7, p. 295.
[3] P. A., May, 1816, ch. 8; R. S., 1824, p. 109.
[4] R. S., 1824, title 20, sec. 62.
[5] P. A., 1816, ch. 7.

selectmen of such town * * * to bind out such poor children * * * to be apprentices to some proper masters, to be instructed in some suitable trade, calling, or profession; males till the age of twenty-one, and females till the age of eighteen, or to the time of their marriage within that age.[1]

This law, essentially in the foregoing form, is still retained in this State.[2] The only important alteration made in it is the provision that such children may be indentured either to an institution or to a private master.[3] It is to be expected, of course, that, whereas the penalty imposed by the law of 1854 upon disobedient apprentices was a sentence of 30 days in the county jail,[4] the penalty under the present day is commitment to a State reformatory for juvenile offenders, in case the apprentice is incorrigible.[5]

The laws of 1854 also laid an obligation upon the master not to abuse or maltreat his apprentice. The only punishment imposed upon the master in this event, however, is the cancellation of his contract of indenture.[6]

The primary characteristic of the transition period is the mitigation of statutory punishments. The decreasing severity of penalties during this period is well illustrated by the punishments attaching to crimes against women. We have already seen that under early law these offenses invoked the death penalty, but that succeeding statutes lessened the severity of the punishment provided for such felonies.[7] The Revised Statutes of 1854 provide that—

> Every person who shall carnally know and abuse any female child, under the age of ten years * * * shall suffer imprisonment in Newgate prison, during his natural life, or for such other term as the court * * * shall determine.[8]

It also imposed the same penalty for assault with intent to commit rape.

The Revised Statutes of 1835 reduced the penalty for the first of these offenses to "Imprisonment in the Connecticut State Prison for a term of not less than seven nor more than ten years," and for the latter offense to "Imprisonment * * * for not less than three nor more than ten years." In case of adultery the sentence was imprisonment in the Connecticut State Prison for the man, and in a common (county) jail for the woman, for a period of not less than two nor more than five years.[9] Further instances would be superfluous; almost without exception the severe penalties imposed by earlier statutes were materially moderated by the laws of the transition period.

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[1] R. S., 1824, title 65, sec. 3.
[2] G. S., 1902, sec. 4686.
[3] R. S., 1854, ch. 7, secs. 54 and 55.
[4] R. S., 1854, title 65, sec. 4. See all 11 Conn., 200.
[5] G. S., 1888, sec. 3634; also G. S., 1902, chapter on master and servants.
[6] R. S., 1854, title 65, sec. 6.
[7] See p. 10, ante.
[8] R. S., 1854, title 20, sec. 11.
[9] R. S., 1835. See under respective titles.

One of the few laws of this period which lay the liability for juvenile delinquency upon the parents is the statute providing a penalty for failure of a minor enlisted in the State militia to respond to a call to muster into active service. Here the penalty must be borne by the parent or master or guardian of the infant "unless where such parent, guardian, or master shall make it appear that he was not aiding in, or consenting to, such neglect or refusal."[1] The distinction here, of course, is that the minor is under a positive duty to act, and that the penalty attaches to a failure to act, in which the restraint of his parents may well have been a factor.

On the other hand, practically every other penal statute prohibits the commission of a given act. Like the Ten Commandments, criminal law is mainly composed of "Thou shalt nots"; and it is obviously more difficult for parents to prevent their children from committing any of the thousand or more acts that are legally prohibited than it is to compel them to perform the few acts that are legally mandatory.

The last important enactment of the transition period prepared the way for the juvenile reformatory institutions of the modern epoch by establishing the principle that juvenile delinquents need not be punished by confinement in the State prison:

> Whenever any person under the age of seventeen years, shall be convicted by any court in this State, of an offense, the punishment of which, in whole or in part, is or may be imprisonment in the State prison, such court may, at its discretion, instead thereof, sentence such convict to imprisonment for the same term, in the county jail of the county where such conviction is had.[2]

The same act provides that any prisoner who may be committed to a common jail may, in the discretion of the justice, be punished by imprisonment in a workhouse or house of correction of the town or the county.

These acts indicate the growing sentiment that youthful offenders should not be associated with those sophisticated in the ways of crime and vice. Seven years later this sentiment crystallized, and expressed itself in the foundation of a school for the reformation of juvenile delinquents instead of a prison for their punishment.

THE MODERN PERIOD, 1851–1917.

The new era in the treatment of juvenile offenders in Connecticut was inaugurated by the State Reform School act of 1851:

> There shall be established, on land conveyed to this State for that purpose, a school for the instruction, employment, and reformation of juvenile offenders, to be called the "State Reform School."[3]

The duties of the eight trustees were: To take charge of the general interests of the institution, to see that strict discipline was maintained, to provide employment for the inmates, to bind them out

[1] R. S., 1835, chapter on militia p. 396.
[2] P. A., 1843, ch. 21; R. S., 1854, p. 356, secs. 179 and 180.
[3] R. S., 1854, pp. 362 and 363.

in service when desirable, and to discharge or remand them, and to appoint and fix the salaries of the superintendent and other officers.

Those who might be committed to this school were:

> Any boy under the age of sixteen years * * * convicted of any offense known to the laws of this State, and punishable by imprisonment, other than such as may be punishable by imprisonment for life * * * And such sentence shall be in the alternative, to the State Reform School or to such punishment as would have been awarded if this act had not been passed.

In 1881 the following classes of delinquent or morally imperiled boys were made amenable to this act:

1. Any boy under 16 years of age who may be liable to punishment by imprisonment under any existing law of the State, or any law that may be enacted or enforced in the State.
2. Any boy under 16, with the consent of his parent or guardian, against whom any charge of committing any crime or misdemeanor is pending.
3. Any boy under 16 who is destitute of a suitable home and adequate means of obtaining an honest living, or who is morally imperiled.
4. Any boy under 16 who is incorrigible, vagrant, habitually disobedient, immoral, refuses to work or to attend school.[1]

The term of commitment was to the age of 21, unless the boy was sooner reformed or bound out to service;[2] and those released on probation must be visited by an agent of the trustees at least once in six months.[3]

Until 1901 any boy under 16 years of age who could distinguish right from wrong was subject to commitment to this reform school. It was then provided that—

> No boy under 10 years of age shall hereafter be committed to the Connecticut School for Boys[4] except upon conviction of an offense for which the punishment is imprisonment in the State Prison.[5]

In 1902 the rule was made absolute that no boy under 16 should be committed to any jail, almshouse, workhouse, or State prison, except for an offense penalized by life imprisonment.[6] Minor alterations in the provisions for this institution will not be enumerated here, since they are easily accessible in current statutes.

Meanwhile the towns did little or nothing to cope with the problem of juvenile delinquency. The trustees of the State School for Boys, in their thirteenth annual report (1865) tell us:

> This is the only strictly reformatory institution Connecticut possesses. None of our large cities possess any local institutions, although Hartford has the nucleus for one.

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[1] P. A., 1881, ch. 119; G. S., 1902, sec. 2823.

[2] Boys presumably reformed are released from the school on probation and can be remanded in case their reformation does not appear complete. Boys may also be placed out in suitable homes. G. S., 1902, secs. 2826, 2830–2831.

[3] G. S., 1902, sec. 2832.

[4] The name of the school was changed from State Reform School to Connecticut School for Boys by G. S., 1893, ch. 92. See page 9, ante.

[5] P. S., 1901, ch. 56. In 1914 there were 11 boys under 10 years of age in the school at Meriden. (Report State Board of Charities, 1914, p. 54.)

[6] G. S., 1902, sec. 2823.

While the State School for Boys took admirable care of offenders under 16 years of age, it was forbidden by statute to receive the most serious class of minor delinquents, those in the later years of adolescence and early manhood. In 1909 the legislature provided for a State reformatory at Cheshire for male offenders between the ages of 16 and 25 "convicted for the first time of offenses which may be punished by imprisonment in the State prison *for a shorter period than life.*" Those between the ages of 16 and 21 must be committed to the reformatory, while those between 21 and 25 are to be committed only when "they seem to be amenable to reformatory methods."

In either case "the judge shall not fix the term unless it exceeds five years," but shall merely impose a sentence of imprisonment in the reformatory. Boys convicted of offenses involving a jail sentence of more than six months may, at the discretion of the court, be sentenced to the reformatory. Lastly, inmates of the State School for Boys between the ages of 14 and 21 may be transferred to the Cheshire School in cases where such a transfer is deemed expedient by the managers of both institutions; and by an amendment of 1911 similar transference was authorized of boys in the State prison under 25 years of age serving sentences of not more than five years.[1]

Private philanthropy, however, had undertaken on a limited scale the reformation of adolescent boy offenders some five years before the legislature founded the Cheshire Reformatory. In 1904, 165 acres of land near Litchfield were given as a site for the Connecticut George Junior Republic, which admits incorrigible boys over 14 and under 21, either from private homes or State reformatory institutions. The present facilities accommodate 30 boys, but a financial campaign is now being carried on to enlarge the Republic in order to provide for at least twice that number. The average stay of boys committed to the Republic is three years.

For the care of girl delinquents prior to 1868 there was no institution other than a jail or workhouse. In that year a private corporation, organized in the form of a school district, established at Middletown the Connecticut Industrial School for Girls. In 1886 the legislature officially recognized it as a quasi State institution; the governor, lieutenant governor, and secretary of state were affiliated with the self-perpetuating board of 12 directors as State directors, ex officio; and a statute of that year provided for the commitment of girl offenders between the ages of 8 and 16 years to the school on any of the following grounds:[2]

[1] For further information concerning the Cheshire School consult the founding act of 1909 and the amendment of 1911. The school was opened to receive inmates in June, 1913.

[2] P. A., 1886; R. S., 1888, sec. 3638; G. S., 1902, ch. 171, sec. 2839.

1. Commission of any offense punishable by law, *other than imprisonment for life.*
2. Rude, stubborn, and unruly behavior.
3. Habitual truancy from school.
4. Daughter of parent receiving town relief who is suffered to misspend her time and be without an honest calling.
5. Girl who "is so ill provided for by her parents as to be exposed to want, or is exposed to want with none to care for her."
6. Girl who is leading idle, vagrant, or vicious life.
7. Girl who is in manifest danger of falling into habits of vice.

The delinquent girl is committed until 21 years of age, unless sooner discharged on probation or bound out to service. Whether on probation or bound out she is visited by the school agent twice a year until she is 21 years old.

The school is organized on the cottage plan, separates the different classes of inmates, and leaves little to be desired in an institution of this nature.

That the school was doing its work well as far back as 1879 is evidenced by E. C. Wines, who wrote in that year: "Careful examination has shown that at least 75 per cent of all who have passed under its actual training and influence have become respectable and self-supporting members of society."[1]

In 1902 two private institutions, the House of the Good Shepherd in Hartford and the Florence Crittenton Home in New Haven, opened their doors to receive wayward girls and women.

By the terms of the law of 1886, morally imperiled girls over 16 years of age could not be sent to the Industrial School for Girls at Middletown, but must be committed to a county jail or "house of correction."[2]

In 1905 the legislature remedied the situation by "An act concerning the commitment of girls over sixteen years of age to chartered institutions," which provided that—

> Any unmarried female between the ages of sixteen and twenty-one years, who is in manifest danger of falling into habits of vice, or who is leading a vicious life, may * * * be committed to the custody of any institution, except the Connecticut Industrial School for Girls, chartered * * * or incorporated * * * and approved by the State board of charities, * * * for the purpose of receiving and caring for females who have fallen into, or are in danger of falling into vicious habits, until she shall have arrived at the age of twenty-one years.[3]

In 1917 there was passed an act establishing the Connecticut State Farm for Women, to which women and girls 16 years of age and over may be committed.

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[1] Wines, E. C., State of Prisons and Child-saving Institutions, p. 139.
[2] See p. 23, ante.
[3] P. A., 1905, ch. 233, as amended by P. A., 1907, ch. 48.

Other private institutions than those already referred to which care for juvenile delinquents in the State are: (1) The Watkinson Farm School near Hartford, admitting boys over 12, preferably residents of Hartford; (2) the Children's Home at New Britain, receiving needy or morally endangered children of both sexes between the ages of 2 and 12; (3) Mount Carmel Children's Home, caring for Protestant homeless children between the ages of 4 and 12 exposed to immoral influences or in need; (4) the Children's Home, Stamford, an endowed home caring for boys and girls under 16; (5) the William L. Gilbert Home at Winsted, a liberally endowed institution admitting children who can not be cared for at home, neither an orphan asylum nor a reform school, and receiving only those delinquents whose offenses indicate no criminal animus or tendency; and (6) St. John's Industrial School at Deep River, caring for Roman Catholic delinquent boys between the ages of 8 and 16 years.

The institutions heretofore considered, with the exception of a few of the small private homes just mentioned, have no provisions for the care of delinquent or morally imperiled children under 8 years of age. What such children need is not a jail but a home; not punishment but reformative and preventive care. In 1883 the legislature finally acted, and provided for the establishment of "County temporary homes for dependent and neglected children."[1] The original provision was, "For the better protection of children between the ages of two and sixteen," but this was later amended to read:

> For the better protection of children between the ages of four and eighteen years, of the classes hereinafter described, to wit, waifs, strays, children in charge of overseers of the poor, children of prisoners, drunkards, or paupers, and others committed to hospitals, almshouses, or workhouses, and all children within said ages deserted, neglected, cruelly treated, or dependent, or living in any disorderly house, or house reputed to be a house of ill fame or assignation, there shall be provided in each county one or more places of refuge to be known as temporary homes. No such home shall be located within one-half mile of any penal or pauper institution, and no pauper or convict be permitted to live or labor therein. No such house shall be used as a permanent residence for any child, but for its temporary protection, for so long a time only as shall be absolutely necessary for the placing of the child in a well-selected family home.[2]

The only children excluded from the protection of these homes are those "demented, idiotic, or suffering from any incurable or contagious disease."[3]

It is to be noted that—

> Children less than four years of age may be placed by overseers of the poor in any county temporary home if its board of management shall consent to receive them.[4]

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[1] P. A., 1883, ch. 126; R. S., 1888, ch. 228, sec. 3655; P. A., 1901, ch. 184; G. S., secs. 2788, ff.

[2] G. S., 1902, sec. 2788.

[3] Ibid., sec. 2789.

[4] G. S., 1902, sec. 2794.

The keeping of children over 4 years of age in almshouses was prohibited:

> Overseers of the poor shall not place or retain children between the ages of four and eighteen years in almshouses after they shall have been notified by said board that a temporary home in their county is open for such children; * * * *Provided*, That if one of the parents of such children, who is a person of good moral character, shall be committed to the almshouse with and may there care for them, such children may remain with such parent in the almshouse for a period of not more than thirty days in any one year.[1]

If, however, a child eligible for admission to a county home commits an offense punishable by law, or is leading "an idle, vagrant, or vicious life, or if the child's previous circumstances and life have been such" as to warrant commitment to the Connecticut School for Boys or the Industrial School for Girls, the child may, at the discretion of the court, be sent to one of these homes. But no other child eligible for admission to a county home shall be sent to one of these reformatory institutions.[2]

These county homes are doing an exceptionally valuable work. They are caring for approximately 1,000 children, besides some 250 others boarded in private asylums or homes. In New Haven, New London, and Fairfield Counties the homes are overcrowded, and the pressing need for immediate enlargement can not long be ignored. Without a doubt they constitute one of the strongest preventives of juvenile delinquency in this State.

Supplementary to the county temporary homes for neglected and dependent children is the new St. Agnes Home for Children in Hartford, which cares for children of all denominations under 5 years of age.[3] Hitherto the almshouse has been practically the only shelter for children during these years of infancy, since the county homes and most of the orphan asylums do not receive children under 4 years of age, except under special circumstances.

A statute enacted within recent years empowers the State board of charities, or any member or agent thereof, to visit without previous warning and inspect "all almshouses, homes for neglected or dependent children, asylums, hospitals, and all institutions for the care or support of the dependent or criminal classes * * * to ascertain whether their inmates are properly treated * * * or unjustly placed or improperly held therein."[4] It also makes obligatory upon the State board of charities, or at least one member of each sex thereof, to visit at least once each quarter without previous warning "the State prison, the State reformatory, the Connecticut Industrial School for Girls, the Connecticut School for Boys * * *,"

[1] P. A., 1885, ch. 116, sec. 1; R. S., 1888, sec. 3657; G. S., 1902, sec. 2792.
[2] P. A., 1883, ch. 92; G. S., 1902, sec. 2796.
[3] Opened by the Sisters of Mercy, September, 1914.
[4] G. S., 1902, sec. 2858.

at which time all inmates shall have the right of access to or communication with the visiting board members.[1]

By an act of 1917 licenses from the State board of charities are required by certain institutions caring for dependent children:

> No orphan asylum, children's home, or similar institutions, unless specially chartered by the State, and no person or group of persons, whether incorporated for the purpose or not, shall care for or board dependent children, under 16 years of age, or other persons, in any number exceeding two at the same time in the same place, without a license obtained from the State board of charities; provided county commissioners, city boards of charity, selectmen of towns and similar official bodies shall not be subject to the provisions of this act.

The State board of charities is required to investigate and report that the home has met certain conditions before a license may be granted.

Few statutes of importance defining offenses of which juveniles may be guilty have been enacted during the modern period of juvenile delinquency legislation. Indeed, the absence of new statutory penalties for minor offenders is the chief characteristic of this period. The only such statutes passed during this period are:

1. An act prohibiting the trespassing of minors on railways, engines, or cars.[2]

2. The antitobacco act, prohibiting the use of tobacco in any form in public places by persons under 16 years of age.[3]

3. The truant act, providing that boys between 7 and 16 years of age arrested three times or more for truancy may be committed "to any institution of correction, or home of reformation in said city, borough, or town, for not more than three years, or, if such boys be less than 10 years of age * * * to the Connecticut School for Boys."[4]

4. The vagrant-girl act, applying to girls between 7 and 16 years of age, and identical with the truant act for boys, with the exception that girls may be committed to the Connecticut Industrial School for Girls.[5]

5. The tramp act, applying only to boys over 16 and adult men, provides that "all transient persons who rove about from place to place begging, and all vagrants * * * shall be deemed tramps," and are punishable by imprisonment in the workhouse not more than one year.[6]

Several important laws tending to prevent juvenile delinquency by improving the condition of children outside institutions have been enacted during the past few years.

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[1] P. A., 1913, ch. 42.
[2] G. S., 1866, p. 199.
[3] G. S., 1902, sec 1362.
[4] G. S., 1902 ch. 130, secs. 2124, 2125.
[5] G. S., 1902, ec. 2129.
[6] G. S., 1902, secs. 1336–1341, as amended by P. A., 1913, ch. 159.

One noteworthy measure of this period is the probation act of 1903 and its several amendments.[1]

Its provisions and operations are mentioned in considerable detail later in this study.

A second important measure (1911–1913) prohibits the employment of any child under 14 years of age "in any mechanical, mercantile, or manufacturing establishment," or of any child between 14 and 16 unless he has a certificate issued by the school authorities certifying that he knows "the three R's" and does not appear to be physically unfit for employment. The act also prohibits the employment of any child under 16 in certain dangerous occupations; or in any manufacturing or mercantile establishment "more than 10 hours in any day, or 55 hours in any calendar week"; or in any mercantile establishment more than 58 hours in any calendar week, with certain exemptions during the Christmas holidays.[2] The present law is a vast improvement over the original act (P. A., 1853, ch. 39), which prohibited the employment only of children under 10 years, and fixed a minimum working day of 12 hours for those under 18.

A notable advance in the method of trial and detention of juvenile delinquents was made possible by the enactment, in 1917, of the "act concerning juvenile offenders."[3] Prior to 1917, Connecticut had no special laws governing the trial of juvenile delinquents. Young persons accused of wrongdoing were subjected to the same legal process as adult offenders. No provision was made by law for the detention of children awaiting trial, nor was it incumbent upon the court to hear juvenile cases in chambers. The provisions of the law, all of which look toward improved standards of court work for children, pertain to the process of bringing in cases, detention, hearings, separate dockets, and the establishment of special juvenile courts.

This act provides that in all criminal cases in which the defendant is a child under 14 service of the process shall be by summons, unless there is reason to believe that the summons may not be obeyed, in which case a warrant may be issued for the child's arrest. A child between the ages of 14 and 18 may be summoned into court instead of suffering arrest.

No child under 14 shall be committed to a jail or common lockup while awaiting trial, but shall be confined in a detention home provided by the municipality, or placed in the care of a probation officer, some other suitable person, or a charitable institution. The same

[1] P. A., 1903, ch. 126; 1905, ch. 142; 1907, ch. 172; 1909, ch. 161; 1911, ch. 106; 1913, ch. 68.

[2] P. A., 1911, chs. 119, 123, 278; P. A., 1913, ch. 179.

[3] P. A., 1917, ch. 309.

provision may be made for the detention of juveniles between the ages of 14 and 18, at the discretion of the court. Towns are authorized to provide or maintain detention homes for children accused of crime whom the judge may consider in need of reformative rather than punitive treatment.

All children under 18 are to be tried for the first offense in chambers, unless the offense is one punishable by imprisonment in the State prison or by the death penalty. Upon a subsequent prosecution the court may decide whether the case shall be tried in chambers. The court records of the first prosecution of all juveniles under 18 shall not be open to the general public, unless the offense is particularly serious.

Cities having a population of 20,000 or over may, by ordinance or by-laws, provide for juvenile courts to be conducted by a judge of the police or city court of such municipality, provided such ordinances or by-laws shall not extend beyond the selection of a suitable court room and such other accommodations for such court as the judge thereof shall deem necessary and proper.[1] No special judges are provided.

While this act embodies some of the best features of the most advanced juvenile court legislation, such as the substitution of a summons in place of a warrant, and the provision for detention of children awaiting trial, yet it is based on a different theory of legal procedure. In the Connecticut act the cases of youthful offenders are designated criminal cases, although conducted somewhat differently from such cases involving adults, while the trend of juvenile court legislation is to consider the case in the nature of one in chancery. In chancery proceedings the child is summoned into court not on a "complaint" but on a "petition," and he is treated not as a criminal to be punished but as an erring ward of the State who is entitled to the discipline and protection of that State. A law, based on this theory, may vary in form in different States according to various conditions to be met, but in the main its provisions are the same.

If the Connecticut act be compared to the law which was indorsed as a model for juvenile court legislation by the National Probation Association, several significant differences and likenesses appear.[2]

In the first place, as mentioned before, the procedure in Connecticut may be under the criminal code, and not, as provided by the so-called model law, only in a court of chancery. Original and exclusive jurisdiction over juvenile cases is not given to county courts, as recommended by the so-called model law, but cases may be heard

[1] P. A., 1917, ch. 309, sec. 7.

[2] "The Proposed Model Juvenile Court Law," Bernard and Flexner, Juvenile Court and Probation, pp. 255–289.

by a superior court, district court of Waterbury, court of common pleas, and police, town, city, or borough courts, and justices of the peace.[1]

The Connecticut courts were given no broad powers in the treatment of juvenile cases nor has the State made provision for the prosecution of adults who may have contributed toward the delinquency of children. The so-called model law permits the court, throughout, a liberal construction of the powers bestowed upon it, in order that the act may effect the beneficial purpose for which it was intended. It provides, too, that the court dealing with juvenile cases shall also have the disposition of cases of adults who have "knowingly or willfully encouraged, aided, caused, abetted, or connived at such a state of delinquency or neglect" of any juvenile. Neither does the Connecticut act include in its provisions for trial and treatment other types of children's cases than those of children accused of criminal offenses, though, as provided by other statutes, the same courts which may hear cases of delinquency may decide questions of neglect. These cases are, however, entirely under the control of the county commissioners. The so-called model law embraced within the methods of treatment in its juvenile courts a more general class of children than specific offenders when it defined the jurisdiction to include any child "who so deports himself or is in such condition or surroundings or under such improper or insufficient guardianship or control as to endanger the morals, health, or general welfare of such child, * * * who comes within the provisions of any law for the education, care, and protection of children."

In Connecticut it is not obligatory to have all hearings away from the other business of the court; this is left to the discretion of the judge, except in cases of first prosecutions which are not sufficiently serious to be punishable by imprisonment in the State prison or by death. The so-called model law requires this separation for all cases, without any distinction between first and later prosecutions.

Although Connecticut provides for a separate docket for first prosecutions, subsequent cases may be kept on public records. This exception is opposed to the letter and intent of the so-called model law which makes private records mandatory for all cases. The so-called model law, furthermore, provides, as Connecticut does not, that adjudication under the law shall not operate as a disqualification of the child for any office under any State or municipal civil service, and that such child shall not be denominated a criminal.

The Connecticut act has no such provision as the so-called model law for special probation officers to deal with juvenile cases, though the probation act specifies that all cases of minors shall have a pre-

[1] P. A., 1917, ch. 308, sec. 4.

liminary investigation by probation officers before the case is heard in court, and if the court so decides, the child may be put in care of a probation officer after the hearing. Probation officers are appointed by the judges and not, as recommended in the so-called model law, by public competitive examinations.

No such provision as that recommended by the so-called model law was embodied in the Connecticut act for the appointment of an advisory board of citizens to cooperate with the court upon matters affecting children.

The bill which embodied those provisions of the so-called model law, which was recommended by the National Probation Association and other qualified persons for the particular needs of the State of Connecticut, failed of passage. Nevertheless, the foregoing history of the legislation of the State shows a steady progress in the treatment of juvenile delinquency.

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CHAPTER II. METHODS OF CONDUCTING CASES OF JUVENILE DELINQUENTS BROUGHT BEFORE THE COURTS.

This study of methods of court work was made before the act concerning juvenile offenders went into effect in 1917, and, consequently, the facts obtained relate to conditions as they were found to be before any changes due to the new law may have taken place. Since 1917 better methods have been possible in the matter of arrest, detention, privacy of hearings, and separation of juvenile records. In the main, however, the situation described would not be greatly changed.

INVESTIGATION OF JUVENILE CASES BEFORE TRIAL.

At the time this inquiry was made, as a rule in the cities of Connecticut, juveniles were arrested on a warrant issued by the prosecuting attorney. It was the duty of the prosecuting attorney to satisfy himself that sufficient cause existed to warrant an arrest. Usually this officer does very little investigating outside his office. Where warrants are issued in the cases of children to be placed in the county home, three days must elapse between the issuing of the warrant and the trial of the case. This gives opportunity for fairly complete investigation of a case. In most cases, however, before the city courts, children have been arrested on one day and tried on the following day.

Where probation officers have been in attendance at the court it has been their duty to investigate these cases, in order to advise the court as to their disposition at the trial. It frequently happens that the probation officer will ask the court for a continuance of the case, and this request is usually granted. In the ordinary routine, however, it is a rare occurrence that more than 24 hours elapse between the issuance of the warrant and the trial of the case. Many probation officers have reported that their first acquaintance with the case was when the child appeared before the court on the day of the trial. Only 19 out of a total of 46 probation officers interrogated upon this point were of the opinion that sufficient time elapsed before the trial to enable them to investigate carefully each case of a juvenile and make recommendations to the court. Some probation officers reported that investigations were seldom made before a trial and others that they were not notified of arrests.

There seems to be little question that the efficiency of the probation service in the State has been lowered by this lack of opportunity to make complete investigation before a case appears for trial. The Connecticut Prison Association, which has charge of the probation work in this State, has failed to furnish a blank that is entirely satisfactory for this preliminary investigation. The probation officers in New Haven and Hartford make use of blanks not furnished by the State for the purpose of the investigation. It would appear that the most satisfactory solution of this problem would involve the furnishing of a more satisfactory blank by the prison association and a provision in the law requiring the submission to the court of this blank, properly filled out, before the case is tried. It is undoubtedly true that the trial will bring out the salient points in the case, but a careful investigation in the home and neighborhood would usually bring to light facts which would assist the judge in the disposition of the case. The necessity of a preliminary investigation of this kind would also serve to bring home to the probation officers the fact that they were not only court officers but social workers as well.

MENTAL EXAMINATIONS.

The more scientifically juvenile delinquency is studied, the more evident it becomes that in a large proportion of the so-called delinquents there is an accompaniment of low mentality. The child is backward at school, fails of promotion, gets discouraged, loses interest in the work of the classroom, and falls into habits of idleness. The same causes which make him fall behind in his school work render it hard for him to get and keep a job. Unemployment gives him an opportunity to spend his time on the street and to form bad associations. This results in his appearance before the court on a charge of idleness, theft, or some kindred offense. One of the first duties of the court should be to order a mental examination of a child whose school record is unsatisfactory. This is, however, one of the weak points of criminal procedure in this State. Only seven of the probation officers report that, before the trial, an examination is made by an expert to determine whether the child is mentally normal. Many children are thus brought before the court again and again before it is finally determined as a result of a mental examination that they are not responsible for their actions.

Many such children are placed on probation with the idea that it is possible for the probation officer to keep such subnormal children out of trouble in the future. Almost without exception the probation officers complain that cases are turned over to them in which it is hopeless to expect improvement. The efficiency of the proba-

tion service in the State is lowered by loading up the officers with a number of impossible cases. After probation has failed, the next step is to commit these children to the Connecticut State School for Boys or the Connecticut Industrial School for Girls. The task of conducting such a school is difficult at best, but it is rendered much harder by the presence of boys and girls who are subnormal mentally and who are a continuous source of trouble within the institution. There are to be found in the Connecticut Training School for Feeble-minded at Lakeville many children who had been arrested time and again as delinquents before an adequate mental examination proved them to be feeble-minded. A few cases may serve as illustrations.

Case No. 1.—A girl 16 or 17 years old. Her parents died when she was young and she was placed in a private institution and later transferred to a county home. She was still later placed in a private home, where she lived until the house was destroyed by fire. Then she was placed with another family and set fire to their house. She became frightened and tried to extinguish it. A little while afterwards she set fire to a barn, which was completely destroyed. She was untruthful and told weird stories about these fires, but finally admitted her responsibility for them. She apparently liked the excitement which they created. The girl did not seem distressed by confinement in jail and showed little curiosity as to what was to be done with her. She was examined as to her mentality and committed to the Connecticut Training School for Feeble-minded at Lakeville, where she seems quite happy. Her mental development is that of a child of 11.

Case No. 2.—A boy born in 1892. During his early years he was a vagrant and a thief, and was placed in a county home. From there he was committed to the Connecticut School for Boys on account of incorrigibility. Although good natured and apparently harmless, he was five years in earning his honor badge and release, though it is possible to do this in 11 months. After his release he got into trouble again and was finally committed to Lakeville. His mental age is 11 years.

Case No. 3.—In this family one girl was committed to the Connecticut Industrial School for Girls at the age of 12 on the charge of being beyond the control of her parents and, by her own confession, guilty of immoral conduct. After her release from Lakeville she became the mother of an illegitimate child. Mother and child were both taken to the almshouse for a short time. Later this girl moved from her home city to another State, where she married the man responsible for her trouble. Since then she has had two children. Recently, upon the discovery that he had another wife living, her husband deserted her. A brother of this girl, guilty of theft, was sent

to the county home. Another brother was committed to the reform school, but the authorities in that school reported that he was a suitable candidate for the Connecticut Training School for the Feeble-minded. Accordingly he was committed to that school. Three years later, soon after his release from Lakeville, he was arrested and committed to the Connecticut School for Boys. In the same year he was released and was shortly after arrested again for theft. He was then recommitted to Lakeville. Later he was released from Lakeville and during the following two years was brought in by the police on five different occasions. He was finally committed again to Lakeville. Another brother was arrested for theft but allowed to go free. Both the parents in this case were of low mentality and all the children were subnormal mentally. Whenever the children had their liberty they were constantly getting into trouble. They did not belong in the county home, in the Connecticut School for Boys, or in the Industrial School for Girls. They should have been placed in Lakeville at an early age and kept there.

The judges in the State are not to be blamed too much for putting upon probation or sending to the reform school boys and girls who really belong in the school for the feeble-minded, since this institution can care for only a comparatively small proportion of the known cases of feeble-minded persons in the State. The institution is continually overcrowded and there is a long waiting list. The work of the probation officers and of the Connecticut School for Boys and the Industrial School for Girls will continue to be handicapped until the State makes adequate provision for the mentally deficient. This is in some ways the greatest stumbling block in the way of the proper care of juvenile delinquents in Connecticut at the present time. New buildings are now being erected for the feeble-minded at Mansfield, but it is generally admitted that when these buildings are completed there will still remain a large number of feeble-minded children in the State who should have institutional treatment. Until these unfortunates can be properly cared for, the officers and institutions working with juvenile delinquents will continue to be handicapped by attempting to deal with a number of cases which do not rightfully belong to and can not be handled adequately by them.

Not only are there in the Connecticut Training School for Feeble-minded many juveniles who were treated as criminals and sent to penal institutions before it was discovered that they were so subnormal mentally that they were really not responsible for their actions, but there are many in the State reformatory at Cheshire who are feeble-minded and are there at the present time because the State has never made adequate provision for them. Many of the inmates of this institution are of such low mentality that it is doubtful

whether any permanent improvement can be expected from their confinement and training in this institution. It is difficult to conceive how they can ever become worthy, self-supporting members of the community after release. A brief history of a few who have been inmates of the Connecticut reformatory during the past year will make this more apparent.

Case No. 1.—A boy born in Europe and brought to the United States when 11 years of age. He had a feeble-minded brother who was twice refused admittance to this country. This boy attended a special class for immigrants in the public schools, where he was considered stupid, erratic, almost insane, stubborn, surly, and quarrelsome. He is practically an imbecile and has been used by criminals as a tool, although he is not a criminal type himself. He will probably never have sufficient strength of character to keep out of the hands of designing persons.

Case No. 2.—A boy born in 1892. He was in the third grade throughout his seven years at the Connecticut School for Boys and was considered mentally defective. His influence was so bad that he was not allowed to mingle with the other young boys, but was kept with the older ones. During his entire time in the school he did not receive a single visit from a relative or friend. He was so undesirable that he could not be placed out. When his own home was found it was most unsatisfactory. The mother was an alcoholic and a streetwalker, but, since there was no alternative, he was returned to her for lack of a better place. He was committed to the reformatory the year after his release from the Connecticut School for Boys. His mental age is 8 years. He can read a little, but does not seem to understand the meaning of what he reads. He will follow directions literally and blindly, but lacks all initiative. He seems to be devoid of all reasoning powers and is extremely suggestible, doing simply what he is told regardless of right or wrong. It is doubtful if he will ever be able to take care of himself.

Case No. 3.—A boy born in Connecticut. Both parents had jail records for drunkenness and the mother an additional record for keeping a disorderly house. Two sisters were immoral. The two sisters and this boy were committed by the court to a county home. Later they were returned to an aunt who had a court record for drunkenness. The two girls became prostitutes. The boy was sent to the Connecticut School for Boys. Later he was placed in the reformatory, was released on parole, violated the parole, and was returned. He is dull and of low mentality. In addition he has been a heavy drinker.

Case No. 4.—A boy born in Connecticut in 1894. The parents separated and the mother remarried. She is an alcoholic and pos-

sibly insane, or, at any rate, very abnormal mentally. This boy was brought up by an aunt, who was also mentally abnormal. He spent nine years at the Connecticut School for Boys, where he was considered mentally deficient. He was twice paroled to his aunt, and was finally committed to the reformatory. He was there rated as feeble-minded and easily influenced.

Case No. 5.—A boy, the child of an illegitimate union, born abroad of pauper ancestry. He made his home with an aunt, whose character is questionable, and who was cruel to him. At the age of 6 he was committed to the county home. He is described at the age of 9 as dull, very irresponsible, and one who could not be allowed in the room with a girl, even if there were others present. Because of his abnormal sex tendency he was placed in the Connecticut School for Boys, where he remained five years. He was paroled in the custody of his aunt, from whom he ran away after a few weeks. Soon afterwards he was committed to the State Reformatory for rape. Beyond question the boy is feeble-minded.

Case No. 6.—A boy born in 1894. Both father and mother were alcoholics with long jail records. The mother was also immoral. This boy was committed to a county home when young. He was later placed in two excellent private homes, but proved unadaptable, and was returned to the institution. According to the State law the control of the county commissioners ended when he was 16 years of age, and from that time until his commitment to the reformatory he led a wandering life. He was a hard drinker, and seemed unable to resist stealing whenever opportunity offered. It is unfortunate that he could not have been kept longer under the guardianship of the county home.

Case No. 7.—A boy born in Connecticut in 1899. The father is a hard drinker, fails to support his wife, and has served a sentence in the State prison. The mother is neurotic and was unable to control this boy. He spent four years for burglary in the Connecticut School for Boys, and was later committed to the reformatory. At the age of 17 he had the mental development of a child of 11. It is doubtful if he ever will become self-supporting.

These cases and others of a similar nature show the need for careful and thorough investigation, including mental tests, of all juveniles when brought to trial. It is impossible for any judge, no matter how conscientious he may be, to gain from questioning witnesses at a trial sufficient information concerning a child's antecedents, home surroundings, and past history to deal wisely with his case. Each child's case should be continued long enough to enable the probation officer or some social worker to make a detailed study and lay all the facts before the court.

CARE OF JUVENILES AWAITING TRIAL.

In the cities and towns in the State in which there was probation service in 1916,[1] a study was made of the provision for the care of delinquent children held by the courts while awaiting trial. In most of these cities and towns this provision is inadequate. Twenty-nine of the towns and cities have no special detention rooms for children either within or without the police station.

In 13 places the lack of proper facilities is met in a fairly satisfactory manner. If a child is arrested while committing a crime and brought to the police headquarters he is, in all but the most serious cases, allowed to return to his home for the night on promise to appear with a parent at the court on the following morning. This obviates the necessity of confining him in the same building with adult criminals and brings home to the parents their responsibility for the child's conduct. Where the child is not placed under arrest, the officer calls at the home and leaves a notice for the child and parent to appear in court on the following morning. This method of handling juvenile cases is really the only way which can be followed with any satisfactory results in towns and cities where no special detention rooms for children are maintained.

In 12 of the places the children are kept over night either in the police station or in the town lockup. Even in cities as large as Willimantic, New Britain, Stamford, Meriden, and Middletown—each of which has a population of 10,000 or over—no special provision has been made for the care of juveniles. In Waterbury a new municipal building has just been erected with special detention rooms for children. In Hartford juveniles are usually released on probation, but in exceptional cases have been held in the women's section of the police station under the care of the police matron. This method of caring for juveniles has also been followed in four other cities in the State. A row of cells is set apart for women and it is the custom in these cities to hold the children as far as possible from any women occupying cells in the same row.

In two places children are kept in the town hall over night. In one place they are kept in a boys' clubroom, and in one place they are kept at the town farm.

New Haven has the most satisfactory arrangements for the care of children awaiting trial. Until about 20 years ago children were kept at the police station over night. At this time arrangements were made with the Organized Charities Association to keep chil-

[1] Ansonia, Berlin, Branford, Bridgeport, Bristol, Danbury, Derby, East Hartford, Enfield, Farmington, Greenwich, Griswold, Groton, Hamden, Hartford, Huntington, Killingly, Manchester, Meriden, Middletown, Milford, Naugatuck, New Britain, New Haven, New London, New Milford, Norwalk, Norwich, Orange, Putnam, Rockville, Southington, Stafford Springs, Stamford, Stonington, Stratford, Torrington, Wallingford, Waterbury, Willimantic, Winchester.

dren awaiting trial in the top story of their building. In 1904 the detention room for the boys was moved to a separate building on the same property, where three detention cells in the corner of the men's lodging house were fitted up for them. This proved unsatisfactory and a temporary detention room was prepared in the police station, where the boys were kept separate from the adult prisoners.

Through the generosity of two public-spirited women of the city a children's building, admirably adapted to the needs, was presented to the city in 1916. Here all boys under 16 and all girls under 21 are held while awaiting trial. There is a disciplinary school in the building and on the ground floor is a room used for the city court and two rooms for the use of the two probation officers who deal with the cases of boys and girls. Court is held one afternoon each week. The attempt is made to remove from this building all the ordinary activities of a police court. It is to be hoped that other cities in the State will follow the lead of New Haven in providing proper accommodations for children.

Little complaint could be made in most places of the character of the meals served to juveniles awaiting trial. There were only two places in which the diet was confined to crackers and water. In three places meals were sent to the prisoners from a restaurant and in two from a hotel. Plain home cooking was served in four places. In about half the places sandwiches and milk or sandwiches and coffee were served.

Judging by conditions in the 12 cities covered by this study in 1914–1916, the provision for the detention of juvenile delinquents held for trial is far from satisfactory throughout the State. Except in extreme cases there is no excuse for putting these youthful offenders in the ordinary cell at the police station or lockup. In the smaller cities and towns, where the arrests of children are infrequent, it is probably not to be expected that any special provision should be made for their detention. In these cases they should be returned to their homes or cared for by the probation officer until the trial. Where the city has attained any considerable size and where arrests of juveniles are frequent, some better arrangements for their care should be provided or they should be returned to their homes. As the need for more thorough investigation before the trial is realized more clearly, so the necessity for proper detention quarters (if the home is unsatisfactory) while this investigation is being made becomes apparent.

TRIAL OF JUVENILES.

There were in Connecticut at the time this study was made no judges whose duties were confined to hearing children's cases, and none have been appointed since.

It was found that a large proportion of children's cases appeared before the city courts. The judges in these courts are chosen as follows: Any person has the right to nominate to the legislature, which meets biennially, any persons he may desire, to be made judges. These nominations are all referred to the judiciary committee. After a hearing this committee recommends to the legislature the persons who it believes should be elected judges. The elections are made by the legislature and the judges so chosen hold office for a term of two years. It is a rare occurrence when the recommendation of the judiciary committee is not accepted.

The result of this method of selection of judges is that they are almost invariably chosen from the political party at the time in control of the legislature. The tenure of office of judges in many cities has been very brief and is often limited to one term. It makes possible the selection of the men with the most political influence rather than the men best fitted for the position. The suggestion has been made several times that the judges of the city courts be appointed by the governor, as are the judges of the superior and supreme courts, but this recommendation has never become part of the law of the State.

A study was made of the cities and towns in which there is probation service to determine how common is the custom of the judges to hear juvenile cases in open court or in chambers. In most of the larger cities, including Bridgeport, Hartford, Stamford, New Britain, Waterbury, South Norwalk, South Manchester, Naugatuck, Greenwich, and Bristol, children's cases were almost invariably tried in chambers. In five of the smaller places with town government this practice prevailed. In about half the places studied, however, most of the cases are tried in the open court; it is unfortunate that four cities are in this list. Even where this practice of hearing children's cases in the open court has been discontinued, the method of hearing cases is at the discretion of the judge, and he may revert to hearing children's cases in the open court whenever he so wishes. Since the city court judges change frequently, the changes in this matter of procedure may be as frequent.[1]

In one city court it frequently happens that children sit for hours while cases of adults are being heard, waiting until their own cases are reached on the docket. There would seem to be no excuse for forcing children to wait in a court room while the cases of adults are being tried, or to have their own cases heard in the presence of other than interested parties. In New Haven all cases of children are now heard in the children's building, which is distant about four blocks from the police court. One afternoon a week was set aside

[1] By the terms of the act concerning juvenile offenders all first prosecutions of children must hereafter be heard in chambers.

for hearings upon these cases, and none but the judge, the attorneys, parents, witnesses, probation officers, and other interested persons were allowed in the room while the case was being heard. Public opinion should make the demand that no children's cases should be tried in open court in the future and that no children should be kept in a court room while waiting for their cases to be called.

RECORD FOR THE FIRST OFFENSE.

The feeling has grown throughout the State that it is a mistake to give a boy or girl a police record on the first complaint brought before the city attorney unless the offense be a serious one. The law of 1917, furthermore, has made mandatory the use of separate dockets for first offenses except in aggravated cases and has given the judge discretionary power to keep the records separate in later cases.

At the time this inquiry was made 21 of the probation officers reported that when a child was arrested for the first time for a slight offense a formal charge was not lodged against him. In this way no court record was made of the offense. When complaint was made to the city attorney that the child had committed some offense, a note was written to the father, asking him to come with the child to the office of the city attorney. In the interview which followed, the attempt was made to bring home to the father his responsibility for the conduct of the child, and, in many cases, the child was turned over to the probation officer. It frequently happened that the probation officer would receive a child upon voluntary probation. The child then reported regularly to the probation officer, who was able to keep in touch with him, with the result that many children never appeared before the court. There has been an increase of this practice throughout the State and many probation officers have reported more cases of voluntary than of legal probation. This shows that the probation officers are beginning to consider themselves rather in the light of protective officers, so far as children are concerned, and to feel that they are most successful in their work when they are able to keep the children from the court.

In three cities in Connecticut there were found to be in 1916 protective officers in addition to the probation officers. In these cases the salaries were paid by private organizations. The principal obstacle in the way of increasing voluntary probation in the State is the limited number of probation officers, and the fact that many of them have so many cases that they are unable to assume this duty in addition to their regular court work.

CHAPTER III. THE PROBATION SYSTEM.

The probation law of Connecticut was first enacted by the general assembly of 1903 and became operative August 1 of that year. It has since been amended five times, in 1905, 1907, 1909, 1913, and 1915.

APPOINTMENT AND SERVICE OF PROBATION OFFICERS.

Appointment.—According to the probation act the judges of every district, police, city, borough, and town court shall appoint one or more probation officers. The judge of a superior court or court of common pleas may appoint a probation officer at his discretion. The number of probation officers to be appointed in any court is not limited and the judge may appoint a man or woman or both. He also has the power to remove them at pleasure. There is no check upon a judge in the choice of probation officers and he may select whomever he sees fit and remove them whenever he desires.

During the first year in which the act went into force the superior courts of New Haven and Tolland Counties appointed probation officers, the district court of Waterbury, and the city, police, town, and borough courts in 35 towns and cities of the State appointed officers. The work has increased until in 1916 officers have been appointed for the superior courts of every county, the courts of common pleas in three counties, the district court in Waterbury, the city courts in 18 cities, in 6 boroughs, and the courts of 17 towns. The work is still under the supervision of the Connecticut Prison Association. Biennial reports are made to the governor and great improvements have been made in the handling of the cases of juveniles brought before the court since this act went into operation. During the two years ended September 30, 1916, 2,955 boys and 260 girls were placed on probation. The distribution of these juvenile cases by courts and towns is as follows:

County or town.	Court.	Number of juveniles placed on probation for year ended—			
		Sept. 30, 1915.		Sept. 30, 1916.	
		Boys.	Girls.	Boys.	Girls.
Hartford County	Superior	18	.....	26	.....
New Haven County	do	7	.....	26	3
New London County	do	2	.....	.....	.....
Fairfield County	do	38	.....	3	.....
Windham County	do	.....	.....	2	.....
Litchfield County	do	1	.....	.....	.....
Middlesex County	do	.....	.....	.....	.....
Tolland County	do	.....	.....	3	.....

County or town.	Court.	Number of juveniles placed on probation for year ended—			
		Sept. 30, 1915.		Sept. 30, 1916.	
		Boys.	Girls.	Boys.	Girls.
New Haven County	Common pleas	7	1	12	1
New London County	do				
Fairfield County	do	2			
Waterbury	District	3			
Ansonia	City				
Bridgeport	do	66	19	128	50
Bristol	do	22	1	14	
Danbury	do	25		37	
Derby	do	3		14	2
Hartford	do	507	52	532	22
Meriden	City and police	74	8	28	1
Middletown	City	2	1	10	
New Britain	City and police	82	3	118	1
New Haven	City	456	45	339	31
New London	City and police	10		12	
Norwalk	City				
Norwich	do	16	2	2	
Putnam	do				
Rockville	do	4		4	
Stamford	do	31			
Waterbury	do	91		137	3
Willimantic	Police	7	1	13	4
Farmington	Borough				
Greenwich	do	12	4	17	1
Naugatuck	do	8	1	10	
Stafford Springs	do				
Torrington	do	1		12	
Wallingford	do				
Berlin	Town	1		1	
Branford	do				
East Hartford	do			13	1
Enfield	do				
Griswold	do				
Groton	do				
Hamden	do	14		24	
Huntington	do	5			
Killingly	do				
Manchester	do	4		5	
Milford	do	4		2	
New Milford	do	4			
Orange	do	38	1	24	
Southington	do				
Stonington	do	1	1	8	
Stratford	do			6	
Winchester	do				
Total		1,573	140	1,382	120

Duties of probation officers.—It is the duty of the probation officer to investigate the cases of persons who are to be brought before the court for offenses not punishable by imprisonment in the State prison. He shall, whenever possible, have a personal interview with the accused before the trial, and shall report to the court all facts which may show whether the accused may properly be released on probation. Complete records of all cases investigated shall be kept by the probation officer. In cases involving minors, the court may commit the child to the care of the probation officer while awaiting trial. He shall take charge of all persons placed on probation, giving to each probationer full instruction as to the conditions of his probation, and requiring from him periodical reports of his conduct. In case the probationer fails to observe the rules of conduct pre-

scribed by the court, the probation officer may arrest him without warrant or other process and bring him before the court.

Probation officers shall not be active members of any police force, or be sheriffs or deputy sheriffs, but shall, in the execution of their official duties, have all the powers of police officers.

Qualifications for the position.—No special qualifications are required by law for probation officers, and no examination for applicants for the position is held. Previous training and experience seem to play a very small part in the choice of officers. Inquiries were sent to all the probation officers of the State on January 1, 1916, asking for their experience in work of this nature and previous occupation. From the replies received it is evident that a number had had training in social work—two had been general secretaries of the Y. M. C. A., two were clergymen, five had been engaged in charity organization society work, one had been a supervisor of public recreation, one was superintendent of a boys' club, one a physical instructor, and one a superintendent of a girls' reform school.

A large majority of the probation officers, however, had apparently no training or experience in social work. Among the previous occupations of these officers were the following: Chief of police, city sheriff, lawyer, farmer, real-estate dealer, street-sprinkling inspector, factory employee, housekeeper, insurance agent, barber, liveryman, census enumerator, hatter, contractor, watchman, and court messenger. One replied in somewhat vague terms that his previous occupation had been "dealing with peoples."

Of course, sympathy and common sense are two indispensable qualities in a good probation officer and may not always be developed by training, but if the probation work of the State is to be a success it is necessary that the officers consider themselves rather in the light of social workers than court officers. The value of the service would be increased if the prison association or some other body should receive from those who wish to become probation officers applications on uniform blanks, setting forth their training, experience, and special qualifications for the work, and if an examination, either oral or written, or both, could be held for applicants. A list of those who ranked the highest might be presented to a judge before an appointment is made. The quality of the probation service in the State might thus be improved.

The reports submitted by the probation officers to the Connecticut Prison Association indicate by numerous mistakes in spelling and grammar that the general education of many of the officers is meager. The blank submitted to each probation officer for his annual report is certainly simple and intelligible, and yet many officers seem to find it almost impossible to complete this blank in a satisfactory manner.

It has been necessary at times for the agent and clerk of the prison association to call upon some of the probation officers in person and assist them in filling out this very simple blank, in order that the association may have records on which to base the annual report on the probation service which the law requires.

Pay of probation officers.—By provisions of the act probation officers are reimbursed for all necessary expenses incurred in the prosecution of their duties and may be paid at a rate not exceeding $4 per day in cities of 50,000 inhabitants and in all other cities and towns not exceeding $3 per day. On January 1, 1917, there were 10 full-time probation officers in the State. The others were employed for part-time work.

As a result of the employment of so many officers on part time their pay was extremely varied. Of the officers working full time on January 1, 1916, six were paid by the day, four receiving $4 a day, one $3 a day, and one $2 a day; one was paid $15 a week and one $25 a month; two were paid by the year, $1,080 and $1,000, respectively. Of those working on part time, one was paid $4 a day, six $3 a day, and several $3 a day when called to court; three were paid by the month, $40, $15, and $5, respectively. Of those paid by the year, two received $300, one $225, two $200, and one $40; three were paid by the hour, all receiving 30 cents; two were paid by the case, one receiving $4 and the other $1.50; two were paid by the visit, one receiving $1 and the other 50 cents. Two reported that they had no regular rate of pay, and two had received nothing for a year.

Although some variation in the rate of pay is to be expected, since the amount of work varies in different courts, there is little excuse for this extreme diversity in the remuneration of probation officers. Pressure to increase the rate is frequently brought to bear upon the judges who fix the rate of pay, by the probation officer and his or her friends. In the four largest cities in the State the pay is not uniform and officers in some of these cities received twice the rate of pay of an officer in another. No apparent reason for this difference existed except the recommendation of the judge. The officer receiving $2 a day handled more cases during the year than some of the officers receiving $4 a day, and the work was done in as satisfactory a manner. Where the officers are paid by the case there is an incentive to finish up the case as soon as possible; where they are paid by the visit this incentive is not present. In many cases the rate of pay is too small to attract competent persons.

Length of term of service of probation officers.—In 38 cases it was possible to determine the length of service of the State probation officers prior to January 1, 1916. Two had held office for somewhat over 12 years, or since the law became effective. Three had

held office for 9 years, two for 7 years, two for 6 years, one for 5 years, two for 4 years, three for 3 years, six for 2 years, and 17 for not over 1 year. Only 10 of the probation officers in the State employed on January 1, 1916, had been in continuous service for over 5 years, while 17 had seen but 1 year of service or less. Some of the previous probation officers have resigned on account of the low rate of pay and others to enter another line of work, but a large proportion were changed by the judge. In some of the courts probation officers have been retained when new judges have been selected, but in many cases a new probation officer comes into office whenever the judge is changed. This brief and uncertain tenure of office is not conducive to a high degree of efficiency in probation officers and can not work for the best interest of the probation act in Connecticut.

Although the most serious objection to this frequent change of probation officers is the tendency to decrease the efficiency of the service, a minor disadvantage is the increased difficulty in preparing the annual report of the prison association. It frequently happens when a change of officers has been made by the court during the year, that the last officer can not obtain a satisfactory record from his predecessor, who has lost interest in the work. In many cases it has been with very great difficulty that the association has been able to prepare a satisfactory report of the year's work. So long as the changes in officers are as frequent as they have been during the past decade, this difficulty will probably continue.

Headquarters for the probation officers.—The location of the offices of the probation service is a matter of importance in the administration of the laws in regard to juveniles. If men alone were obliged to report to the probation officers, it would probably be no serious disadvantage to the work to have these offices located in the police building, but where women, boys, and girls must come to make their reports, it is certainly far from satisfactory to have them obliged to come into contact with the class of people who frequent police headquarters. On January 1, 1916, 10 of the probation officers in the State had their headquarters in police stations. This practice can not be condemned too strongly. It is a serious mistake under any circumstances to ask juveniles to report regularly to an office in the police building.

Fortunately the custom of having children report at the police building is passing out of existence. In Meriden and Willimantic the practice still prevails. In Hartford the boys report at the office of the probation officer in the police building, but enter by a door which keeps them separate from others in the building. The girls do not report at this building. Until recently all the probation officers in New Haven had offices in the police building, where the

juveniles reported to them. Recently a change had been made, and juveniles report at the children's building.

The practice is now becoming almost universal of having juveniles report at the homes of the probation officers unless they have their offices in some building other than the police station. Some of the officers, instead of asking the children to visit them, visit the homes of the children. In case an officer has only a few cases under him, this is possible. Even if the children report to the officer at his office, it is desirable for the officer to visit the homes of the children in order to acquaint himself with home conditions and talk with the parents. This practice is becoming more common in this State as probation service is better understood.

The blanks furnished by the Connecticut Prison Association to the probation officers are fairly satisfactory for keeping a record of the persons placed on probation.

A new blank, however, should be provided for the investigation preceding the trial. The law upon this subject is sufficiently clear and definite. It is the duty of every probation officer to investigate the case of any person brought or about to be brought before the court in order to ascertain the history and previous conduct of the person so arrested and in order to determine whether such person may properly be released on probation. The blank used at present does not provide for a sufficient family history.

The prison association has recently appointed a committee to make a thorough study of the blanks in use and to offer suggestions as to their improvement. When this is done the task will still remain of persuading the judges to allow sufficient time to elapse between the arrest and trial for making a thorough and satisfactory investigation.

The law also requires the clerk of every court by which a probation officer is appointed to notify the prison association forthwith of the name of the officer so appointed. Unfortunately this is not always done, and there have been cases in which some time elapsed before the association learned of the appointment of a probation officer.

Number of cases in charge of probation officers.—Thirty-eight probation officers reported the number of persons in their charge on November 1, 1916. Three officers had over 100 cases, one having 105, a second 108, and a third 188. Three officers reported from 75 to 99 cases; two officers from 50 to 74; five from 25 to 49; eight from 10 to 24; 15 from 1 to 9. Two had no cases. There were altogether 1,011 persons on probation at this date. The probation officers were also asked to give the largest and the smallest number of cases under their charge between January 1 and November 1, 1915. The largest number of cases in charge of any officer at any time was 330. There were three other officers with over 175 cases and four officers reported 100

to 174. Two reported 50 to 99, inclusive; six, 25 to 49; ten, 10 to 24; twelve, under 10. When the minimum number of cases is considered, there were two reporting over 100 cases; two from 75 to 99; three from 50 to 74; two from 25 to 49; seven from 10 to 24; eighteen from 1 to 9, and four officers reported that there was one time during the 10 months under consideration when they had no cases under their supervision.

The figures just given for the number of cases in charge of the probation officers include both adults and juveniles. There were 26 probation officers who reported that upon November 1, 1915, they had juveniles under their charge. One reported over 50 cases; two from 25 to 49, inclusive; three from 10 to 24, inclusive; and twenty under 10 cases, while twelve had no juveniles on this date.

It is evident from a study of the number of cases in charge of the probation officers that very few of them are overworked. In fact only three in the State complained about the number of cases they were supposed to carry. It is, however, preposterous to expect a probation officer to do good work for 330 cases at one time, no matter what the nature of the cases may be. It is, of course, a comparatively simple matter for an officer to care for a large number of cases if they are mostly of the nonsupport type, where the probationers call at his office weekly to leave the cash required from them. As a rule, however, about one-half of the probationers in Connecticut are juveniles. If a probation officer is to make a proper investigation and report to the court at the time of trial of juveniles and properly guard their interest during the period of probation, no officer should be expected to handle more than 50 to 75 cases at one time.

Then, too, the duties of a probation officer should not be limited entirely to the cases placed under his charge by the court. The best work a probation officer does is often for those children who come under voluntary probation. If an officer has too many court cases, he has no time to devote to voluntary cases. It may be that one reason why more officers did not complain that their work suffered from the necessity of carrying too many cases was the fact that they were satisfied to do just what the court required and did not take voluntary cases.

On the other hand, in a number of courts in the State the advantages of the probation system are not fully appreciated. One probation officer has not had a case placed in his charge for four years. Another, writing under date of December 20, 1915, says: "When I tell you the last person placed on probation in my town was in August, 1913, you can imagine the interest I have in this subject." Outside the five larger cities in the State, there was not a probation officer who had had over 75 cases in his charge at any one time. A campaign should be carried on in the State to enlarge the interest

in the probation service. This should include a more general use of the probation system in towns as well as a provision for more probation officers in cities.

PROBATION OFFICERS FOR JUVENILES.

Since no courts of domestic relations or juvenile courts exist in Connecticut, no provision is made for probation officers to handle the cases of juveniles exclusively, and there are only three such officers in the State. When two probation officers are attached to the same court, it is usual for one of them to be a man and the other a woman. There are at present eight women engaged in probation service in the State, and in every case there is a man probation officer of the same court. The man usually handles the cases of men and boys, and the woman the cases of women and girls. At one time the attempt was made, where there were a man and a woman probation officer in the same city, to have the man care for the cases of men and the woman the cases of women and all children of both sexes. The placing of boys under a woman probation officer has been discontinued in all but two cities.

Hartford, in 1916, was the only city which had two woman probation officers. In 1918 there was but one. New Haven has for some time had three probation officers, two men and a woman. The woman takes charge of all cases of women and girls. Prior to 1917 the two men officers divided the cases of men and boys between them in a somewhat unsatisfactory way. All the males placed on probation were assigned to one officer in one month and to the other officer in the following month. Each officer had one month in which he was carrying altogether too many cases, alternating with a month of comparatively light work. No attempt was made to give to each officer the type of cases for which he was particularly adapted. The chief virtue of this system was that in theory it was absolutely impartial. In 1917 a change was made by which all the men's cases were given to one probation officer and all the boys' cases to the other officer.

Care of juvenile delinquents on probation.—When juvenile delinquents are placed on probation they are supposed to report to the probation officer once a week. If the child is attending school, the teacher of the school reports by card on the attendance, deportment, and scholarship of the child once a week. This card is presented to the probation officer. If the child is employed, the employer is supposed to send in reports of the child's conduct to the probation officer, but such reports are very seldom received.

In case the boy or girl reports regularly each week and brings the card properly filled by the teacher or employer, and no complaint

as to the child's conduct reaches the ears of the probation officer, this is in most cases considered satisfactory. If the child fails to visit the officer regularly or reports from the teacher or employer are not encouraging, the officer usually visits the home of the child to see what the trouble is.

DUTIES OF THE CONNECTICUT PRISON ASSOCIATION.

The Connecticut Prison Association has nominal charge of the probation service in Connecticut. According to the law this duty is fulfilled when blanks have been provided and furnished to the probation officers and when the reports received from the probation officers have been tabulated and a record of the year's activity made to the governor. For this work an appropriation of $60 a month for clerical services is made to the prison association. This amount is inadequate for the proper supervision of the work.

An appropriation should also be made for a chief probation officer. He should be connected with the prison association and it should be part of his duties to visit the probation officers from time to time in order to acquaint them more fully with their work, and endeavor to standardize their activity. The inspiration and advice of an experienced man would be of great service to them. At the same time he would be of assistance in helping them keep their records in order. He might possibly make some of the courts more sympathetic with probation work and stir up public interest in the problem.

THE ASSOCIATION OF PROBATION OFFICERS.

For several years a round-table discussion for probation officers was arranged in connection with the annual meetings of the State Conference of Charities and Correction, but other interests gradually crowded out this discussion. The probation officers are always invited to attend the annual meetings of the Connecticut Prison Association and many have availed themselves of this opportunity. In 1915 the Association of Probation Officers of Connecticut was formed, and in 1916 a meeting lasting an entire day was held in New Haven. This meeting was attended by over half the probation officers in the State and much good resulted from it. A new president was elected at this meeting and he was authorized to call another meeting in the following year. The second meeting has not yet been held. It is hoped that an annual meeting of the probation officers will be held at which they will discuss plainly their problems and learn from the experience of one another.

Unfortunately very few of the probation officers in Connecticut are members of the National Probation Association and only one officer from this State was present at the 1916 meeting of this association in Indianapolis. The probation service in Connecticut would derive much benefit if more of the officers would attend meetings of this nature. It is to be hoped that in time an esprit de corps may be created in this group.

CHAPTER IV. INSTITUTIONS FOR CHILDREN BROUGHT BEFORE THE COURTS.

THE COUNTY TEMPORARY HOMES.

The problem of juvenile delinquency is intimately related to that of neglect, and, therefore, a study of institutional provision for juvenile delinquents brought before the courts should include a study of homes for neglected children.

The first institutions in Connecticut likely to receive children whose home surroundings are decidedly bad, or who are neglected or cruelly treated, are the county temporary homes.[1] Boys between the ages of 4 and 16 and girls between the ages of 4 and 18 may be committed to these homes and remain under the control of the board of management of a home until the maximum age is reached, unless discharged or the guardianship is legally transferred at an earlier age. The board of management has authority in certain cases to give a child in adoption. Any child committed to a temporary home may, upon the petition of a relative to the board of management or to the court that made the commitment, be released when it is evident that the causes for which commitment was made no longer exist.

The management of a county home has the right to board any child committed to it in a private family, or in a chartered orphan asylum or children's home, at the expense of the State. In each town there is a town committee whose business it is to visit the homes of those applying for children, and give a written statement as to whether a home is satisfactory. When the board of management, in response to a request, has decided to place a child in a home, the person receiving the child signs an agreement to the effect that the child shall be given proper care, an opportunity to attend school, and to attend religious services of the faith of the parents, if this is known. The town committee is then notified that the child has been placed in a certain home in that town and that it is expected to report to the board of management if the child is not being properly cared for.

Annual meetings are held in the county homes, where matters relating to the care of children are discussed, and members of the town committees are expected to attend these meetings. The board of management of each home consists of three county commissioners,

[1] For the law covering the point see p. 27 of this report.

a member of the State board of health, and a member of the State board of charities. Legally, the selectmen of a town may place dependent or neglected children in the county temporary home of that county at the expense of the town, and children so placed remain the wards of the town. This procedure, however, has practically ceased. The usual custom is to commit dependent children through the probate court or city, police, borough, or town court. They then become the wards of the State and their board is paid by the State.

These county homes were called county temporary homes with the expectation that children would be kept in them but a short time and would then be placed in private homes. It has, however, been difficult to find private homes to care for the children, and comparatively few of them are removed from the institutions before they are 14 years of age.

The following table shows in the first part the cases that came under the care of the county homes from October 1, 1914, to October 1, 1916; and in the second part the dispositions that were made of these cases during that period. (Statistics of Population of County Homes, 1915–16.)[1]

Cases under care of county homes, Oct. 1, 1914, to Oct. 1, 1916.

	Oct. 1, 1914, to Oct. 1, 1915.	Oct. 1, 1915, to Oct. 1, 1916.
In the county homes, Oct. 1, 1914 and 1915	800	779
Boarded in other institutions, Oct. 1, 1914 and 1915	272	299
Received new cases in the year	379	298
Returned to the county homes	237	180
Total	1,688	1,556
DISPOSITION OF CASES.		
Placed in families not relatives	295	270
Placed with relatives	199	137
Otherwise discharged	113	90
Died	4	6
In county homes, Oct. 1, 1915 and 1916	779	770
Boarded in other instutitions, 1915 and 1916	298	283
Total	1,688	1,556

Although more cases were handled in 1915 than in 1916, the usual tendency during the last few years has been toward an increase in the number of commitments, with the result that some of these temporary homes have become overcrowded. On account of this overcrowding of the county homes, it seems likely that additions will be built to the institutions. In 1917 it was decided that an addition must be made at once to the home in one county.

[1] The Report of the State Board of Charities for the years 1915–16 has not yet appeared, but these figures were furnished through the courtesy of Mr. Charles P. Kellogg, secretary of the board.

In view of the fact that the buildings are overcrowded, and that so few children are being boarded out or placed in private families, the development of the placing-out side of the work of these homes is an undertaking of chief importance. That this matter is receiving considerable attention is apparent from the following extract from the Report of the State Board of Charities for the years ended September 30, 1913 and 1914:

> This continued increase in the number of children on support of the county homes shows that the means employed at present for placing out are not far-reaching enough to counteract the steadily growing number of children committed and returned each year to the homes. It is evident that the work of the county homes has far outgrown their original purpose as temporary shelters, and it is hoped, therefore, that authority and means may be obtained from the general assembly of 1915 to conduct a thorough study of the care of dependent and neglected children throughout the State with a view to preventing unnecessary commitments, reducing the population of the homes to reasonable numbers, and stimulating the placing out of the children in family homes. Such a study might result in recommending that all of the county homes be placed under the centralized control of the State board, with the possible consolidation of some of the homes and a logical grouping of the inmates by age, sex, and other conditions.

In addition to the publicity given to conditions in Connecticut by this report, the Connecticut State Conference of Charities and Correction has for several years devoted one session to the subject in the hope of arousing public interest throughout the State.

The State board of charities is empowered by statute to supervise the placing of children committed to the county homes. The secretary, superintendent, or any of its agents may recommend suitable private homes where children may be placed, and may visit any such homes where the children have already been placed to ascertain whether the children are receiving proper care.

On account of lack of funds the State board of charities has been able to employ but one agent to visit for the county homes. The following table shows the work of this agent in visiting and placing out children from the county homes for the year ended September 30, 1914:

Number of children visited	947
Applications and cases investigated	111
Special cases adjusted	57
Children removed and replaced	17
New homes found	128

The attempt to carry on this important work with only one paid agent is pathetic, but the number of agents could not be increased on account of the meager appropriation. In 1917 a bill was introduced calling for the employment of eight such agents. Unfor-

tunately this number of visitors was reduced to three and section 2864 of the general statutes was amended to read as follows:

> Said board shall appoint not exceeding three supervisors, either men or women, who shall be experienced in the care and supervision of children in institutions and in homes and shall fix their compensation, which shall not exceed twelve hundred dollars per annum for each supervisor and in addition thereto they shall receive their necessary expenses, which when audited by the comptroller shall be paid by the State, provided such expenses shall not aggregate more than four thousand dollars per annum. Said supervisors shall hold office during the pleasure of the board.

An effort made at the same time to increase the powers and duties of these supervisors met with defeat. Therefore during the next two years these supervisors will have to work under the previously existing statutes. A move in the right direction has been made by the appointment of three supervisors in place of one, but the problem of caring for dependent children in the State will never be solved until a thorough and exhaustive study of this whole question has been made.

Many social workers have regretted the necessity for the discharge of boys from the control of the board of guardians at the age of 16, and have urged that this guardianship should continue at least until 18 and possibly until 21. In support of this contention cases have been cited where children, soon after release from guardianship, have been brought before the court and sentenced to the Connecticut State Reformatory.

TRUANT SCHOOLS.

Truancy is one of the first signs of delinquency. The child who tires of the discipline of school life and leaves school to loiter on the streets is all too likely to indulge in other forms of lawlessness. The Connecticut statutes hold parents or guardians responsible for the school attendance of children between the ages of 7 and 16. If a child does not attend the public school in his district the parents must show that he is receiving equivalent instruction in some other school. This does not apply to children over 14 years of age who have completed the fifth grade in school and are employed at home or elsewhere.

Each city and town in Connecticut is empowered to make its own regulations concerning habitual truants from school. In the towns, boroughs, and cities of the State there are usually one or more attendance officers or truant officers. The usual practice is for the teacher to report to the superintendent of schools or to an officer any case of nonattendance. The case is then investigated by the officer and report is made to the superintendent of schools. In most towns there is no truant or disciplinary school. An ungraded schoolroom for habitual truants is maintained in most cities.

The law also provides that habitual truants may be arrested and sent to school. A boy who has been arrested three times or more is taken before a judge of the criminal or police court, or a justice of the peace. Girls who, upon the request of a parent or guardian, are arrested for truancy, may be committed to the Connecticut Industrial School for Girls.

THE CONNECTICUT SCHOOL FOR BOYS.

The Connecticut School for Boys, under its earlier name of State Reform School, was opened on March 1, 1854. The school is situated on Colony Street in Meriden and is less than half a mile distant from the center of the city. The tract comprises about 200 acres.

The buildings consist of a large main building, five cottages, a chapel, gymnasium, hospital for contagious diseases, workshop, and large barn. Most of the buildings are of brick. The main building is a survival of the time when the cottage plan for institutions of this type was unknown. It is still used for the congregate department, housing about 200 boys, and is divided into two sections. Each division has its own schoolroom, playroom, dormitory, and dining room. One division serves the older and more hardened boys, while the other contains somewhat younger boys who have not yet proved themselves fit to be placed in one of the cottages. The yards for exercise, connected with this building, are paved and inclosed with high corrugated iron fences.

Each of the five cottages cares for about 50 boys and contains a dormitory, dining room, schoolroom, playroom, and workroom, and is under the supervision of a man and his wife. With each cottage there is a playground without fences. Keen rivalry exists among these cottages, the athletic teams of which usually take the name of some well-known college or university.

In the congregate department the boys give 6 hours to work and spend 3 hours in the schoolroom daily. In the cottages 5½ hours at work and 3½ hours at school are required. For meals, recreation, etc., about 5½ hours are allowed. The schools are graded and the boys receive training in grammar-school work. Most of the boys do some ordinary shop work, from which a return is derived for the school, and, in addition, instruction is given in manual training and woodworking, blacksmithing, printing, tailoring, shoe repairing, cooking, baking, and laundry work. During the summer some of the boys work on the farm or about the grounds. About 40 of the boys receive instruction upon some musical instrument and the school has a band of which the boys are very proud.

Religious services are held in the chapel every Sunday. There are a Protestant and a Roman Catholic chaplain.

The merit system is in use in the school, and a boy may earn his parole in 11 months after entering the school if his conduct is uniformly satisfactory. The average term of detention is a little more than two years. When the time comes for a boy to leave the school he is usually returned to his parents or relatives or placed in a selected home. If a boy proves to be unruly and intractable it is possible to transfer him to the Connecticut State Reformatory.

The school is under the management of 12 trustees appointed by the senate, 1 from each county in the State and 4 from the vicinity of the institution.

During the year ended September 30, 1916, the average number in the institution was 429.

Number of boys in the school Oct. 1, 1915	431
Number of boys committed during the year	233
Number of boys returned on old commitments	29
Escaped boys returned	3
Total	696

The number released was 256. The number remaining in the school September 30, 1916, was 440. The age of the boys committed during the year was as follows:

Years.	Number.	Years.	Number.
8	3	13	46
9	8	14	60
10	17	15	41
11	26		
12	32	Total	233

Since the passage of the act of 1901 very few boys under 10 years of age have been committed to the school. The offenses for which the boys were committed during the year ended September 30, 1916, were as follows:

Incorrigibility	94	Breach of peace	3
Theft	80	Trespass	2
Burglary	15	Assault	2
Breaking and entering	11	Indecent assault	1
Truancy	9	Vagrancy	1
Injury to property	5		
Destitution	5	Total	233
False pretenses	5		

Although 155 of these boys were born in Connecticut, and 30 were born in other States in this country, only 50 were of native parentage.

During the year 256 boys severed their connection with the institution. The causes were as follows:

Discharged by the trustees	26
Returned to relatives	176
Placed at various occupations	14
Appeal taken	21
Returned to district court, Waterbury	1

Transferred to Connecticut Reformatory	6
Enlisted in United States Navy	1
Escaped	9
Died	2
Total	256

The school has a State agent whose business it is to find homes for the boys placed on parole and to visit them at least twice during the year. The attempt is made to place boys in the country, where they will be less liable to temptation. This agent has over 250 boys upon his list. During the year ended September 30, 1916, he investigated 212 homes and made 539 visits to boys. Although the agent is a competent and conscientious investigator and visitor, it would seem that the task of finding homes for the 196 boys who were added to his list during the year and of visiting the 272 boys who were already on his list was too much for one man.

The total expense of maintaining the school during the year ended September 30, 1916, was $90,133.92. Toward meeting this expense the superintendent of the school presents to the comptroller monthly a bill at the rate of $3.50 a week for the support of each boy committed to the school. The school received from the State treasurer during this fiscal year $78,341. This apparent deficit was made up in part from an unexpended balance at the beginning of the fiscal year, in part from the earnings of the shops, and in part from the sale of farm products.

The chief objection which can be urged against this school is its location. It is somewhat less than a 10-minute walk from the school to the center of Meriden, a city with a population of 32,066 in 1910. In line with modern practice a school of this nature should be located upon a farm of several hundred acres in a rural district. Furthermore, the main congregate building was erected a long time ago and it might well be superseded by cottages. The officers of the school have argued that it would be more difficult to secure competent assistants and employees if the school were located in the country, but the many advantages to be gained from its location in the open country would seem to outweigh this possible inconvenience.

Charges have been brought from time to time that punishments have sometimes been unduly severe, but that is not the case under the present management. The school work in the institution is no doubt rendered extremely difficult by the presence of boys who are mentally subnormal, but this handicap must be endured for a while, since there is no other State institution with adequate facilities to which boys of this type can be sent.

An additional visitor would enable the follow-up work to be done more thoroughly for those boys who are on parole; the State could be districted, and more frequent visits could be made; and more time

could be given to finding proper homes for those to be placed on parole.

THE CONNECTICUT INDUSTRIAL SCHOOL FOR GIRLS.

The Connecticut Industrial School for Girls is not a State institution but a private corporation established in 1868 and formally opened on June 30, 1870. It is under the control of 12 directors, together with the governor, lieutenant governor, and secretary of State as State directors ex officio. It receives girls between the ages of 8 and 16 who are stubborn and unruly; are leading idle, vagrant, or vicious lives; or are in manifest danger of falling into habits of vice and immorality. Any girl between these years who has committed any offense punishable by fine or imprisonment or both, other than imprisonment for life, may be committed to this institution.

The form of commitment is by a civil process. Parents, guardians, selectmen, grand jurors, or any proper officers of the town where the girl is found may present a written complaint to a judge of probate or to the criminal or police court of any city or borough sitting in chambers, or to any justice of the peace of the town where the girl is found, who must thereupon determine the case. Any girl legally committed to the institution comes under the guardianship or control of the institution until she is 21, unless sooner discharged according to law.

The school is admirably located on a tract of about 175 acres of land, on high ground, about 2 miles west of Middletown. The buildings include eight cottages, a chapel and school building, an assembly hall, gymnasium, recreation house, superintendent's house, dressmaking shop, farmhouse, and farm buildings. The cottages were planned to accommodate 280 girls and are not at present filled to capacity. They provide proper facilities for classification of the girls. Two of the cottages are reserved for the more hardened and unruly girls, who attend school in their own building and are kept separate from the others.

Instruction is given under special teachers in laundry work, cooking, and dressmaking. Practical training in housework and sewing is given in the different cottages, and some of the girls are employed part of the time in the care of poultry and in doing farm work. Four hours daily are given to training in the various departments, four hours to regular school work, and the remainder of the day to meals, reading, and recreation. A dental outfit has been recently installed and a dentist from Hartford visits the school regularly.

On October 1, 1915, there were 274 girls in the school. During the year 54[1] were received and 75 severed their connection with the

[1] This figure includes 10 girls who had been previously dismissed but were returned during the year.

school, leaving 253 in the school on October 1, 1916. Since this is somewhat below the capacity of the school, the opportunities for proper supervision have been increased.

The ages of the 44 girls committed during the year ended September 30, 1916, were as follows:

Age.	Number.	Age.	Number.
8	1	14	13
10	2	15	15
11	1	Total	44
12	5		
13	8		

Thirty-four of these girls were of native birth and 22 were of native birth and parentage.

Before being returned to the parents or placed in some other home, the girls, by good behavior in the school, are obliged to earn their conditional release by the merit system. It is possible for a girl to leave the school within 10 months after being admitted, but through occasional lapses in conduct this period is usually considerably increased. The causes for which the girls severed their connection with the school during the year ended September 30, 1916, were as follows:

Expiration of minority	1
Placed out in families	13
Placed out with relatives	49
Ordered to new trial	3
Death	4
Placed in hospital	4
Remaining as assistant	1
Total	75

The total expense of maintaining the institution during the year ended September 30, 1916, was $58,814.45. Of this amount $57,608.39 was reimbursed by the State for the support of the girls at the rate of $4 a week. The visiting agent of the school had on her list on September 30, 1916, 82 girls in outside homes not yet 21 years of age. All the girls on this list are visited at least twice yearly.

In his message to the legislature in 1917, the governor recommended the appointment of a commission to study the advisability of the purchase by the State of the Connecticut Industrial School for Girls and also the advisability of establishing a reformatory for women in connection with or near the school. A bill to this effect was introduced in the legislature, but failed of passage. There is a growing feeling in Connecticut against State aid to private institutions, and many feel that the State should own and control this school to which girls are being committed as wards of the State.

THE CONNECTICUT REFORMATORY.

At the session of the General Assembly of Connecticut in 1903 a commission was appointed to inquire into the advisability of the establishment of a State reformatory for men. This commission reported to the general assembly at the session of 1905, recommending the establishment of a reformatory and included in their recommendation a proposed reformatory law. The legislature in the session of 1909 passed an act establishing the Connecticut Reformatory. (Ch. 162, General Statutes.)

The act provided for a board of five directors appointed by the governor, with the advice and consent of the senate, to hold office for four years. The sum of $400,000 was appropriated for the purchase of a site for the reformatory and for the erection and furnishing of the necessary buildings.

The reformatory receives male offenders between the ages of 16 and 25. For those who have been found guilty of an offense for which the maximum punishment would be one year's imprisonment in jail the term of detention in the reformatory may not exceed three years. The court makes no further specification as to length of term in these cases; this is decided by the prisoner's conduct after he enters the reformatory. Youths between the ages of 16 and 21 years who have for the first time committed an offense penalized by imprisonment in the State prison for a shorter period than life are committed to the reformatory. Those from 21 to 25 convicted for the first time of an offense of this type may be sent to the reformatory if the court deems them amenable to reformatory methods. The judge shall not fit the term to these offenders unless it exceeds five years.

At the request of the trustees of the school, inmates of the Connecticut School for Boys between the ages of 14 and 21 years may be transferred to the reformatory if the directors of the reformatory are willing to receive them. Offenders of this class may be detained at the reformatory for the same period for which they could have been held at the school for boys.

When a person is sentenced to the reformatory for an offense for which a fine is provided by law as a supplementary penalty, the trial court may not impose this supplementary penalty.

Any inmate of the reformatory who has been in confinement within the institution for a period of less than one year may be allowed to go at large on parole. If any inmate on parole is, in the opinion of the board, likely to continue to lead an orderly life, said inmate may be discharged from the reformatory. Any inmate who persistently evades the regulations of the officers of the institution

and who appears to the directors to be incorrigible may be transferred to the jail of the county from which he was sentenced, or to the State prison, there to remain for such time as the directors of the reformatory shall direct, not exceeding in all the term for which such person might otherwise have been detained at the reformatory.

Any inmate of the institution who becomes insane may be delivered to the Connecticut Hospital for the Insane, there to be safely kept until the expiration of the term for which he was committed to the reformatory, or until he shall have recovered from his insanity.

The general assembly of 1911 made a further appropriation of $164,500 to build an administration building, a chapel, library, and print shop, and to put in 200 additional cells. On June 24, 1913, the reformatory was formally opened for the reception of inmates. It is located on about 450 acres of land in Cheshire and the average number in the institution is about 250. During the past two years a number of the boys have been employed in building new roads in different parts of the State. This form of labor has been discontinued, and during the coming year the teaching of trades and farm labor will be the principal employments. In 1917 the general assembly appropriated $69,000 for the trade-school work for the period of two years.

The superintendent states that this trade school will aim to give instruction in those trades which are common in the State in order that an inmate, when he ends his term, may be enabled to find employment. Articles made in the trade school are to be put on sale. This will help to pay the expenses of the school and will also add to the interest in the work. During the summer, work in the trade schools will be superseded by outdoor work on the farm.

The statistics of the population of the institution for 1916 are as follows:

Total number on hand Sept. 30, 1915	210	
Received during the year	171	
Escaped inmate returned (previous year)	1	
		382
Released on writ	5	
Discharged	6	
Paroled	115	
Transferred to Middletown	5	
Transferred to Connecticut State Prison	4	
Escaped and not returned	11	
		146
		236
Parole violators returned	8	
Total Sept. 30, 1916		244

The number of inmates committed at specific ages was as follows:

Years.	Number.	Years.	Number.
16	27	22	24
17	38	23	15
18	39	24	9
19	35	25	6
20	32		
21	19	Total	244

The need for teaching trades to the inmates is evident from the fact that nearly one-half of those admitted to the institution during the year ended September 30, 1916, were laborers.

The moral instruction is in charge of a Protestant and a Roman Catholic chaplain. A physician is in attendance at the institution, and during the past year a dentist has been engaged. In 1916 the directors of the institution engaged a worker to take charge of the social service department, the only one employed in any penal institution in the State. In her report for the year ended September 30, 1916, is a good account of what this department hopes to accomplish.

The duties of the social worker consist of the gathering from outside sources of such information as the officers of the institution deem advisable, and likely to enable them to deal intelligently with and plan wisely for their inmates. In addition to the recording of the detailed account of this information, a brief summary of it is also given to the parole board when an inmate appears before that body. This information includes facts regarding the home life, family history, heredity, medical history, mentality, education, and occupational history; and also facts gathered from the records of institutions, charitable societies, and courts; in fact, anything that has a bearing upon the education and reformation of the men.

From time to time opportunities arise to perform friendly offices for these families, and sometimes the attention of local agencies is called to them, and conditions bettered. In addition to the above, visits are made in homes when special circumstances arise that make it necessary.

When this institution was established it was hoped that success would attend the effort for the reformation of boys and young men who had just entered upon a criminal career, and those who are best acquainted with the activities and plans of the directors and superintendents feel that these hopes are being realized.

THE CONNECTICUT STATE FARM FOR WOMEN.

For some time the feeling has been growing in the State that there should be some reformatory institution for women and girls besides the Connecticut Industrial School for Girls. After girls had reached the age of 16 years there was no public institution of a reformatory

nature to which they might be sent. The county jails and the State prison were the only penal institutions for this older group. There were two private institutions, the Florence Crittenden Home at Allingtown, and the House of the Good Shepherd at Hartford, to which girls between 16 and 21 could be committed by the courts. Several bills establishing a reformatory for women have been introduced in the legislature from time to time but have failed of passage.

In 1913 there was passed an act raising a commission to inquire into the advisability of establishing a reformatory for women. Accordingly the governor, in August, 1913, appointed a commission which brought in a report to the legislature in 1915. After stating the reasons why they recommended the establishment of a reformatory for women, they offered "An act establishing a Women's Reformatory Commission and making an appropriation therefor."

This act provided for the establishment of an institution to be known as the Connecticut Reformatory for Women. The governor was authorized to appoint a commission that should select and recommend a site for the institution, secure plans for the buildings, and obtain bids from competent builders for the construction of these buildings. The commission was to study institutions of a similar character in other States and make recommendations regarding the direction, maintenance, and supervision of the institution. The sum of $20,000 was to be appropriated to carry out these plans.

After receiving a favorable report from the committee on humane institutions, the act was unfavorably reported by the committee on appropriations and failed to become a law. In 1916 the Connecticut Prison Association appointed a committee on delinquent women. This committee was asked to make a careful study of the conditions in Connecticut and also of the laws establishing women's reformatories in other States in this country. The committee was subdivided into a number of smaller committees and not only conducted a very thorough investigation, but arranged for scores of meetings upon this subject in different parts of the State. There was hardly a single town in Connecticut in which an address was not given upon the need for a woman's reformatory.

The activities of the committee resulted in the introduction in the legislature of a bill establishing a State farm for women. With slight alteration this bill was reported favorably by the committee on humane institutions and by the appropriations committee and in May, 1917, became a law.

According to this bill, the Connecticut State Farm for Women shall be under the management of seven directors, three of whom shall be women. The directors shall have no compensation for their services, but shall be paid their necessary expenses.

The directors were authorized to purchase not less than 200 acres of land for the site of the buildings and to provide for the erection of these buildings on the cottage plan. The sum of $50,000 was appropriated for this purpose.

The directors shall form a board of parole and discharge; cause to be kept proper records, including those of inmates; fix the salaries of the officers of the institution; hold meetings at least quarterly; and audit the accounts of the superintendent quarterly. The superintendent, who shall be a woman, is to be appointed by the board of directors. There shall be a deputy superintendent and, as soon as the size of the institution demands it, a resident woman physician and a clerk.

The institution shall receive women over 16 years old who are convicted of felonies or who have committed misdemeanors, or unmarried girls between the ages of 16 and 21 who are in manifest danger of falling into habits of vice or who are leading vicious lives. Immediately upon commitment, a careful physical and mental examination, by a competent physician, shall be made of each person committed. The duration of commitment, including the time spent on parole, shall not exceed three years, except where the offender has committed a crime for which the law specifies a longer sentence, in which case the term of detention shall not exceed the maximum term specified by law for such crime.

The board of directors shall act as a board of parole. An inmate may be allowed to go on parole if she is in good physical condition, has ability to earn an honest living, has a satisfactory institutional record based on the merit system, and a proper home to which she may go, or if a suitable place of employment has been secured for her by the board of parole. Whenever any paroled inmate violates her parole she shall be returned to the institution, where she may be required to serve the unexpired term of her maximum sentence, including the time she was out on parole.

Any paroled inmate who has maintained a satisfactory record and who the board of directors believes will continue to lead an orderly life may be discharged before the completion of her maximum term by the unanimous vote of all the members present at a meeting of the board of directors.

The board of directors may transfer to the State prison or to county jail any inmate whose presence in the institution seems seriously detrimental to its well-being. Sick inmates may be transferred to a hospital.

Upon the written certificate of two competent physicians not connected with the institution, an insane inmate may be removed to the Connecticut Hospital for the Insane.

Children under 1 year of age may be committed with their mothers, but on arriving at the age of 2 years they shall be removed to an asylum for children. Children born in the institution may be kept there until 2 years of age.

The board of directors shall make provision for a system of general and vocational instruction, including useful trades and domestic science, and facilities for proper recreation.

A careful study of this law will convince one that this is an admirable piece of legislation. Although the first appropriation is small, the ultimate effect may well be to remove most, if not all, of the women from the county jails and from the State prison. This piece of legislation has made quite complete Connecticut's institutions for the care of juvenile delinquents.

CHAPTER V. A DETAILED STUDY OF JUVENILE DELINQUENCY IN CERTAIN CITIES AND TOWNS.

A somewhat detailed study of the children under 16 years of age brought before the courts during the calendar year 1915 was made in some of the cities and towns of Connecticut. New Haven was selected for the most detailed study because it is the largest city in the State and because more boys and girls were arrested there than in any other city in Connecticut. In the case of New Haven this study covers the years 1914 and 1915. New Britain was also selected because it is a typical manufacturing city, and of all the cities in the State has the smallest proportion of the population of native parentage. Ten small towns, some industrial and some purely agricultural, were also visited and studied.

NEW HAVEN.

The population of New Haven in 1910 was 133,605. It is to a considerable extent a manufacturing center, with a large foreign population consisting principally of Italians, Russians, and Irish.

During the years 1914 and 1915, 692 children were before the city court, 672 boys and 20 girls. The number in 1914 was 320, 312 boys and 8 girls; in 1915, 372, 360 boys and 12 girls. In obtaining these figures the card catalogue in the police headquarters was followed through these two years and the complete criminal record of every boy and girl was copied. No attention was paid to the purely identification portion of the record such as weight, height, color of hair, eyes, etc., but the following data were secured: The name of the boy or girl, the number of the card, the address, sex, age, occupation, nationality, the various offenses committed by the boy or girl since the first appearance before the court, together with the disposition of each case after trial.

The more complete records of those put in care of probation officers were also consulted, as well as the records of the Organized Charities Association, in order to obtain additional information concerning those families which had come to the notice of this organization. In many cases a still more complete history was gained by consulting social workers who had been acquainted with the family life. In this way much information concerning the home surroundings of the children was collected.

Sex and age.—No child under 6 years of age was tried before the city court of New Haven during the year 1914–15. From this age to

14 there is an increase in the number of children brought before the court at each year of age, with the exception of the years 10 and 11, where the numbers were practically equal. From 14 to 15 there was a slight decrease. A little more than one-half the juvenile delinquents were 13, 14, and 15 years of age.

Children brought before the city court of New Haven, 1914–15, distributed by sex and age.

Age.	Total.	Boys.	Girls.
Total	692	672	20
6 years	4	4	.....
7 years	7	7	.....
8 years	22	22	.....
9 years	45	44	1
10 years	72	72	.....
11 years	71	70	1
12 years	101	101	.....
13 years	109	107	2
14 years	129	118	11
15 years	119	114	5
Age unknown	13	13	.....

Although during the past few years the number of juvenile delinquents brought before the city court in New Haven has increased considerably, the tendency has been to adopt other methods than court procedure with a child 8 or 9 years of age and younger. A subpœna is frequently issued in such a case ordering a child to appear with his parents at the office of the city attorney. No formal charge is lodged against the child, but a Connecticut school complaint is made out, in which the offense is never specified, although the complaint is sometimes entered on the court records. The parents and child are warned, and in some cases the child is placed under voluntary probation. Many children are thus corrected, yet their offenses never appear upon the criminal records.

Nativity and parentage.—Since this study deals with juvenile delinquents, and since by the legislation of the State up to 1917 this class was confined to those under 16 years of age, the most typical census division for purposes of comparison seems to be those 10 to 14 years of age, inclusive. In 1910 this group was distributed as follows:

Population of New Haven, 1910, 10 to 14 years of age, distributed according to color, nativity, and parentage.

	Number.	Per cent.
Native white:		
Native parentage	3,577	30.3
Foreign or mixed parentage	6,498	55.0
Foreign-born white	1,491	12.6
Negro	236	3.0

Children 7 to 16 years of age brought before the city court of New Haven, 1914–15, distributed by color, nativity, and parentage.

	Number.	Per cent.
Total	692	100.0
Native white:		
Native parents	157	22.7
Foreign parents	377	54.5
Foreign-born whites	118	17.1
Negro	40	5.8

Of these children, 652 were white and 40 were colored. Nearly 55 per cent of the children were native whites of foreign parentage. About 17 per cent were foreign-born whites, while slightly more than one-fifth were of native white stock.

The proportion of juvenile delinquents of native stock to the total number of juvenile delinquents, 22.7 per cent, is considerably smaller than the proportion of native stock among the total number of children 10 to 14 years of age, 30.3 per cent. Fifty-four and five-tenths per cent of the juvenile delinquents were native whites of foreign parents, while 55 per cent of children 10 to 14 years of age were native whites of foreign or mixed parentage. While the foreign-born white children constituted but 12.6 per cent of those from 10 to 14 years of age, they furnished 17 per cent of the juvenile delinquents. The worst showing was among the colored; with only 2 per cent of the children 10 to 14 years of age, they furnished 5.8 per cent of the juvenile delinquents.

Number and per cent distribution of native white children of foreign parentage appearing before the city court of New Haven, 1914–15, according to the nativity of the parents.

	Number.	Per cent.
Total	377	100.0
Italian	180	47.7
Irish	109	28.9
Russian	48	12.7
German	26	6.9
Scandinavian	10	2.6
Scotch	1	0.3
Portuguese	1	0.3
French	1	0.3
Brazilian	1	0.3

Nearly one-half these juvenile delinquents were of Italian parentage, although according to the 1910 Census only 15.7 per cent of the total number of the native born of foreign parentage were of this nationality. Irish formed over one-fourth of the youthful offenders, and they constituted over one-third (34.6 per cent) of the total native

population of foreign parentage. Russians are third on the table of juvenile delinquency, and the 1910 Census shows 10.4 per cent of this nationality of native birth. Germans constituted 13.2 per cent of the native population of foreign parentage and furnished 6.9 per cent of the young delinquents.

Number and per cent distribution of children of foreign birth brought before the city court of New Haven, 1914–15, by nationality.

	Number.	Per cent.
Total	118	100.0
Italian	63	53.5
Russian	21	17.8
Polish	11	9.3
Spanish	8	6.8
English	7	5.9
German	2	1.7
Hungarian	2	1.7
Portuguese	1	.8
Brazilian	1	.8
Unknown	2	1.7

Italians predominated (30.8 per cent) in the foreign-born population in 1910 and they furnished over one-half of the foreign-born juvenile delinquents. Although the Irish came second in numbers (21 per cent) in the foreign-born population, they do not appear at all on the juvenile delinquent table. Russians formed 18.7 per cent of the foreign born in New Haven and they contributed 17.8 per cent of all the children brought before the court.

Occupation.—Over 80 per cent of the children were attending school at the time their offenses were committed. The 16 children, aged 8 to 13, inclusive, whose occupation was recorded as unknown were probably in school, but the police record bears no definite statement as to their occupation at the time of arrest. All the employed children to come before the court were at least 14 years of age—children are not allowed to work in factories in Connecticut under this age, and not under the age of 16 years unless they have completed the fifth grade in school. When we consider the group of delinquent children 15 years of age we find 55 in school and 58 engaged in some line of gainful activity.

Only 13 messengers and newsboys were brought before the court, though these occupations are supposed to be peculiarly conducive to the acquirement of vicious habits. That so small a group of these boys were arrested is possibly due to the fact that they do not commit the type of misdemeanors that come to the attention of the police.

Occupations of children brought before the city court of New Haven, 1914–15, distributed by sex, and age at last appearance in court.

Age at last appearance in court.	Total.		At school.		Messengers and newsboys.		Employed in factories.		Employed in offices and stores.		Miscellaneous and unknown occupations.	
	Boys.	Girls.	Boys.	Girls.	Boys.	Girls.	Boys.	Girls.	Boys.	Girls.	Boys.	Girls.
Total	672	20	554	12	13	.....	49	3	7	.....	49	5
6 years	4	.....	4	.....	.....	.....	.....	.....	.....	.....	.....	.....
7 years	7	.....	7	.....	.....	.....	.....	.....	.....	.....	.....	.....
8 years	22	.....	21	.....	.....	.....	.....	.....	.....	.....	1	.....
9 years	44	1	42	1	.....	.....	.....	.....	.....	.....	2	.....
10 years	72	.....	71	.....	.....	.....	.....	.....	.....	.....	1	.....
11 years	70	1	68	1	.....	.....	.....	.....	.....	.....	2	.....
12 years	101	.....	96	.....	.....	.....	.....	.....	.....	.....	5	.....
13 years	107	2	103	1	.....	.....	.....	.....	.....	.....	4	1
14 years	118	11	85	6	5	.....	14	2	3	.....	11	3
15 years	114	5	52	3	8	.....	35	1	4	.....	15	1
Age unknown	13	.....	5	.....	.....	.....	.....	.....	.....	.....	8	.....

Offenses.—The following table of offenses seems to indicate that children are brought into court more for disturbing the peace of other persons than for the indulgence in habits hurtful only to themselves:

Offenses of children brought before the city court of New Haven, 1914–15, distributed by age.

Offense.	Total.	Years of age.										
		6	7	8	9	10	11	12	13	14	15	Age unknown.
Total	692	4	7	22	45	72	71	101	109	129	119	13
Connecticut school complaint	191	2	4	7	9	20	22	46	30	32	17	2
Theft	127	.....	.....	5	15	17	11	20	19	26	14	.....
Trespass	91	.....	.....	3	9	9	8	12	11	14	24	1
Breach of peace	91	.....	.....	2	7	6	16	10	15	15	19	1
Burglary	46	1	2	2	3	10	3	7	10	5	3	.....
Miscellaneous and unknown	28	.....	.....	1	.....	.....	1	4	3	6	4	9
Gaming	24	.....	1	1	1	2	2	2	3	6	6	.....
Industrial school complaint	16	.....	.....	.....	1	.....	1	.....	2	7	5	.....
Bathing naked	15	1	.....	.....	.....	.....	4	.....	2	4	4	.....
Violating city ordinance	15	.....	.....	.....	.....	.....	.....	.....	3	1	11	.....
Injury to private property	13	.....	.....	1	.....	2	1	.....	6	3	.....	.....
Playing ball in street	9	.....	.....	.....	.....	4	.....	.....	.....	3	2	.....
Discharge of arms	8	.....	.....	.....	.....	.....	1	.....	1	3	3	.....
Assault	7	.....	.....	.....	.....	1	.....	.....	1	2	3	.....
Idleness	6	.....	.....	.....	.....	1	1	.....	2	1	1	.....
Fugitive	5	.....	.....	.....	.....	.....	.....	.....	1	1	3	.....

Nearly 30 per cent of the boys were brought in under Connecticut school complaint. Six of the eleven who were 6 and 7 years of age had this general charge made against them. As the age increases the offenses become somewhat more serious, yet one of the 6-year-old boys was charged with burglary. At one time a boy was confined over night to appear before court on the following morning on the

charge of burglary. When morning came it was found that the prisoner was unable to dress himself and had to be assisted to button his clothing before appearing in court. Of the 20 girls, 16 were brought in under industrial school complaint.

Neither a Connecticut school nor an industrial school complaint implies necessarily that a child has criminal tendencies, but rather that the home surroundings are such that the child is not likely to be given proper supervision or a fair chance in the world. Often signs of waywardness have appeared and the parents do not seem to be fit persons to correct these tendencies.

Repeaters.—Not only was the number of children brought before the city court during the years 1914–15 obtained, but also the total number of charges recorded against these offenders upon the records of the court. In the following table, therefore, the entire criminal career of these youthful offenders has been followed in so far as this is apparent upon the records of the city court.

Number and per cent distribution of children brought before the city court of New Haven, 1914–15, who had been charged with specified number of offenses.

Number of offenses.	Number of children.	Percentage distribution.
Total	692	100.0
1	397	57.4
2	135	19.5
3	48	6.9
4	46	6.6
5	29	4.2
6	21	3.0
7	8	1.2
8	6	0.9
9	...	...
10	2	0.3

Over half (57.4 per cent) the 692 children had appeared before the court but once; 19.5 per cent had been arrested twice; 160, or 23.1 per cent, had been arrested three times or more; and 66, or nearly 10 per cent, of these offenders had been brought before the court five times or more. In most cases the first offenders were dismissed or placed in care of the probation officers. It was very rare to find a child committed to the Connecticut School for Boys or the Connecticut Industrial School for Girls for the first offense. This punishment was more often reserved for those who had been found guilty on four or more different occasions. Those found guilty of six or more offenses were, with two exceptions, bound over to the superior court or judicially committed.

A somewhat detailed study of a few of these youthful repeaters may prove of interest. In each case the record is given from the date of the first offense to the date of investigation.

Case No. 1.—A boy was arrested for the first time at the age of 10. His court record is as follows:

Date of arrest.	Offense.	Disposition of case.
Sept. 18, 1912	Burglary	Nolle.
July 14, 1913	Trespass on railroad property	C. P. O.
Aug. 5, 1913	Trespass on railroad car	Fined $2; no costs; C. P. O.
Aug. 18, 1913	Bathing naked	Continued; judgment suspended.
Dec. 11, 1913	Trespass on railroad property	C. P. O.
Dec. 31, 1913	....do	Continued; nisi.
Jan. 17, 1914	Trespass on railroad cars	C. P. O.; judgment suspended.
Nov. 18, 1915	Connecticut school complaint	Committed to Connecticut School for Boys.

Both the father and mother of this boy are living. The father has always been able to support the family and the mother has cared for the home. There are five children in the family. An older brother with a criminal record was, after repeated offenses, also committed to the Connecticut School for Boys.

Case No. 2.—A boy was arrested for the first time at the age of 9. His police court record is as follows:

Date of arrest.	Offense.	Disposition of case.
Jan. 29, 1913	Breach of peace	Nolle.
Apr. 10, 1914	Burglary	Do.
Apr. 17, 1914	Connecticut school complaint	Nolle; C. P. O.
Oct. 15, 1914	Theft	Do.
Mar. 11, 1916	Throwing snowballs	$2; no costs; C. P. O.

The father of this boy died in 1907 and three months later the mother married a second time. The family had received assistance from the department of public charities in the city and from several charitable organizations. Three of the five children in the family have been inmates of an orphan asylum.

Case No. 3.—A boy was arrested for the first time at the age of 10. His court record is as follows:

Date of arrest.	Offense.	Disposition of case.
Feb. 10, 1913	Violating city ordinance	Nolle.
May 31, 1914	Burglary	Nolle; C. P. O.
July 25, 1914	Bathing naked	Nolle.
May 10, 1915	Burglary	C. P. O.
Feb. 25, 1917	....do	C. P. O.; nisi.
Mar. 6, 1917	....do	In court.

Both parents are living. The father had been an intermittent worker and had a court record. The mother had worked outside the home for over 10 years. The home was dirty and unattractive. The mother had been cruel to her children, two boys and two girls. One of the children, a little girl of 5 years, was found to be syphilitic, and both boys were feeble-minded. The boy whose criminal rec-

ord is here given was examined over two years ago and pronounced feeble-minded, but was given his liberty. Since then he has been convicted of burglary on three occasions and was twice put in care of the probation officer. When tried for the third offense he was examined again and, although 14 years of age, was found to have the mental development of a child of 7. It is hopeless, evidently, to expect improvement by continuing this boy in care of a probation officer. An inheritance of disease and low mentality is common to the children in this family.

Case No. 4.—A boy was first convicted at the age of 9. His police court record is as follows:

Date of arrest.	Offense.	Disposition of case.
Oct. 30, 1914	Trespass on railroad property	Nolle.
Apr. 7, 1915	Breach of peace	C. P. O.
May 18, 1916	Theft	Do.
June 8, 1916	....do	Do.
June 20, 1916	Burglary	Nolle.
Aug. 22, 1916	Theft	Committed to Connecticut School for Boys.

The father was a hard drinker with a criminal record. The mother was obliged to work outside the home. The father died about five years before the child's first arrest and the mother married again. The mother was a slack housekeeper, and the department of public charities and the Organized Charities Association have given assistance from time to time. The mother had three children by her first husband and one by her second husband. After being put on probation three times the boy was finally committed to the Connecticut School for Boys.

Case No. 5.—A boy was first convicted at the age of 6. His court record is as follows:

Date of arrest.	Offense.	Disposition of case.
May 11, 1907	Burglary	Committed to Connecticut School for Boys.
July 14, 1907	Theft	Nolle.
May 7, 1909	Burglary	Do.
May 23, 1910	Connecticut school complaint	Committed.
July 4, 1915	Breach of peace	Nolle.
July 6, 1915	Kindling fire in street	Do.
July 9, 1915	Burglary	Bound over to the superior court.

The family consisted of a father, mother, and four children, the oldest of whom has never been in this country. A daughter and two sons lived at home. The father had served a term in State prison and was a hard drinker. The mother had been obliged to work outside the home and the family had been the recipient of public and private charity for years. Both the sons have been before the court. The boy in this record was twice released from the Connecticut school, but returned to his bad practices, until finally he was bound over to the superior court on a charge of burglary.

Case No. 6.—A boy was first arrested at the age of 7 years. His police court record is as follows:

Date of arrest.	Offense.	Disposition of case.
May 13, 1907	Burglary	Nolle.
Sept. 16, 1907	Theft of bicycle	Committed to Connecticut School for Boys; later released.
Oct. 16, 1912	Theft	Nolle.
Apr. 2, 1913	Injury to personal property	Do.
June 23, 1915	Theft and idleness; Connecticut school complaint.	Committed to Connecticut School for Boys.

The family consisted of father, mother, and five children. The home conditions have never been good and none of the children are very bright. One of them is at present in the Connecticut School for Imbeciles, and this boy is subnormal mentally. It is doubtful whether he will ever be self-supporting.

Disposition of cases.

Disposition of children brought before the city court of New Haven, 1914–15, distributed by sex.

	Total.	Boys.	Girls.
Total	692	672	20
Care probation officer	426	417	9
Nolled	69	64	5
Committed	90	86	4
Fined	42	42	.....
Discharged	19	18	1
Judgment suspended	22	22	.....
Bound over to superior court	8	7	1
Unknown	16	16	.....

The cases against 110 of the children were nolled—that is, the child was discharged or execution of the judgment was suspended. This disposition was most frequent where the boy or girl was before the court for the first or second offense. About two-thirds of the children brought into court, or 426 out of a total of 692, were placed under the care of a probation officer. Fines were imposed for 42 of the offenses; generally the costs were omitted. Since the fines were usually paid by the parents of the children, this penalty was evidently imposed by the judges with the intent of impressing upon the parents their responsibility for the actions of the children. Ninety children were committed to the Connecticut School for Boys and the Connecticut Industrial School for Girls.

Only two children were committed to either of these schools without having been previously placed on probation and given another trial. This makes it apparent that, judging from the police records in New Haven, a commitment is a last resort and an effort is made to give the child every chance to reform. This seems to be succcessful about four times out of five.

Family conditions.—Since it is often stated that abnormal family and parental conditions are to a great extent responsible for juvenile delinquency, this phase of the problem was studied. In 82 per cent of the families home conditions were normal—that is, the parents were married and living together and the mother was not regularly employed outside the home.

In 8 per cent of the cases the father was not living. There is no State aid for widows in Connecticut, and where the father had died the mother was usually employed more or less regularly outside the home. The younger children were usually left at a day nursery, and the older children played on the street until the mother returned from work.

Where the mother was not living, as in 5 per cent of the cases under consideration, the father found it necessary to get along as best he could. In some of these families a housekeeper was employed who was not always a competent person to take care of the children.

In 2 per cent of the cases the father had deserted, and the mother found it necessary to obtain employment in order to keep the family together. Assistance was rendered some of these families by charitable organizations. Although the father was living, the mother worked regularly outside the home in 2 per cent of the cases. In a little less than 1 per cent both parents were dead.

In 18 per cent of the cases, therefore, we find abnormal home conditions. Even where both parents were living, and as far as numbers were concerned conditions were normal, there were families in which the father was a hard drinker and somewhere he had a criminal record and had spent time in jail.

The Organized Charities Association of New Haven was started in 1878 and has preserved the records of practically all the cases it has handled since its organization. These records were studied in order to determine how large a proportion of the families to which the juvenile delinquents belonged had come to the notice of this organization. In 170, or almost exactly one-fourth of the cases, family records were on file with the organized charities.

The causes of distress when assistance was asked from this organization were as follows: In 40 families sickness was the primary cause; in 22, death of the father; and in 10, unemployment. In 72 cases, therefore, the cause does not necessarily imply misconduct. On the other hand, drink was the primary cause in 34 cases, shiftlessness in 30, desertion by the father in 26, immorality in 6, and in 2 cases the father was in jail. In 98 cases, or 58 per cent, therefore, the cause implies the misconduct of at least one of the parents.

Misconduct was apparent in 41 per cent of all the cases handled by the organized charities during the same period. How much of the delinquency of these children is traceable to poverty can not be determined, but it seems safe to say that a larger proportion of the

families from which these children come appear upon the records of the organized charities than is the case with the population at large, and, further, that a larger proportion of the applicants for relief in the families with delinquent children show apparent misconduct than the total applicants for relief.

NEW BRITAIN.

New Britain is a typical manufacturing city with a population of 43,916 in 1910. A larger proportion of the population of this city is of foreign birth or parentage than of any other city in the same class in Connecticut. It is impossible to obtain the statistics of the color, nativity, and parentage of the children from 10 to 14 years of age, but in 1910 only 19.9 per cent of the total population were native whites of native parentage, while 38.8 per cent were native whites of foreign or mixed parentage and 41 per cent were foreign-born whites.

A study was made of the juvenile delinquents brought before the police court in New Britain during the calendar year 1915. During this year 65 children—64 boys and 1 girl—were before the court.

The following table shows the number of cases with the age of the child at the time of arrest:

Age.	Total.	Boys.	Girls.
Total	77	76	1
8	2	2	
9	8	8	
10	10	10	
11	5	5	
12	14	14	
13	15	15	
14	12	11	1
15	11	11	

The number of cases was too small to expect statistical regularity, but the increase to the age of 13 is fairly regular. Of the 65 children, 2 were native born of native parentage, 50 native born of foreign parentage, and 13 were of foreign birth. The parentage of the 50 native-born children of foreign parentage was as follows:[1]

	Number.	Per cent.
Total	50	100
Polish	35	70
Lithuanian	4	8
Swedish	4	8
German	2	4
English	2	4
Irish	1	2
French	1	2
Russian	1	2

[1] Census classification is so different that a comparison with population distribution is almost impossible. No Polish or Lithuanian in census.

The foreign-born children were distributed as follows:

	Number.	Per cent.
Total	13	100.0
Italian	3	23.1
Lithuanian	3	23.1
Polish	3	23.1
German	1	7.7
Irish	1	7.7
Swedish	1	7.7
Russian	1	7.7

The number of children of native stock to appear before the court in New Britain was extremely small, while by far the largest proportion of children of native birth and of foreign parentage came from Polish families.

Of the juvenile delinquents in New Britain, 58 were attending public school and 7 were working full time when arrested. All those at work were 14 or 15 years of age.

Against these 65 children 77 charges were brought, as follows:

Theft	49
Injury to private property	8
Truancy	6
Setting traps	4
Incorrigibility	3
Breach of peace	3
Assault	2
Burglary	1
Danger of falling into vice	1
Total	77

A very large proportion of the arrests in this city were for theft—63.6 per cent of the total number of arrests, as compared with only 18.4 per cent of such cases in New Haven.

The 65 children brought before the court in New Britain in 1915 came from 55 families. During the year 1915 one delinquent was arrested from each of 47 of these families. Six of the families contributed 2 delinquents apiece; three of these families were Polish, one Lithuanian, one Swedish, and one German. Five of the families had records at the Charity Organization Society. In three of the cases the father had a police record. In none of them was the mother working outside the home.

Two of the 55 families contributed three delinquents each. In one of these families both parents, Polish by birth, were living. In the other case the three children were living with the grandmother, for the mother, an immoral woman, had been divorced. One of the parents was German and the other Polish. This family had a record at the Charity Organization Society.

In 43 of the 55 families both parents were living, and only two of these mothers went out to work and this only for part time. In two cases the children were living with the grandmother because the parents were not in this country and in one case because the mother was divorced. The father in each of four families was a widower; in two of these families the older daughter was keeping house, and in two there was a hired housekeeper. Five mothers were widows. In the total of 55 families there were only two cases in which the mother worked regularly and two cases in which the mother worked part time. Commenting upon this fact, the person furnishing this information wrote as follows:

> We are appalled to find that the families are mainly unbroken. Thirty-two of the fifty-five families represented have charity records, and at least 14 have police records. Eight families have both charity and police records. In the instance of 42 of the children arrested the families have charity records and 14 of these also have parents who have appeared in court. It is surprising to us to find that in most instances the children have both parents living, so that the delinquency is not the result of the children's being neglected by a hard-working, overtired mother. Apparently our problem is that of the first generation from immigrant stock, where the children have adjusted themselves to New World conditions and so have outstripped the parent's authority.

TEN OTHER TOWNS IN CONNECTICUT.

Town A.—This town, which had a population of about 5,000 in 1910, has grown rapidly during the past few decades, owing almost entirely to the prosperous condition of its manufacturers. Very few of the townspeople are employed in agriculture; the greatest proportion of them work in the factories, which pay fairly high wages. The four graded schools have an attendance of about 700 and there is a good high school. The town maintains a library of nearly 3,000 volumes and appropriates about $500 a year for running expenses and the purchase of new books. The five churches are all well supported. There are a number of licensed saloons and complaints of excessive drinking have been made. There is no public playground, and there seems to be no community effort to provide recreation for the children. The conditions as a whole appear to be little different from those in the average manufacturing town of the same size in the State.

A detailed study was made of all the cases of juvenile delinquency in this town during the past five years with the following findings:

Case No. 1.—A boy aged 16 years convicted of gambling. Judgment suspended. The boy had come under the influence of older people of vicious tendencies and was taken in a raid. Both parents were foreign born and unable to speak English. Home conditions were not very satisfactory. There have been no further charges brought against this boy; his conduct now seems to be fairly good.

Case No. 2.—A boy of 15 charged with theft. He was caught while breaking into a store, found guilty, and committed to the Connecticut State School for Boys. The boy is native born of foreign parentage. The home conditions were very poor. The father had died a short time before the boy's arrest. The grandparents with whom the boy lived at one time were drug users. There seems to have been no proper family discipline.

Case No. 3.—A boy aged 13 arrested for theft, found guilty, and committed to the Connecticut School for Boys. He seems to have been for years engaged in stealing in one way or another. The boy was born in this country, but both parents were foreign born. The father is an easy-going man and the mother is nervous and excitable, with poor judgment. The boy's record in school was poor and he seems to be considerably below the average as a scholar.

Case No. 4.—A boy of 14 arrested for the use of abusive language. He was found guilty, but sentence was suspended and he was placed on probation. Both parents of this boy were foreign born and the father and mother were very profane in their conversation. The boy seemed to have been bright enough, but he had a bad school record on account of rough behavior. The boy was considered for some time to have a bad influence upon the other children in the community.

Now follow five cases of theft of fruit. All these boys were found guilty and placed on probation.

Case No. 5.—A boy aged 14 of foreign parentage. The parents speak very little English. They are thrifty and hard working. The boy was bright in school. He appeared to lack respect for his parents because they were unable to speak English. No complaint has been lodged against this boy since he was placed on probation.

Case No. 6.—A boy aged 13. His parents were foreign born. The boy did satisfactory work in school and played in the street with his companions after school hours. He was never given any spending money, and, being attracted by the fruit, helped himself to it. He is now doing well.

Case No. 7.—A boy aged 14, born of foreign parents who were hard working, industrious, and anxious to save as much money as they could. Outside school hours the boy was left to amuse himself on the street. The boy has caused no trouble since being on probation.

Case No. 8.—A boy aged 14. Both parents were foreign born and both drank at times and neglected their children. The boy is still on probation, but is not doing so well as some of the other children. On account of the unsatisfactory home conditions it may be found necessary to commit him to the Connecticut School for Boys.

Case No. 9.—A boy aged 13. There is some drinking in this home, but since the boy has been placed on probation he seems to be doing fairly well.

Every one of the nine boys arrested during the past five years in this town was of native birth and foreign parentage. This class seems to be causing the most trouble in the town and the explanation offered is that the boys do not respect their parents, whom they consider to be un-American and old-fashioned.

Town B.—The town has 5,000 population. A large proportion of the males are employed in two large manufacturing concerns. Surrounding the center is a sparsely settled agricultural district. Some complaint is made of lawlessness on the part of boys, who steal fruit from farms and gardens and coal from the manufacturing concerns. This stealing is done almost entirely by the children of the foreign born and seems to be encouraged by the parents. In addition to the activity of the police, boy scouts and boys' and girls' clubs in the churches are trying to offset these tendencies among the children. During 1915 two boys and one girl were arrested. All of them were native whites of foreign parentage. Both boys were 13 years of age and both were found guilty of incorrigibility and refusal to obey their parents. They were sent to the Connecticut School for Boys. The girl, aged 16, being in danger of falling into habits of vice, was sent to the House of the Good Shepherd.

Town C.—The town had a population of about 3,500 in 1910. It is to a considerable extent a manufacturing town with a variety of industries, and has been practically stationary in population for the past 30 years. The proportion of native stock in the population has been steadily decreasing within recent years. Very little complaint is made concerning the boys and girls and the principal offense seems to be petty theft. During 1915 four boys were arrested. All were of native birth and foreign parentage. Three boys were brought in on a charge of misusing a smaller boy. They were found guilty, fined, and given a lecture by the justice. The fourth boy was arrested on a charge of stealing a horse. He was found guilty and sent to the Connecticut School for Boys. There was no probation service in this town and no special provision has been made for caring for juveniles. When it was found necessary to keep a child over night awaiting a trial, he was kept in the local jail.

Town D.—The town had a little over 1,000 population in 1910. It is a manufacturing place with one factory, and has increased considerably in size during the past five years. Most of the recent comers have been foreign-born whites. There is practically nothing in the form of amusement and people go to the larger places near by for their commercialized recreation. Two saloons in the town do a flourishing business. It has been difficult to find employees for the fac-

tory and the management has had to take what it could get, with the result that the grade of labor is rather low. A good many complaints are made of lawlessness in the community and the more intelligent classes feel that more ought to be done for the boys and girls. Only two boys have been arrested during the past five years.

One of the boys was arrested for the first time for theft when 10 years of age. He was given a talk by the justice and allowed to go. Later he committed theft again and ran away from home. On his return nothing was done about the second offense and later he was arrested for housebreaking and sent to the Connecticut School for Boys.

Public opinion seems to be that the boy was not entirely at fault. The father was shiftless and had been arrested several times for theft. The mother, who was feeble-minded, died when the boy was young. The boy had been allowed to shift for himself and never had any decent home. The school-teachers who had this boy in their classes consider him subnormal mentally, but no medical examination was ever made when the boy was before the court.

The other case was a boy who tried to obtain money by a letter of intimidation. Since he came from a good family and since it was felt by the townspeople that he wrote this letter as a result of some undesirable literature he had been reading, the case against him was dropped. Three years have passed and the boy is apparently doing well.

Conditions in this town are far from satisfactory. One of the best informed men in the community, after mentioning the lowering of community standards caused by the recent immigration, writes:

> This has an evil effect upon child life. People who come here with children complain bitterly about what the child must see and hear and some have left town and given up their work in the interest of their children. There is little effort made to counteract this influence. There is no playground or any other redemptive agency apart from the Sunday schools. The figures for delinquents, considering these conditions, are very small, but these two cases of crime by no means represent the real boy and girl life of this town. The cause of this low rate of crime is due, in part, to an easy-going police system. We have no policemen in the regular sense of the word. Our police are men engaged in other pursuits, principally in the factory. These men are more likely to pass disorder unnoticed than would regular officers of the law whose promotion depended in part upon their vigilance.

Town E.—This town has about 3,000 population and is a purely agricultural and residential place. A number of persons from the cities have country estates here. The conditions are considered ideal for a country town. Not a boy or a girl has been arrested during the past five years, and what lawlessness exists seems to be confined to an occasional theft from an orchard. The town has no probation officer, and if it were necessary to keep a child over night while awaiting trial he would probably be kept in the home of the village constable.

Town F.—The town has a population of 600, scattered over an area of about 16 square miles. There is no manufacture in the town. No juvenile has been arrested in five years and very few complaints are made in regard to the conduct of the children. There is no probation officer, and if a child had to be detained over night he would be kept at the home of one of the selectmen.

Town G.—The place has about 6,000 population. There are one or two small manufacturing concerns in the place, but most of the population is on farms. This town is a summer resort, and almost the only complaint seems to be that the children of these visitors are not very strict in the observance of the Sabbath. There is, however, very little lawlessness, and no child has been arrested in three years. There is no probation service, and no one seemed to know just what would be done with a child if it were necessary to detain him over night. The general impression seemed to be that he would be kept in some private home.

Town H.—The town has a population of a little over 1,000. This is a quiet New England village with no manufacture, and most of the population is of native stock. A number of the best places are owned by families from the city who spend their summers here. There were very few complaints of the actions of the children and none have been arrested in two years. The last time a child was arrested he was sent home and allowed to stay there until he appeared for trial. He was arrested for robbing an orchard, and the case was dropped.

Town I.—The town has about 500 population, purely agricultural. No child has been arrested in five years and the conditions of child life were felt to be very healthy. There is no probation service in the town, and if it should be necessary to detain a child he would be kept in the home of the probate judge.

Town J.—The town has about 500 population. There is no manufacture; practically all the families live on farms and are of native stock. There seems to be very little juvenile delinquency and no arrest of a juvenile has been made in over five years. No probation service is provided, and a child, if necessary to keep him over night, would be taken to the home of the first selectman.

A study of the court records shows more juvenile delinquency in the manufacturing towns than in the agricultural sections of the State. The fact that in the 10 towns studied not a native child of native parentage was arrested seems to indicate that the influx of the foreign born into the manufacturing towns adds to the problem of juvenile lawlessness. The children of the foreign born learn the language and customs of the new country much more quickly than their elders, and this tends to diminish their respect for parental restraints.

Court records are not, however, an index of all the juvenile delinquency in a community. In the smaller agricultural towns the police are often engaged in other pursuits, and are not very vigilant. Doubtless much lawlessness exists in these towns, which is never recorded, while in the city many acts which would be disregarded in the country districts are brought to the notice of the courts.

CONCLUSION.

In the hope that Connecticut may take high rank in its efforts and provisions to control and reduce juvenile delinquency through the State the following suggestions are offered:

1. A thorough study of the present system of caring for dependent children and, following this, a revision of the laws. Greater centralization and better inspection of the homes in which these children are placed are urgently needed. This supervision should not cease, as at present, at the age of 16 for boys and 18 for girls.

2. More adequate institutional provision for the feeble-minded and permanent custodial care for the nonplaceable defective or very antisocial delinquent, instead of his return to a vicious home for lack of a better alternative.

3. Careful testing and special training of mentally defective delinquents.

4. Provision of suitable places for the detention of juvenile delinquents when it is impossible to allow them to return to their homes while awaiting trial.

5. Postponement of trial of all cases of juveniles for a sufficient length of time to enable a careful investigation to be made before the trial. Proper blanks should be furnished by the Connecticut Prison Association for this work.

6. In some of the larger cities of the State, courts of domestic relations before which all cases affecting juveniles would be heard.

7. Either before the trial or immediately following his or her reception into an institution, a careful physical and mental examination of every juvenile.

8. The appointment of city and police court judges by the governor, instead of their election by the members of the legislature.

9. Some form of test to determine the qualifications of applicants for the position of probation officer.

10. The tenure of office of probation officers not to depend upon reappointment by judges, since the judges are changed so frequently.

11. The appointment of a chief probation officer under the authority of the Connecticut Prison Association to visit the probation officers from time to time in order to secure uniformity and raise the standard of their work.

APPENDIX.

TEXT OF STATUTES RELATIVE TO JUVENILES.

STATE BOARD OF CHARITIES.

G. S. Rev. 1902, ch. 173.

SECTION 2859. *Board may recommend and visit homes for children.*—The board may recommend to the boards of managers of the temporary homes in the several counties suitable family homes for the dependent and neglected children in such temporary homes, and may visit any family home in which any such child has been placed by the county board in any county, or any place in which any such child has been placed at employment by any county board, to ascertain whether such child is properly treated and whether such home is a suitable one, having in view the welfare of the child.

SECTION 2860. *Report of ill treatment.*—Whenever it shall be found that any such child is not properly treated in any family home, or that such home is not a suitable one and is of such character as to jeopardize the welfare of any child so placed therein, the board shall report the facts in the case to the county board which placed the child in such family home, and said county board, upon being satisfied of the ill treatment of the child, or the unsuitableness of the home, shall remove the child from such home and take such further action as shall be necessary to secure the welfare of the child.

SECTION 2861. *Delegation of duties, authorization of agents.*—The board may authorize its secretary or superintendent, or any agent appointed by it, to visit family homes in which dependent and neglected children under the charge of temporary homes may be placed, to recommend suitable family homes to the county boards, and to perform further duties in connection with such delinquent and neglected children as said board may prescribe.

TRUANTS.

G. S. Rev. 1902, ch. 130.

SECTION 2116. *Duties of parents and guardians.*—All parents and those who have the care of children shall bring them up in some lawful and honest employment, and instruct them or cause them to be instructed in reading, writing, spelling, English grammar, geography, arithmetic, and United States history. Every parent or other person having control of a child over seven and under sixteen years of age shall cause such child to attend a public day school regularly during the hours and terms the public schools in the district wherein such child resides is in session, or while the school is in session where provision for the instruction of such child is made according to law, unless the parent or person having control of such child can show that the child is elsewhere receiving regularly thorough instruction during said hours and terms in the studies taught in the public schools. Children over fourteen years of age shall not be subject to the requirements of this section while lawfully employed at labor

at home or elsewhere; but this provision shall not permit such children to be irregular in attendance at school while they are enrolled as scholars, nor exempt any child who is enrolled as a member of a school from any rule concerning irregularity of attendance which has been enacted or may be enacted by the town school committee, board of school visitors, or board of education having control of the school.

SECTION 2122. *By-laws concerning truants.*—Each city and town may make regulations concerning habitual truants from school and children between the ages of seven and sixteen years wandering about its streets or public places, having no lawful occupation, nor attending school, and growing up in ignorance; and may make such by-laws, respecting such children, as shall conduce to their welfare and to public order, imposing penalties, not exceeding twenty dollars for any one breach thereof.

SECTION 2124. *Arrest of truants.*—The police in any city, and bailiffs, constables, sheriffs, and deputy sheriffs in their respective precincts, shall arrest all boys between seven and sixteen years of age, who habitually wander or loiter about the streets or public places, or anywhere beyond the proper control of their parents or guardians, during the usual school hours of the school term; and may stop any boy under sixteen year of age, during such hours, and ascertain whether he is a truant from school; and if he be, shall send him to such school.

SECTION 2125. *Truants may be committed to school for boys.*—Every boy arrested three times or more under the provision of section 2124 shall be taken before the judge of the criminal or police court, or a justice of the peace, in the city, borough, or town where such arrest is made; and if it shall appear that such boy has no lawful occupation, or is not attending school, or is growing up in habits of idleness or immorality, or is an habitual truant, he may be committed to any institution of instruction or correction, or house of reformation in said city, borough, or town, for not more than three years, or, if such boy be not less than ten years of age, with the approval of the selectmen, to the Connecticut School for Boys.

SECTION 2129. *Vagrant girls may be committed to industrial school.*—Upon the request of the parent or guardian of any girl between seven and sixteen years of age, a warrant may be issued for her arrest in the manner and on the conditions provided in the preceding sections with respect to boys; and thereupon the same proceedings may be had as are above provided, except that said girl may be committed to the Connecticut Industrial School for Girls.

STATE REFORMATORY.

P. A., 1909, ch. 1090.

An act establishing the Connecticut Reformatory.

Be it enacted by the Senate and House of Representatives in General Assembly convened.

SECTION 1. A State reformatory to be known as the Connecticut Reformatory is hereby established.

SECTION 10. Male persons belonging to any of the following classes may be committed to said reformatory: First, persons between the ages of sixteen and twenty-five years who are convicted for the first time of offenses which may be punished by imprisonment in the State prison for a shorter period than life. In the case of offenders of this class between the ages of sixteen and twenty-one years it shall be incumbent on the trial court to commit them to the reformatory, and in the case of offenders of this class between the ages of twenty-

one and twenty-five years the trial court may commit them to the reformatory if they seem to be amenable to reformatory methods. The judge imposing a reformatory sentence on offenders of this class shall not fix the term unless it exceeds five years, but shall merely impose a sentence of imprisonment in the reformatory. Any offender in this class sentenced to the reformatory may be detained therein for not more than five years, unless he is sentenced for a longer term, in which case he may be held for such longer term. Second, persons between the ages of sixteen and twenty-five years, never convicted of an offense which may be punished by a maximum imprisonment of one year in jail. Commitment of offenders of this class to the reformatory shall be at the discretion of the trial court. Offenders of this class shall not be sentenced to the reformatory for a definite term, but may be detained therein for not more than three years. Third, persons, between the ages of sixteen and twenty-five years, never convicted of an offense may be punished by imprisonment in the State prison, who are convicted of an offense which may be punished by a maximum imprisonment of less than one year, but not less than six months, in jail. Commitment of offenders of this class to the reformatory shall be at the discretion of the trial court. Offenders of this class shall not be sentenced to the reformatory for a definite term but may be detained therein for not more than two years. Fourth, inmates of the Connecticut School for Boys, between the ages of fourteen and twenty-one years, whom the trustees of said institution desire to have transferred to the reformatory, and whom the directors of the reformatory are willing to receive. Offenders of this class may be detained at the reformatory for the same period for which, except for their transference to said reformatory, they could have been held at the school for boys. When a person is sentenced to the reformatory for an offense for which a fine is provided by law as a supplementary penalty, the trial court shall impose no such supplementary penalty.

PROBATION OFFICERS.

P. A., 1905, ch. 142.

An act amending an act providing for the appointment of probation officers, defining their duties, and providing for the separate trial of juvenile offenders.

Be it enacted by the Senate and House of Representatives in General Assembly convened.

SECTION 1. Chapter 126 of the public acts of 1903 is hereby amended to read as follows:

The judge of every superior court and of every criminal court of common pleas may, and the judge of every district, police, city, borough, and town court shall, appoint, within three months after the passage of this act, one or more probation officers, male or female, to act under the direction of such court, and may remove them at pleasure.

SECTION 2. The duties of such probation officers shall be: (1) To investigate the case of any person brought, or about to be brought, before the court, under whose direction he is a probation officer, for any misdemeanor, or any delinquency rendering such person liable to be committed to any humane or reformatory institution, or any crime not punishable by imprisonment in the State prison, the object of such investigation being to ascertain the history and previous conduct of the person so arrested and such other facts as may show whether he or she may properly be released on probation under the provisions of this act, and after an arrest such probation officer shall, whenever possible, have opportunity to confer with the accused before his arraignment in court.

(2) To report to the court the facts so ascertained. (3) To preserve complete records of all such cases investigated, including descriptions sufficient for identification, with the findings of the court, its action in the case, and the subsequent history of the probationer, in such form as may be prescribed under the provisions of this act. Such records shall be a part of the records of said court and shall at all times be open to the inspection of all officers of the court. (4) To make such other reports as the court may direct or as may be by law required. (5) To take charge of all persons so placed on probation under such regulations and for such time as may be prescribed by the court, giving to each probationer full instructions as to the term of his release upon probation, and requiring from him such periodical reports as shall keep the officers informed as to his conduct.

SECTION 3. Whenever any minor shall have been arrested, the probation officer shall, as soon after the arrest as practicable, be notified by the police in order that he may, before the trial, ascertain the facts in the case. Pending such investigation, the court may commit the accused to the custody of the probation officer.

P. A., 1915, ch. 56.

An act amending an act concerning persons on probation.

SECTION 4. Section 4 of chapter 142 of the public acts of 1905, as amended by section 1 of chapter 1 of the public acts of 1907 and by section 1 of chapter 106 of the public acts of 1911, is hereby amended to read as follows:

In cases within its jurisdiction, except in cases of commitment to the State prison or to the reformatory, any criminal court, or the judge who held such court, after the adjournment of the term, after hearing, may adjourn the case or suspend sentence and commit the accused to the custody of a probation officer, or to the custody of a probation officer pro tempore to be appointed by such judge, for such time, not exceeding one year, as the court may fix. If the sentence is to pay a fine and to stand committed until the same is paid, the fine may be paid to such probation officer at any time during the period of probation, whereupon the order of commitment shall be void. Such officer shall give a receipt for every fine so paid, shall keep a record of the same, shall pay the fine to the clerk of the court, except in cases in the superior court or court of common pleas, in which such payment shall be made to the State's attorney or the prosecuting attorney of such court before the expiration of the quarter in which such fine is collected, and shall keep on file such attorney's receipt therefore.

P. A., 1915, ch. 64.

An act amending an act concerning the appointment of the probation officers and defining their duties.

SECTION 5. Section 5 of chapter 142 of the public acts of 1905 is hereby amended to read as follows:

Every person placed on probation under the provisions of this act shall, during the term fixed for such probation, observe all rules prescribed for his conduct by the court, report to the probation officer as directed, and maintain a correct life. In case of failure to meet any of these requirements, and at any time prior to the final disposition of the case of any person placed on probation in the custody of a probation officer, such officer may arrest, without a warrant or other process, and bring him before the court or any judge thereof, or such court or judge may issue a warrant directing that he be arrested and brought before the authority issuing such warrant. The court or judge before whom such person is brought may revoke the suspension of the execution of his sentence, whereupon his sentence shall be in full force and effect, or such

court or judge may continue the suspension of the execution of his sentence, whereupon his sentence shall be in force and effect, or such court or judge may continue the suspension. Probation officers shall not be active members of any regular police force, or sheriffs, or deputy sheriffs, but shall, in the execution of their official duties, have all the powers of police officers. The records of any of such probation officers may at all times be inspected by the chief of police of any city or town or the sheriff or deputy sheriff of any county.

P. A., 1907, ch. 172.

An act amending an act concerning the compensation of probation officers. (Approved June, 1907.)

Be it enacted by the Senate and House of Representatives in General Assembly convened.

SECTION 1. Section 6 of chapter 142 of the public acts of 1905 is hereby amended by striking out in the tenth and eleventh lines thereof the words "and by the treasurer of the city, borough or town in which such police, city, borough, or town court is held" and inserting in lieu thereof the following: "and, in the case of probation officers appointed for city, borough, and town courts, in the same manner as the other officers of said courts are paid," so that said section as amended shall read as follows:

Probation officers shall be reimbursed for all necessary expenses incurred in the prosecution of their duties under this act, and shall receive compensation for actual service in cities of fifty thousand inhabitants or over at such rate not exceeding four dollars per day, and in all other cities or towns of the State at such rate not exceeding three dollars per day, as may be fixed by the court appointing such officers, said compensation and expenses to be paid, upon the order of the court, by the county treasurer of the county in which such superior court, criminal court of common pleas, or district court is held, and in the case of probation officers appointed for city, borough, and town courts, in the same manner as the other officers of said courts are paid.

P. A., 1905, ch. 142.

SECTION 7. In case of the absence of the probation officer, any court may appoint a probation officer pro tempore, who shall have all the powers and perform all the duties of the probation officer, and who shall receive as compensation for each day's service a sum equal to the rate per day of the salary of the probation officer, to be paid in the manner provided in the preceding section.

SECTION 8. Any justice of the peace before whom is brought a person who, in his judgment, ought to be released on probation, may appoint a probation officer pro tempore for the care of the accused, who shall serve without compensation.

SECTION 9. Every person placed in charge of a probation officer according to the provisions of this act shall be considered the ward of said probation officer within the provisions of 2695 of the general statutes. Any interference with said probation officer or with any person placed in his charge shall render the person so interfering liable to the provisions of section 1274 of the general statutes.

P. A., 1915, ch. 68.

An act amending an act concerning the appointment of probation officers. (Approved May 13, 1915.)

SECTION 10. Section 10 of chapter 142 of the public acts of 1905 is hereby amended to read as follows:

The probation service of the State shall be under the general supervision of the Connecticut Prison Association, whose officers shall prepare such blanks for

reports, and such books for record, including a description of each probationer sufficient for identification, as may be required for the efficiency of his service, and said books and blanks shall be provided by the comptroller and furnished to all probation officers at the expense of the State. The clerk of every court by which a probation officer is appointed under this act shall forthwith notify said prison association of the name of the officer so appointed. Every probation officer shall make a quarterly report to said prison association in such form as said prison association shall direct. Said prison association shall annually make a report to the governor on the operation of the probation system and its results, with recommendations for the improvement of the service. The comptroller is hereby authorized to pay, on the requisition of the secretary of the Connecticut Prison Association, a sum not exceeding sixty dollars per month for clerical services to carry out the provisions of this act.

LAWS PASSED IN 1917.

P. A., 1917, ch. 308.

An act concerning juvenile offenders. (Approved May 16, 1917.)

Be it enacted by the Senate and House of Representatives in General Assembly convened.

SECTION 1. In all criminal cases in which the defendant is a child under fourteen years of age, except when such a child is taken into custody in the act or upon speedy information, service of process shall be by summons unless the authority issuing the writ is of the opinion that the accused may abscond, in which case, or when the accused has failed to obey such summons, he may be arrested upon such process.

SECTION 2. In all cases where a child under fourteen years of age is taken into custody or arrested, the accused shall be confined in a detention home provided by the municipality or placed in the care of some suitable person, a probation officer, or a charitable institution pending the disposition of the case.

SECTION 3. Towns are authorized to provide or maintain detention homes for children or such persons accused of crime as in the opinion of the judge are in need of reforming rather than punitive treatment.

SECTION 4. The superior court, district court of Waterbury, courts of common pleas, and police, town, city, or borough courts, and justices of the peace, shall hear complaints against all children under eighteen years of age, in chambers, in the case of the first prosecution, unless the offense charged is one that shall be punishable by imprisonment in the State prison or by the death penalty. Upon a subsequent prosecution, it shall lie within the discretion of the court hearing the prosecution whether such complaint shall be heard in chambers.

SECTION 5. The authority issuing the writ may commence criminal proceedings against any defendant between the ages of fourteen and eighteen years by summons rather than by arrest, and may confine or detain such defendant in accordance with the provisions of section two.

SECTION 6. Such courts shall keep in separate dockets, which shall not be open to the public, record of the first prosecution against any accused under the age of eighteen years, unless there is a conviction of an offense of so aggravated a nature as to necessitate a punishment by imprisonment or infliction of the death penalty. Upon a subsequent prosecution of such defendant, the court shall make a public record of the prosecution, if in the court's discretion such a record should be made. The court may use the name of the accused to make all necessary reports or orders for payments of costs.

CHAPTER 309, SECTION 7. Cities having a population of twenty thousand or more may, by ordinance or by-laws, provide for juvenile court to be conducted by a judge of the police or city court of such municipality, provided such ordinances or by-laws shall not extend beyond the selection of a suitable court room and such other accommodations for such court as the judge thereof shall deem necessary and proper.

P. A., 1917, ch. 270.

An act concerning homes for children.

Section 1 amends section 1 of chapter 62 of public acts of 1911, as follows: No orphan asylum, children's home, or similar institution, unless specially chartered by the State, and no person or group of persons, whether incorporated for the purpose or not, shall care for or board dependent children, under 16 years of age, of other persons, in any number exceeding two at the same time, in the same place, without a license obtained from the board of charities; provided county commissioners, city boards of charity, selectmen of towns, and similar official trustees shall not be subject to the provisions of this act.

P. A., 1917, ch. 301.

An act concerning homes for dependent and neglected children. (Approved May 16, 1917.)

Section 2791 of the general statutes is amended to read as follows: In each county the board for the management of temporary homes for dependent children shall meet at least once in each three months for the purpose of attending to the duties imposed upon it by law, and notice of such meetings shall be sent to each member by mail at least three days prior thereto by the chairman of said board. At the meeting of said board in each county in the full months of each year the town committees of the several towns in the county, and one or more of the supervisors of the State board of charities, shall meet with said board for the purpose of suggesting such provisions, changes and additions as they may think desirable in the temporary home, and assisting said board in the selection of family homes for the children in the temporary home, and advising said board of the results of their visits to children in family homes; and like notice of such meeting shall be given the town committees at least five days prior thereto by the chairman of said board. Said board in each county shall have full guardianship and control of each child committed to the temporary home for such county until such child shall have reached the age of eighteen years, or each guardianship and control shall have been legally transferred, or another guardian appointed by the probate court with the consent of said board; and said board in each county shall have power to place any child committed to the temporary home of the county at such employment and cause the child to be instructed in such branches of useful knowledge as may be suited to the age and capacity of the child for such term of years, not extending beyond the child's seventeenth year, as will inure to the benefit of the child. Parents whose children have been supported by a temporary home for three years shall not be entitled to their earnings or services after they have become eighteen years of age.

DUTIES OF CONNECTICUT PRISON ASSOCIATION IN SUPERVISING PROBATION WORK.

After the passage of the act establishing probation in Connecticut a special meeting of the executive committee of the Connecticut Prison Association was held in the State Capitol on July 15, 1903, at which the work devolving upon

the association under the provision of the act was formally accepted and the following vote was passed:

Voted: The Secretary is hereby authorized and directed to prepare and issue all blank forms required in the probation service of this State, in accordance with the provisions of chapter 126, public acts of 1903 (section 8), keep a record of all appointments of probation officers in Connecticut, receive and properly file all reports from them, and in general do all things required of this association by the law aforementioned, according to his discretion and understanding of the same, and under the special direction of the president of this association.

At the annual meeting of the Connecticut Prison Association held in the State Capitol on September 30, 1903, the following vote was passed:

Voted: There shall be a standing committee, known as the standing committee on probation, to consist of five members, to be appointed by the president of the association, and to hold office for two fiscal years ending with September 30, 1905, and thereafter until their successors shall be duly appointed.

The duties of this committee shall be such as are placed upon the Connecticut Prison Association by section 8 of chapter 126, public acts of 1903.

All matters concerning the probation service (that relate to this association) shall be referred to this committee, and the secretary of the association shall act under the direction of this committee in matters pertaining to the probation service. This committee shall meet at the call of its chairman.

SUMMARY OF BILLS INTRODUCED IN 1917 TO ESTABLISH JUVENILE COURTS IN CONNECTICUT.

In the session of the legislature of 1917 three bills to establish juvenile courts were presented. One was a bill concerning the establishing of juvenile departments in the several probate districts of this State to be operated in connection with the several probate courts thereof for the treatment of dependent, neglected, and delinquent children, and those otherwise in need of the discipline, care, or protection of the State. Under the terms of this act juveniles were to be considered as those who, under the age of 18 years, were dependent, neglected, delinquent, or defective.

The bill provided that any person having knowledge or information that a child under the age of 18 came under the jurisdiction of the act might petition the court of probate to bring such child before the court. The judge should order an investigation to be made by a probation officer or some other person and order the child, together with the parents or guardian or person having the custody of the child, to show cause why the child should not be dealt with according to the provision of the act. The judge of probate might summon the child, and pending a hearing of the case the child might be released upon its own recognizance or released in the custody of a probation officer, its parent, or other person.

If it were found necessary to detain the child until the hearing, no child under the age of 16 could be placed or confined in a jail, common lockup, or other place where adult criminals or offenders were confined. If, after hearing the case, the court was satisfied that the child was in need of the care or discipline and protection of the State, he might place the child in the care of the probation officer to remain in its own home, or be placed in a suitable family home, subject to the supervision of the probation officer, or might authorize the child to be boarded out in some suitable family home, or might commit such child to such proper institution, State or private, or to any institution, association, or corporation willing to receive it.

If upon examination the courts should find any child coming before it to be suffering from an incurable disease, such child might be committed to the home for incurables, or other proper institution, or if, upon examination by an alienist or psychopathic institute, the child should be found to be feeble-minded or mentally defective, such child might be placed in the school for feeble-minded or other proper institution.

The court should have authority to exclude the general public and those not directly interested in the case from the room wherein a hearing involving any child was held. Appeals might be taken from any final order or judgment of the probate court to the superior court of the county within which the probate court was located. The judges of the probate courts were to have authority to arrange with any society or association situated in the county within which the court was located to furnish a temporary home for any children brought before the court.

For the districts of Hartford, New Haven, Waterbury, Bridgeport, there were to be not less than two paid probation officers, at least one of whom should be a woman. For the districts of Bristol, Berlin, Derby, Naugatuck, Wallingford, Norwalk, Torrington, New London, Stamford, Windham, Norwich, Danbury, Greenwich, and Middlesex not less than one paid probation officer was to be appointed. In the remaining districts, the judges might, in their discretion, appoint one or more paid probation officers. In addition, the judges were to be allowed to appoint one or more voluntary probation officers.

The probate judges might also appoint not less than 6 nor more than 10 reputable inhabitants of the respective probate districts of which one-half should be men and one-half women, to serve without compensation and be called "The Advisory Board of the Juvenile Department of the District of ———." This board was to visit as often as twice a year all institutions, societies, associations, or agencies receiving children under the provision of the act and to advise and cooperate with the judge upon all matters affecting the workings of the act, and to hold examinations for the selection of officials to be appointed under the act. It was to be the duty of the judge of the court at least once a year to visit each institution in his district in which children had been detained, or to which they had been committed.

There was to be appointed by the governor a State juvenile court and a probation committee of not less than seven members, two judges of probate or ex-judges of probate, one expert in mental diseases, and at least two women to be members. This committee was to confer together at least once yearly relative to the provisions of the act and to formulate methods of procedure and treatment of juveniles.

The judges of probate, juvenile departments, were to receive as compensation for their services the same rate as do the judges of probate of their respective districts for hearings contested and uncontested, and any other fees which in their respective districts and under the laws of the State were applicable for work of a similar nature or character. The expense of the operation of the court was to be borne by each town, city, or borough in the respective probate districts proportionately according to the number of cases presented from said city, town, or borough with respect to the grand list thereof.

When this bill was given a hearing before the judiciary committee, a number of amendments were offered in a substitute bill. The most important limited the number of districts and made mandatory the appointment by the governor of five judges qualified for the work of children's cases. Said judges were to meet annually and arrange for and agree upon assignments of themselves, arranging such assignments so that each judge's work while sitting and holding

court should be confined to and bounded by the county lines of one or more counties. It was suggested that Fairfield, Hartford, and New Haven Counties should each have the services of one judge, that another judge should have jurisdiction over the cases in Litchfield and Middlesex Counties and another judge in Windham, Tolland, and New London Counties. These judges were to be appointed for terms of eight years and receive an annual salary of $2,000, together with the sum of $500 for expenses. The judges were to be termed and known as juvenile department judges. The bill called for an appropriation of $13,000. The bill received an unfavorable report from the committee.

A second bill introduced at the legislative session of 1917 was an act amending the charter of the city of New Haven. Three courts were to be established in New Haven, one known as the city court of New Haven for the trial of civil cases, a second known as the police court of New Haven for the trial of criminal cases, and a third known as the court of domestic relations of New Haven for the trial of criminal cases involving domestic relations and offenses committed by minors in the city and town of New Haven.

The three judges to preside over these courts were to be appointed by the general assembly and hold office for the term of two years. The judge of the police court was empowered to appoint a city attorney, an assistant city attorney, and a clerk of the court. The judge of the city court was to appoint one clerk of the court and the judge of the court of domestic relations was to appoint another clerk of the court.

The act was introduced at the request of the Civic Federation of New Haven. When the act came up for a hearing before the committee it was withdrawn and a substitute was offered, an act amending the charter of the city of New Haven concerning the city court. The act called for the establishment of a court for the trial of criminal causes in the city and town of New Haven involving domestic relations and offenses committed by minors under the age of 18 years, which court was to be known as the court of domestic relations of New Haven. The substitute varied but little from the original bill except that there was no separation of the city and police court with the appointment of a separate judge to preside over each. The judge of the court of domestic relations was to appoint a prosecuting attorney and a clerk.

In relation to criminal matters involving domestic relations and to offenses committed by minors under 18 years of age this court was to have within the city and town of New Haven all the powers which justices of the peace in the towns of the State have in all matters of a criminal nature and was to have jurisdiction in all crimes and misdemeanors involving domestic relations, or committed by minors under 18 years of age within the city, either before or after the passage of the act, the punishment whereof inflicted by the court should not exceed a fine of $200 or imprisonment in a common jail or workhouse for six months, or both such fine and imprisonment. It was to have authority to bind over to the superior court in cases not within the jurisdiction of this court. Under certain conditions appeals might be taken from the decision of this court to the criminal term of the court of common pleas next hereafter held in New Haven.

Since at present two judges in New Haven preside over the civil and criminal cases in the city court and alternate as need arises, the principal change proposed by this amended act was the establishment of a court of domestic relations with a third judge to preside over it. The bill received an unfavorable report from the committee and was not passed.