

TRENDS IN THE PREVENTION AND TREATMENT OF
JUVENILE DELINQUENCY IN SAN ANTONIO

THESIS

Presented to the Faculty of the Graduate School of
Southwest Texas State Teachers College
in Partial Fulfillment of
the Requirements

For the Degree of

MASTER OF ARTS



Anne A. Carsner, B.A.

(San Antonio, Texas)

San Marcos, Texas

August, 1940

ACKNOWLEDGEMENTS

In dealing with the social aspects of the "Trends in the Prevention and Treatment of Juvenile Delinquency in San Antonio," it is apparent that I was dependent upon others for the facts obtained. I am deeply indebted to the following persons who so generously gave of their time and information:

Chief Probation Officer of Bexar County, George D. Pickens.

Assistant Probation Officer, Keno Guerrero.

Assistant Probation Officer, James L. M. Miller.

"Dick" Johnson, Manager of the San Antonio Boys' Club.

C. C. Ball, Member of the Board of Directors of the San Antonio Boys' Club.

Albert E. Voelker, President of the Board of Directors of the Moonglow Club.

Mrs. R. C. Hugman, Executive Secretary of the San Antonio Social Welfare Bureau.

Mrs. E. Fisher, President of the Coordinating Council for Youth, San Antonio.

Mrs. G. E. Biering, Past President of the San Antonio Council of Parent-Teachers Associations.

Besides these authorities, I am grateful to Drs. Wiley,

Rogers and Grusendorf, who served as my thesis committee,
for the encouragement received under their tutelage.

Anne Carsner

TABLE OF CONTENTS

Chapter	Page
I. INTRODUCTION	1
II. HISTORICAL BACKGROUND	4
1. <u>The First Rauhes Haus</u>	4
2. Mettray, France	6
3. Belgium	6
4. Great Britain	7
5. United States	8
III. BEXAR COUNTY PROBATION DEPARTMENT.	9
IV. COMPARISON OF THE JUVENILE COURT STANDARDS RECOMMENDED BY THE NATIONAL PROBATION ASSOCIATION WITH THOSE IN EFFECT IN BEXAR COUNTY	17
V. TEXAS PROBATION OFFICE STUDY	25
VI. THE BEXAR COUNTY TRAINING SCHOOLS FOR DEPENDENT AND DELINQUENT CHILDREN.	30
VII. THE BOYS' CLUB	34
VIII. THE MOONGLOW CLUB	41
IX. OTHER IMPORTANT AGENCIES FOR CHILD WELFARE IN SAN ANTONIO	44
1. The San Antonio Social Welfare Bureau	44
2. The San Antonio Recreation Depart- ment	46
3. The Schools	46
4. The Churches	46
5. Boy Scouts and Similar Organizations .	47
6. The Coordinating Council for Youth . .	47
X. FINDINGS AND INTERPRETATIONS	48
BIBLIOGRAPHY	53
APPENDIX	55

TRENDS IN THE PREVENTION AND TREATMENT OF
JUVENILE DELINQUENCY IN SAN ANTONIO

CHAPTER I

Introduction

This study was undertaken for the purpose of ascertaining the trends of social service organizations in San Antonio to formulate programs for the prevention and treatment of juvenile delinquency. The organizations included in this investigation are the school, the law enforcement agencies, the churches, civic clubs, and societies whose task it is to guide youths into an understanding of, appreciation of, and respect for, the customs of present day society.

An effort has been made to learn the strong and the weak points in the activities of these various social service agencies and to determine, if possible, what objectives they had in mind while drafting their programs, and if they are justifying their existence. Another factor deemed important was to determine how well they had adapted their aims and techniques to the mode of life existing in the San Antonio of today. A further item was the attempt to discover to what extent they were cooperating and coordinating their efforts. Consideration was given to a comparison of the trends in San Antonio with those afforded by other municipi-

palties in dealing with their youthful offenders. This comparison was extended to an evaluation of these trends based upon the standards established and recommended by the National Probation Association.

The National Probation Association was selected as a criterion because it is a nation-wide organization whose members are judges, probation officers, and social workers from the various fields, interested in the development of socialized courts and the social approach to delinquency and crime.

This report endeavors to show the tendency in San Antonio to overcome the lack of an intelligent social consciousness on the part of the general public in trying to solve one of its greatest social challenges -- juvenile delinquency. A question of serious import was the treatment accorded the youthful offenders in San Antonio from the time they were apprehended by the law enforcement agencies until they had regained their freedom or had been committed to some institution.

Most of the information for this study was obtained by personal interviews, visits, and observations. Due credit was given for all data received from other sources. Finally, when all the information obtained had been recorded, an effort was made to analyze the significance of the facts presented.

So that the reader might thoroughly understand the terminology of this report, the following definitions were compiled:

1. Delinquency -- The definition of this term is the one adopted by the delinquency committee of the White House Conference on Child Health and Protection:

"Delinquency is any such juvenile misconduct as might be dealt with under the law."¹

2. Society -- All-of-us, which includes that heterogeneous group composed of all the members of a cosmopolitan citizenry.

3. Child welfare -- In this study child welfare refers to those acts by an individual or group of individuals to alleviate those social ills that portend delinquency.

4. Law -- An expression of the legislative will.

5. Customs -- The unwritten law.

6. Crime -- An offense against morality or the public welfare.

1. Children's Bureau, United States Department of Labor, Facts about Juvenile Delinquency; Its Prevention and Treatment, United States Government Printing Office, Washington, 1935. (Bureau Publication No. 215) p. 4.

CHAPTER II

Historical Background.

History teaches us that down through the ages traditions and customs have regulated all legal procedure. The approach to the problem of crime and delinquency indicated by the Mosaic Laws was accepted. It has only been within the limitations of the last century and a half that any specific accounts have been recorded in regard to attempts to deal with juvenile delinquents separately and distinctly from adult offenders.

1. The First Rauhes Haus (Rough House).¹

In the year 1832, in the city of Hamburg, quarters of the town were stricken as with a moral plague. Immanuel Wichern,² a young Lutheran minister, sought to rescue the children, who, abandoned by their parents, were roaming the streets in revolting filth and degradation. He realized his only means of saving them was to remove them from their old surroundings. Little by little obstacles to his plan melted, a house was acquired, and young Wichern and his mother took up their abode under the low-thatched roof of Rauhes Haus. Twelve boys were taken. They varied in age from five to

1. Montgomery, Helen Barrett, Prayer and Missions, The Central Committee of the United Study of Foreign Missions, Bedford, Mass., 1924, pp. 108-111.

2. Listed in the Encyclopedia as Johann Heinrich Wichern.

eighteen years; eight were illegitimate, four under the influence of criminal and drunken^m homes, most of them were known to the police, one had escaped from prison, and one had sinned until he had become an imbecile. All were wild and incorrigible. Lying and stealing were second nature.

Wichern's principle of reform was quite simple. They were placed under new influences, controlled, educated and won -- all by sympathetically guiding them. Montgomery gave the following account of these first twelve:

They ate their bread in honor; four of them settled in Hamburg; four settled elsewhere; two went sea-faring. The one who had escaped from prison became a help and stayed at Rauhes Haus and the imbecile became a man of few³ capabilities but with strong practical sense.

Rauhes Haus grew and expanded until there were twenty houses -- some for boys and some for girls. The number of inmates increased rapidly until several hundred children were being grouped into families of twelve, educated in classes of twenty-four, and kept occupied in agricultural and other labors. The teachers were selected from respectable mechanics and other vocations. Wichern's system brought about a reform of the reformatory systems in Germany, France, Belgium, and Great Britain.

3. Quotation from Montgomery's Prayer and Missions.

2. Mettray, France.⁴

Frederic Auguste Demetz (who was born May 12, 1796, and died at Mettray, November 8, 1873) was the founder of an establishment for the reformation of juvenile offenders, which was supported mainly by its own labor, and to some extent by voluntary donations and annual subscriptions. He investigated Wichern's Rauhes Haus in Hamburg and then returned to France where with the assistance of viscount Bretiginières de Courtielles he established in 1839 the colony of Mettray. In July of that year they assembled twenty-three young men and began training them to be teachers. In January, 1840, they admitted twelve young delinquents, and gradually increased the number, till in August 1872, there were 792 youths under training. The residents were divided into families of 50; the labor was chiefly agricultural, though other trades were carried on; and the establishment became almost wholly self-supporting.

3. Belgium.

At Ruysselede,⁵ a town of West Flanders, Belgium, a reformatory was opened by the government in 1849. Although under one direction, it was divided into three distinct schools, two for boys at Ruysselede and Wynghene, near each

4. The American Cyclopaedia: A Popular Dictionary of General Knowledge, Edited by George Ripley and Charles A. Dana. New York, D. Appleton and Company, 1875. Vol. XI, pp. 461-462.

5. The American Cyclopaedia, op. cit., Vol. XIV, pp. 502-503.

other, and one for girls at Beernem, about two miles distance. The children received were vagrants, truants, street beggars, and the like, not properly delinquents, but in danger of becoming so. The age of admission was from 7 to 18 years. The institution was conducted on the congregate plan, the boys sleeping in large dormitories. The principal labor was farm work with a large stock of horses, cows, sheep, and hogs. Various trades were carried on. The wool and flax were spun, woven, and made into garments; the straw was plaited and made into hats; and the hides tanned and made into shoes. In August 1872, there were about 250 girls at Beernem, chiefly employed in lace making, sewing, and laundry work. They were under the general superintendency of the director at Ruysselede.

4. Great Britain.⁶

Although the work of reforming juvenile delinquents was begun as early as 1788 in Great Britain, when a philanthropic society founded the first English reform school near London, the greatest reformatory was established at Redhill, Surrey, under the direction of Sidney Turner in 1846. He modeled his school after the colony of Mettray in France, and conducted it on the principles of domestic management, absence of walls and wardens, and outdoor labor.

6. The American Cyclopaedia, Vol. XIV, p. 251.

In 1854 the government made provisions for the establishment of industrial schools in Scotland for destitute and vagrant children under 14 years of age. An industrial schools act was passed in 1857, for England, and in 1861 industrial schools in both England and Scotland were placed under the home office, with provision for their maintenance. The industrial schools were for prevention of juvenile delinquency.

5. United States.⁷

In New York, a society for the reformation of juvenile delinquents was incorporated in 1824. The society received for instruction, discipline, and reformation, youths who were brought before the courts for petty offenses. The period of detention depended upon their conduct.

A children's aid society was formed in New York in 1853, to improve the condition of the poor and destitute children of the city. It established lodging and boarding houses, reading rooms, and industrial schools in which the children were instructed in the rudiments of learning and in useful occupations.

The importance of making juvenile reformatories part of the public penal system was recognized by Massachusetts in 1848, when a state reform school was established at Westborough.

7. The American Cyclopaedia, Vol. XII, pp. 397-398.

CHAPTER III

Bexar County Probation Department.

Sufficient information is not available to determine just when Bexar County employed its first officers to assume responsibilities for children involved in moral and legal offenses. The work was not as effective as was advisable because of definite handicaps which will be mentioned later. Long time planning and the development of a definite program and policies were not possible. There are no statistical, personnel nor case histories available to enable one to make an adequate and fair evaluation of the former administrations.

The Bexar County Probation Department is under the direct supervision of the Bexar County Juvenile Board created by the Texas Legislature.¹ It is composed of five district judges and the county judge. One of the district judges serves as chairman. Under the existing statute the judges become members of the board upon entering office and serve until the expiration of their terms. The term of office of the county judge is two years and that of the district judges four. In recent years there have been few changes in the district judges but there have been a comparatively large

1. Texas Annotated Revised Civil Statutes, Article 5142-b, and House bill #153, Forty-sixth Legislature of the State of Texas.

number of changes in the county judges. There is a local bill which invests the sole authority in the county judge to make all appointments in the probation department. The present Chief Probation Officer, George D. Pickens, is the sixth person to hold the position during the past ten years, and due to a rapid turnover in the staff of the department during this same period of time, it is apparent that the maximum efficiency was not secured.²

Bexar County, according to the 1930 census, had a population between 220,000 and 320,000. It is governed, therefore, by Article 5142-b, Vernon's Annotated Civil Statutes.³ This section of the Statute provides that there shall be a Chief Probation Officer and such number of assistants not to exceed eight as shall be authorized by the Juvenile Board. The Chief Probation Officer and his assistants are appointed by the County Judge for a period of two years. The appointments are confirmed by the Juvenile Board. The Juvenile Board is responsible for making the rules and regulations for the Juvenile Department and supervising the Boys' and Girls' Training Schools of Bexar County. The Board confirms the appointments of the superintendents of these institutions which are made by the County Judge. The salaries

2. Interview with James L. M. Miller, legal representative on the staff of the Bexar County Probation Department.

3. Op. cit.

of these superintendents are determined by the Bexar County Commissioners' Court.

The Chief Probation Officer may, with the approval of the Juvenile Board, suspend or terminate the service of any assistant for good cause. The District Attorney is authorized to assign one of his assistants to the probation department with the specific duty of representing the Juvenile Board and Probation Department in cases pertaining to the welfare of children in abandonment and desertion proceedings. This section of the Statute further increases the salary of the members of the Juvenile Board by a sum of \$75.00 a month, paid out of the General Funds of the county. This sum is in addition to the \$1,500.00 a year already allowed by the Statutes.

The expenditures for 1939 and the budget for 1940 are given because of an unusual increase in the budget for this office for 1940. The total of the expenditures for the past year were \$8,236.24 and the budget for this year (1940) is \$14,460.00.

The expenditures for last year were for the salary of the Chief Probation Officer, \$2,585.18; for the first assistant probation officer, \$1,519.36; for two assistant probation officers, a total of \$2,501.92 and for two other assistant probation officers, \$536.77 each. These six were full time

workers. There was an increase in personnel for 1940 and the salary scale has been raised in an effort to pay according to ability and performance. The salary for the Chief Probation Officer is \$2,700.00; for two assistant probation officers, \$1,740.00 each; for three an annual total of \$4,500.00, and two at \$1,200.00 respectively.

Chief Probation Officer, George D. Pickens, furnished the following data in regard to the members of his staff:

The Chief is fifty-one years of age. He has the responsibility for administrative duties and making community contacts. He is a full time worker and, as stated previously, is paid an annual salary of \$2,700.00. He uses a county car locally and also for the transportation of juveniles to the State Training Schools. He has a B.A. degree and two M.A. degrees. None of these degrees is in the field of social work. He has been employed as a probation officer for one year. His previous occupations included serving as vice-president of a college, a boys' secretary in a Y. M. C. A., and as a head master of a military school. He has a room for private interviews with children but he does not carry a case load. Regular staff meetings are held every two weeks. These have been mainly concerned with administrative practices. He has no regular interview periods with his respective assistants. This officer is a member of the Texas Probation Associa-

tion, the National Probation Association, the Texas Social Welfare Association, the local Social Workers' Club, the Co-ordinating Youth Council, and Phi Delta Kappa.

A woman assistant probation officer is white and forty-two years of age. She is responsible for the handling of boys' and girls' cases; she works full time and receives a salary of \$1,200. per annum. In addition she is given \$10.00 a month car allowance, which is technically considered a part of her salary. This officer completed her junior year at college. Her previous work experience were those of secretary and housewife. No actual information was obtained about her case load. She had been employed as a probation officer for only two months at the time of this investigation. She does not participate in any professional activities.

Another woman assistant probation officer is white and thirty-five years of age. She handles mostly girls' cases. She works full time for a salary of \$1,500.00 a year. She has a B.A. degree and has taken some graduate work in Psychology. She has been employed as a probation officer for one year. She had no previous work experience. As of January, 1940, her case load was forty-four. She is a member of the Texas Probation Association, the National Probation Association, Texas Social Welfare Association and the local Social Workers' Club.

A third woman assistant probation officer is white and forty-three years of age. She is responsible for the collection of non-support funds; she works full time and is paid an annual salary of \$1,500.00. She completed her second year in college. She has been employed in her present position for one year. Prior to this appointment, she was a translator of Spanish for a WPA project. She does not carry a case load. She is a member of the Texas Probation Association, the National Probation Association and the local Social Workers' Club.

Another assistant probation officer is male, white and thirty-four years of age. He handles cases of Mexican and Negro boys. He works full time and receives an annual salary of \$1,500.00, plus \$20.00 a month car allowance for local use. He completed high school and has been employed as a probation officer for four years. His previous work experience was as a relief administrator and mail carrier. His case load was one hundred cases in January, 1940. He does not participate in any professional activities.

A woman assistant probation officer is white and thirty-one years of age. She serves as secretary and intake worker for the department. She works full time and is paid a salary of \$1,500.00 annually. She has a B.A. degree. She has been employed for one year in her present position and prior to

that had worked as a school teacher. She does not carry a case load. She is a member of the Texas Probation Association.

An assistant probation officer is male, white and thirty-five years of age. His duties are those of a statistical, administrative and legal nature. He is a full time worker and is paid an annual salary of \$1,620.00. He has a B.A. degree and has done graduate work in Law and Political Science. He has been employed for one year as a probation officer. He had previous experience as an attorney, a school teacher, and as a bookkeeper. He handled about thirty cases in January, 1940. He is a member of the State Bar Association.

Another assistant probation officer is male, white, and forty-seven years of age. He handles the delinquency cases. He works full time and receives an annual salary of \$1,500.00 plus a car allowance for local use of \$20.00 per month. He completed high school, a commercial business course, and an Officers' Training Course in the Army. He has served as a probation officer for one year. Prior to his present employment, he worked in the Tax Assessor's office, the Sheriff's office, the District Attorney's office and was in the hotel business. During January, 1940 he had a case load of one hundred forty-one. He is a member of the Texas Probation Association, the Texas Social Welfare Association, and the

Social Workers' Club.

Another person in this office does not have the title of probation officer but serves in a voluntary capacity. She is a negress, thirty-eight years of age. She receives no salary. She completed the seventh grade in school and has volunteered her services. Her previous work experiences were not related to her present interest. She works on a selected number of boys' and girls' cases. Her case load for January, 1940, was ten cases. She does not participate in any professional activities.⁴

Since January 8, 1939, the juvenile department has handled 2,810 juvenile cases with 312 delinquents being brought to trial and the balance of the cases being adjusted. Other statistics show that 419 boys and 49 girls were detained in the county jail, 63 children were committed to the juvenile institutions in the county, while 79 juveniles were sent to the State Training Schools. There were 154 runaway minors returned to their homes.

Agreements have been made with the police department, the sheriff's department, the Federal Probation Department, and the State Liquor Control Board, for the referring of juveniles to the probation department in an effort to reduce the number of children detained in the jail.

4. Flaxman, Carl B., Texas Probation Office Study 1939-1940, Texas Department of Public Welfare, Divisions of Child Welfare, Austin, Texas, pp. 1-43.

CHAPTER IV

Comparison of the Juvenile Court Standards Recommended by the National Probation Association with Those in Effect in Bexar County.

The fundamental standards of a juvenile court and the essentials of juvenile-court work have been outlined by a committee of experts of the National Probation Association. Marjorie Bell, in her bulletin, The Juvenile Court Steps In, has compiled these standards and has entitled them, A Measuring Rod for the Court.¹ Using this as a criterion, an effort has been made to compare the procedures followed in Bexar County.

1. The court should be free to function under a law which gives it exclusive jurisdiction over children who need court care, and authority to deal adequately with parents and other adults² who contribute to the delinquency of children.

In Bexar County, jurisdiction over juvenile offenders is exercised by the county judge. However, interested parties may demand jury trials. During 1939 there were two such cases. Chief Probation Officer Pickens estimated that in about ten instances the plans of the probation officers were contested and the juveniles were represented by their own attorneys.

James L. M. Miller, legal representative on the staff of

1. Bell, Marjorie, "Measuring Rod for the Court," The Juvenile Court Steps In, National Probation Association, New York, 1939 (Bulletin) pp. 10-14.

2. Ibid., p. 11.

the Bexar County Probation Department, stated they were greatly handicapped because they did not have the authority to deal adequately with adults who contributed to the delinquency of children.

2. The judge who presides over the court should be chosen not primarily for his legal knowledge but for his thoughtful approach to the social problem of juvenile delinquency.³

When the present incumbent, County Judge Charles W. Anderson, announced his candidacy for the office, his main platform was "A Bigger and Better Program for the Prevention and Treatment of Juvenile Delinquency." Despite the multitudinous duties that his office imposes upon him, he never misses an opportunity to encourage all agencies that are endeavoring to solve the social problem of juvenile delinquency. The opposing political faction recognized his worthiness and did not endorse an opponent in the 1940 election.

3. The hearings of the court should be private. This means that the judge, the probation officer, the child and his parents can discuss the situation in privacy, secure from unnecessary listeners.

The procedure in dealing with the children should be informal and non-criminal throughout. Though dignified and serious it should have more the aspects of a clinic than a criminal court.⁴

County Judge Anderson holds informal hearings except where a child's attorney demands formal procedure. The hearings are usually conducted privately in the probation

3. Ibid., p. 11.

4. Ibid.

office. Only interested persons and relatives are permitted to attend.

4. The offices where the court and probation work is carried on ... should be light and attractive offices with convenient arrangements for confidential interviews.⁵

The Bexar County Probation Department is fully equipped for privacy and confidential interviews.

5. When it is necessary to hold a child away from his own home before hearing or while pending disposition, the court should have either a well equipped detention home or a plan of selected boarding homes for such temporary care.⁶

Only the county jail is used for the detention of juveniles in Bexar County. Boys and girls are segregated from each other and from adult offenders. The boys occupy a cell block. The girls have a separate ward. Children come in contact with the jailor and matron but not with the trustees. Magazines are the only recreational facilities.

On July 4, 1940, Mrs. E. Fisher, president of the Co-ordinating Council for Youth, issued the following statement:

Full power was granted to two committees of the Co-ordinating Council for Youth to act in the council's drive toward obtaining a juvenile detention home in San Antonio ...

The council plans to draw up its proposal upon recommendation of the special detention home committee and the executive committee for presentation shortly to the Bexar County Commissioners' Court. ...

5. Ibid., p. 11.

6. Ibid., p. 12.

The commissioners' court has favored providing additions to the Bexar County Home for Boys and the Bexar County Home for Girls instead of establishing a separate place for juveniles held by the authorities.⁷

The Co-ordinating Council does not favor this suggestion due to the inaccessibility of these homes, which are fully ten miles from the courthouse -- one north of the city and the other south.

Another statement was issued on July 14, 1940:

Mrs. E. L. Fisher, president of the Co-ordinating Council for Youth, announced Saturday the council is seeking denation of property near the courthouse for the construction of a juvenile home ...

The city offered property on Martinez Street, near the courthouse, but a petition from residents blocked the action.

Two lots on Alameda Street were then offered by the city, a location near the school athletic stadium.

Mrs. Fisher explained the second offer is very much appreciated, but a lot is desired closer to the courthouse, within a 10-block radius, if possible.

If someone is able to donate property or an old building to fulfill the requirements, Mrs. Fisher feels the county would be willing to apply for federal aid on the project, and make the balance.

Brother Herbert Leies is chairman of the project committee for the council.⁸

6. Every children's court needs facilities for psychiatric study, which should include physical and mental examinations and study by a psychiatrist who probes skilfully into the deeper causes of the child's misbehavior.⁹

7. "Youth Council Presses Drive," San Antonio Express, Second Section, p. 12A, July 4, 1940.

8. "Juvenile Home Sought in Area of Courthouse," The San Antonio Light, Part Seven, p. 8, July 14, 1940.

9. Bell, Marjorie, op. cit., p. 12.

Bexar County has no facilities for psychiatric study. Physical examinations and bathing are not required. Bexar County has no venereal clinic in the jail. In cases of serious illness, the County Health Officer and the County Hospital are available.

7. Probation means the untangling of those elements in the child's experience which got him into trouble and aiding him in returning to a normal child's life.¹⁰

It is the policy of the juvenile court to attempt to adjust the delinquents and return them to normal life by investigating their family background and the economic situation in the home.¹¹

8. The probation staff should be social workers selected because of their native ability in working with people but with the added advantage of professional training ... Such a staff should be selected solely on the basis of merit and should be protected by security of tenure.

Salaries should not be lower than those for high school teachers.¹²

According to Chief Pickens, the Bexar County Probation Staff is as well educated as any in the State of Texas. Judge Anderson has attempted to make his appointments on the basis of merit. The services of an appointee may be terminated for good cause.

10. Ibid., p. 12.

11. "Decided Decrease in Juvenile Delinquency Shown over Bexar County," San Antonio Express, Second Section, p. 1A, July 15, 1940.

12. Bell, Marjorie, op. cit., p. 12.

When Judge Anderson entered office in January, 1939, the Bexar County Probation Department had five full time probation officers whose salaries averaged \$80 monthly. With the exception of one, Judge Anderson made new appointments, held a series of meetings with his appointees and explained their duties and the heavy responsibilities that their positions imposed. The new members then volunteered to have their meager salaries reduced, so that two more officers might be employed to help handle the demands made upon them. Judge Anderson and his appointees proved their earnestness about the work and have been rewarded by a greatly increased budget and higher salaries for the probation officers, whose salaries average \$125 per month with car allowance for field workers.

9. A record and statistical system is necessary for every good court. Court records may be open to public inspection but social case histories must be regarded as strictly confidential. An annual report which combines the statistics of the work of the court with interpretative material should be issued by every court... Support for the court in developing its program on the basis of an informed public opinion will follow the regular issuance of a good report.¹³

Monthly reports are prepared for the Bexar County Juvenile Board and quarterly reports are prepared for the County Commissioners' Court. In his July, 1940 report, Judge

13. Ibid., p. 13.

Anderson revealed that more than 400 complete case histories had been written since January, 1939.¹⁴

The probation department attempts to interpret its work to the community through the medium of speeches before civic clubs. There is also a program of planned press releases.

10. The court program should be very carefully integrated with the work of other social agencies in the community, particularly welfare departments of city, county, or state jurisdiction, caring for the needs of dependent children.¹⁵

The Bexar County Probation Department uses the Social Service Exchange and works with the Boy and Girl Scouts, the Y. M. C. A., the Y. W. C. A., County Health Officer and County Hospital, the State Division of Child Welfare, the Crippled Children's Division, and the Boys' Club. It receives very effective cooperation from the Parent-Teachers' Association which has organized a Coordinating Youth Council, which has a membership of 35 persons, all representatives of various civic organizations interested in child welfare. The Junior Chamber of Commerce and the Business Men's Bible Class, a non-denominational group, have helped in purchasing school supplies for children whose parents were unable to outfit them. The latter group sponsored a summer camp for boys known to the probation department. There is active cooperation

14. "Decided Decrease in Delinquency . . .," op. cit., p.14.

15. Bell, Marjorie, op. cit., pp. 13-14.

with the private children's agencies which handle the dependent cases for the probation department. Due to the fact that the San Antonio Independent School District does not maintain an attendance department nor visiting teachers, the probation department is dependent upon the cooperation of the individual principals and teachers in attempting to solve the various problems of school maladjustment and dissatisfaction which are fertile sources of delinquency.¹⁶

16. Information furnished through the courtesy of Chief Probation Officer George D. Pickens and members of his staff.

CHAPTER V

Texas Probation Office Study.

The Texas Probation Association requested the Texas Division of Child Welfare, State Department of Public Welfare, to permit its consultant on delinquency to make a survey of the sixteen probation departments in Texas. The Texas Probation Association appointed a special committee of its leading probation officers to supervise the work of the consultant, whose work was limited to fact-finding.

Letters were written to the sixteen chiefs of probation offices asking them to agree in writing to work with the consultant. Eight of the sixteen answered in the affirmative; seven failed to reply and one definitely refused to cooperate.

The consultant visited the eight probation departments and here is a summary of his findings:

The composite story about the eight probation departments studied is divided into three parts. The first deals with the weaknesses of the present laws. The second deals with administrative policies. The third is an analysis of personnel.¹

All probation departments in Texas are governed by statutory provisions based on county population.² All were controlled by the census of 1930 at the time of this study.

1. Flaxman, Carl B., Texas Probation Office Study 1939-1940, Texas Department of Public Welfare, Division of Child Welfare, Austin, Texas, 1940, p. 36.

2. Texas Annotated Revised Civil Statutes and House Bill #153, Forty-sixth Legislature of the State of Texas.

Four of the probation departments studied expect to be affected by the 1940 census. One of these departments, which had a special law passed for its own purposes, may move out of its special population bracket and back into the bracket by which it has been previously governed and which it did not like. Another one of these departments may find itself entirely without authority to operate. At present it is included in a population bracket of "over 100,000 and under 150,000." The next statutory provision designates counties with a population of "over 150,000 with a city of at least 100,000 population." If the county population reaches over 150,000 as is anticipated and none of the medium sized cities in the county reach a population of at least 100,000, as is also anticipated, there will be no authority under which the probation department can operate.³

Flaxman points out that there are no laws which limit the duties and functions of the probation officers nor give them exclusive jurisdiction over probation services. Nearly anyone may assume, with or without the permission of a county or district judge, the functions of a probation officer.

In seven out of the eight probation departments studied, the number of probation officers that can be employed is limited by Statute according to adult population brackets and without regard for the number of children to be helped by each officer.⁴

The investigation showed that no uniformity of practice was found among the eight probation departments. One office limited its responsibility to juvenile delinquency cases and

3. Flaxman, Carl B., op. cit., p. 37.

4. Ibid., p. 37.

another was concerned with juvenile delinquency, dependency and neglect, adoption investigations, foster home placements, non support funds, investigations for child labor work permits, divorce investigations, and investigations of all children's application for admittance to State Institutions, except the state mental hospitals.

The study revealed that little is being accomplished in solving the problems presented by the activities of those who exploit children.

A conservative estimate of the number of juveniles involved in the toils of the law during 1939 would be at least 15,000 to 20,000 boys and girls.⁵

The figure of 11,514 cases was compiled from reports by only half of the probation departments in the State and there is no way of knowing the extent of delinquency problems in the rural communities of Texas.

In the light of the incomplete reports, it is conservatively estimated that over 5,000 boys and girls were held in jail overnight or longer in Texas last year, according to Flaxman.

It is known from actual analysis made by the Division of Child Welfare in selected counties that at least eighty-five per cent of the children held in jails and lock-ups need not have been detained. They could have been returned to their homes or other provision made for them without jeopardizing the interest of the child or the community.⁶

5. Ibid., p. 39.

6. Ibid., p. 40.

Flaxman found that six of the eight departments reported that it is a practice to fingerprint the boys and girls who come to their attention.

In some counties a child who has not yet reached his "teens" and is picked up on mere suspicion or for a childish prank will go through life with his fingerprints in the criminal files of the FBI.⁷

Only three of the departments studied used foster homes. In one of these the foster homes in use are authorized by the local courts but are not licensed by the State Division of Child Welfare.

Four County Judges have accepted jurisdiction for the hearing of juvenile cases. Three District Courts exercise their jurisdiction for the hearing of juvenile cases. One probation department uses either the District Court or the County Court at Law. The basis for determining whether a County Judge or a District Court or a County Court at Law exercises jurisdiction over juvenile cases is purely one of local expediency. In one county the District Judges have arbitrarily decided to rotate the hearing of juvenile cases every six months.⁸

Flaxman revealed that only two of the probation departments studied considered the child's personal problems in determining the need for a court hearing. The seriousness and the frequency of a child's offenses, rather than the child's welfare, were the deciding factors.

An analysis of the educational background of the forty probation officers interviewed showed that two were trained

7. Ibid., p. 40.

8. Ibid.

social workers. Each officer was a legal resident of his county at the time of his appointment. Flaxman points out that the facts indicate the appointing officials are not willing to go beyond the geographical limits of their counties to obtain qualified, trained, and experienced personnel.

The data on salaries show in general that persons with at least college education and previous experience related to their duties as probation officers are paid less than those who do not possess these attributes.⁹

9. Ibid., p. 42.

CHAPTER VI

The Bexar County Training Schools for Dependent and Delinquent Children.

When children are committed to the Bexar County Training Schools, the dependents and the delinquents are treated as a unit. They engage in the same educational, recreational and housing programs. In his July, 1940 report to the County Commissioners' Court, County Judge Charles W. Anderson stated that 99 boys had passed through the Bexar County Training School for Boys in the last 18 months with 58 being released on probation. Of the 58 on probation, seven joined CCC camps, 12 obtained employment in the rural districts and two enlisted in the regular army.

In this same 18-month period, 31 girls were committed to the Bexar County Training School for Girls, with 21 being discharged and 29 now in the institution.

Mrs. Caroline Brown¹ was granted permission to administer intelligence tests to the children in the Bexar County Training Schools. Using the Otis Group Intelligence Scale, Advanced Examination, Form A, she obtained information that the writer compiled. In Table I information in regard to chronological age, nationality, and classification are considered. In Table II a summary of the information regard-

1. Teacher in the Highland Park Elementary School, San Antonio.

ing Intelligence Quotients is shown along with the chronological age, nationality and classification.

TABLE I

Distribution Based upon Chronological Age, Nationality and Classification of the Children in the Bexar County Training Schools.

I.	Highest Chrono- logical Age	Nationality of Possessor	Classification of Possessor
<u>Boys</u>	17 years - 10 months	Mexican	Delinquent
<u>Girls</u>	18 years - 6 months	American	Delinquent
II.	Median Chrono- logical Age	Nationality of Possessor	Classification of Possessor
<u>Boys</u>	13 years - 0 months	Mexican	Delinquent
<u>Girls</u>	15 years - 0 months	American	Delinquent
III.	Lowest Chrono- logical Age	Nationality of Possessor	Classification of Possessor
<u>Boys</u>	8 years - 4 months	American	Dependent
<u>Girls</u>	11 years - 11 months	American	Delinquent

TABLE II
Distribution Based on Intelligence Quotients,
Chronological Age, Nationality and
Classification.

I.	Highest Intelli- gence Quotient	Chronological Age of Possessor	Nationality of Possessor	Classification of Possessor
<u>Boys</u>	109	8 years - 4 months ²	American	Dependent
<u>Girls</u>	109	15 years - 0 months ³	American	Delinquent
II.	Median Intelli- gence Quotient	Chronological Age of Possessor	Nationality of Possessor	Classification of Possessor
<u>Boys</u>	83	14 years - 8 months	American	Delinquent
<u>Girls</u>	86	11 years - 11 months	American	Delinquent
III.	Lowest Intelli- gence Quotient	Chronological Age of Possessor	Nationality of Possessor	Classification of Possessor
<u>Boys</u>	No Score	10 years - 6 months	American	Delinquent
<u>Girls</u>	No Score	14 years - 9 months	Mexican	Delinquent

2. Youngest dependent. See Table I.

3. Median Chronological Age. See Table I.

The Boys' Training School

... has a capacity of 60 boys and stresses vocational, educational and agricultural training activities under the direction of qualified instructors. The per capita cost per day is \$.0584, or about six cents. The low cost school raises nearly all of its own vegetables and maintains cows for milk ...

The report for the Bexar County Training School for Girls ... The program at the girls' school is similar to that of the boys' school. The average cost per capita is 60 cents per day.⁴

4. "Decided Decrease in Juvenile Delinquency Shown over Bexar County," San Antonio Express, Second Section p. 1A, July 15, 1940.

CHAPTER VII

The Boys' Club

The Boys' Club of San Antonio, Incorporated, is an organization whose sole and expressed purpose is the prevention of juvenile delinquency. It makes available for the underprivileged boy a clean, wholesome, and constructive form of participation in activities which will serve as an outlet for his excessive energies. The San Antonio chapter started its project on January 1, 1939, in the densely populated and high-rate-of-delinquency area of San Antonio's Latin Quarter, a district that houses a larger number of persons per square block than any other part of the city.

The headquarters of the club is a three story stone building which is too close to the wholesale and market district to be desirable residential property and not yet absorbed by the business district. The building was standing vacant when a New York representative of the Boys' Club of America, Incorporated, discovered it as an ideal location for a San Antonio unit. He assisted a group of prominent business men in perfecting a plan of organization that would conform to the regulations of the Boys' Club of America, Incorporated. The local men were designated as the Board of

Directors and assumed the responsibilities of a governing body. When they had met the preliminary requirements -- the securing of a suitable building, assurance of financial support, and had drafted a program of activities designed to meet the needs of the community -- the Boys' Club of San Antonio opened its doors.¹ The Board of Directors secured the services of "Dick" Johnson as manager. He had formerly been connected with the Boys' Department of the Y. M. C. A. and had proven himself to be a man of pleasing personality, sympathetic, enthusiastic, and possessing great understanding in dealing with the various problems that had confronted him as a leader of boys.²

The local newspapers, radio stations, schools, churches and civic organizations assisted Johnson in publicizing the club. Free passes were distributed so that the boys might enjoy an evening of activity. By the end of April there were 415 members and each month new ones joined until there were 1,205 belonging in December, 1939.

Each applicant for membership is given a blank on which he prints the date, his name, and items of information about himself and his family. Upon returning this application, he is issued a membership card bearing his name, address and

1. Interview with "Dick" Johnson, Manager of the Boys' Club of San Antonio.

2. Interview with C. C. Ball, Principal of Page Junior School and Member of the Board of Directors, Boys' Club of San Antonio.

identification number. This card gains the boy entrance to the club and is placed on deposit whenever he is issued any equipment. Each time a boy registers at the club his number is checked on the daily attendance sheet. Not only does this record indicate how often a boy takes advantage of the facilities offered but it also serves as a safeguard for the boy. He can prove his whereabouts on the specific dates attended, a most important item in that particular area of the city.

During 1939 the members of the club were grouped according to their chronological ages as follows:

<u>Name of Group</u>	<u>Ages in Years</u>
Midgets	7 - 9
Juniors	10 - 12
Intermediates	13 - 15
Seniors	16 - 18

Inclusive.

It is a policy of the Boys' Club of America, Incorporated, to have a boy either pay a small amount of dues or to work for his membership. Realizing the importance of the psychological effect of "belonging," the organization adopted this rule to eliminate the possibility of a boy considering the club a free or charitable institution. During its first year, the San Antonio unit had membership dues arranged on a descending scale, as the year progressed the amount of dues

decreased.

Each month Johnson issues a report in the form of a letter,³ telling of the activities of the club during the previous month. In his letter dated January 1, 1940,⁴ Johnson pointed out that the Boys' Club of San Antonio had a record attendance of 5,476 times on the part of its 1,205 members. The activities listed for that period were gymnasium classes, showers and free towels (A most important activity in this particular district that has few facilities for personal cleanliness), fight night, boxing classes, billiards, table tennis, library, story telling, sing songs, woodwork, metalwork, beadwork, hand weaving, stamp club, leaders' corps, barber shop, educational motion pictures, and first aid treatment. An annual project was inaugurated during December, The Boys' Club Christmas Toy Project.⁵ Johnson impressed upon the boys the importance of this community service.

In addition to the regular schedule, the Boys' Club sponsored the following in 1939:

- I April -- The First city-wide Mutt and Pet Show.
- II May -- Boys' Club Tennis and Soft Ball Tournament.
- III Summer Program -- An outdoor sports program held at nearby school grounds, supervised by members of the Boys' Club Staff.

3. Appendix A

4. Ibid., p. 1.

5. Ibid.

IV October

- (1) Boys' Club secured part time work for 16 of its members.
- (2) Hallowe'en Party attended by 300 boys.

V November -- Boys' Club participation in National Book Week in cooperation with the Public Library of San Antonio. Their program was as follows:

Motion Picture: "Jack and the Beanstalk."

Know Your Library Trip.

Story Hour by a member of the Public Library Staff.

Posters in the Boys' Club Library.

On December 15, 1939, O. P. Schnabel, President of the Board of Directors, Boys' Club of San Antonio, issued the following statement to all investors in the Boys' Club unit in San Antonio:

The Boys' Club of San Antonio has been operating since January 1, 1939. Your dividend is: The Satisfaction of knowing that not one of the 1,205 boys who are members of the club has been called before the Juvenile Court. You are helping to build a better citizenship for our community.⁶

Charles W. Anderson, Judge Juvenile Court, Bexar County, had this to say:

I am very much pleased with the good work done by the Boys' Club of San Antonio. It is with particular pleasure that I

6. Schnabel, O. P., Dividend Check, Boys' Club of San Antonio, December, 1939.

inform you that not one of the Boys' Club members has been called before the Court for Juvenile Delinquency.

In my opinion, a large measure of credit can be given the San Antonio Boys' Club for helping to curb juvenile delinquency in an area where it formerly flourished.⁷

And "Dick" Johnson, speaking for the Members and Directorate of the Boys' Club, ended the December report as follows:

As we look on the old year and look forward to the new year, we feel a deep sense of gratitude to the citizens of San Antonio who thru gifts of time, money and effort made the Boys' Club a successful reality in 1939.⁸

The club is supported by popular subscription and anyone donating ten dollars or more receives a card bearing the following inscription:

John Doe is a "Good Egg" so designated by the Boys' Club of San Antonio for investing in boys for one year. (Ten dollars is the equivalent of one boy's annual expenses.)

On June 21, 1940, the following statement was issued:

The San Antonio Boys' Club began a new hunt today, searching for sites upon which to found two new units and to increase its program 200 per cent.

Committees to seek new locations for the additional units, one to be formed for white boys and the other for negro boys, were appointed by O. P. Schnabel, president of the board of directors, at a directors meeting in the Plaza Hotel Thursday.

... During Thursday's board meeting, Cruz Lozano, leader for the second consecutive year of the group which raised the most money in the Boys'

7. Endorsement on Dividend Check.

8. Johnson, op. cit., p. 1.

Club financial campaign, was awarded permanent possession of a four-foot egg, the egg representing his work in the "good egg" hunt ...

Honor guest at the meeting was V. E. Schwann, who deeded his \$5,000 home at 131 Ostrom Drive to the Boys' Club.⁹

9. "San Antonio Boys' Club Hunting Sites for New Unites," San Antonio Evening News, p. 2. June 21, 1940.

CHAPTER VIII

The Moonglow Club.

On October 15, 1939, under the joint sponsorship of the San Antonio Chapter and the Alamo City Chapter of the 20-30 Club, the Moonglow Gang became the Moonglow Club. The two units of the 20-30 Club, composed of young business men whose ages are indicated by the Club's name, wished to include social welfare work in their program of activities. By investigation they discovered the existence of an organized gang of Latin-American youths, ranging in age from 12 to 25 years, who were holding meetings on the banks of the San Antonio River.

Albert E. Voelker, president of the Alamo City 20-30 Club, Chief Probation Officer George D. Pickens, Assistant Probation Officer Keno Guerrero, and Brother Herbert Leies, a social worker, visited the gang, won the friendship of the boys and proposed to them the idea of having a regular clubhouse and recreational program sponsored by the 20-30 Club. It was made clear to them they could retain their own officers, hold their meetings and have a voice in deciding the policies of the club. No effort was made to break the gang. The boys agreed.

The 20-30 Clubs had a joint meeting and decided the Board of Directors of the Moonglow Club was to consist of the

president of each chapter and his two immediate predecessors. Chief Pickens, Officer Guerrerro and Brother Leies were asked to assist.

The club was established at 701 North Laredo Street in an old one-story frame building that had seen years of service as a tavern. Although this is a high-rate-of delinquency area, great difficulty was encountered in obtaining this site for the property owners protested the establishment of the club, claiming their tenants would vacate.

When the club was opened, all members of the gang joined but the membership decided the program was too limited to provide activities for the junior group from 12 to 17 years of age and the senior group from 17 to 25 years of age, so they voted the junior group out and suggested they take advantage of the facilities of the San Antonio's Boys' Club. This action called attention to the fact that they considered themselves a cooperative and not a competitive group, as far as the Boys' Club was concerned.

The boys pay 15 cents a week dues to help defray the running expenses such as light, water, electricity, etc. A W. P. A. worker supervised the club for a while, but this was discontinued. Now the clubhouse is cared for by a young member who is mentally handicapped. He has proven that he is capable of keeping the place clean and the boys pride

themselves on self-government. Each week the members collect a freewill offering among themselves to pay the caretaker, the only remuneration he receives.

Each Tuesday night the boys hold a business meeting at the clubhouse and discuss their problems. Their president presides. Albert E. Voelker, president of the Board of Directors, attends these meetings, helps the boys decide the problems, collects the dues and does all necessary book-keeping.

The 20-30 Units have supplied showers, table-tennis, dominoes, checkers, softball equipment, and through the efforts of Officer Guerrerro, a pool table, a punching bag, boxing gloves, and a boxing ring have been donated. Guerrerro donates his services to teach the boys boxing and supervises their matches.

Guerrerro stated that the delinquency in the area of the Moonglow Club had been reduced 90 per cent since its organization. The project is suffering from lack of financial support.¹

1. Information furnished by Albert E. Voelker, president of the Board of Directors of the Moonglow Club, San Antonio.

CHAPTER IX

OTHER IMPORTANT AGENCIES FOR CHILD WELFARE IN SAN ANTONIO

1. The San Antonio Social Welfare Bureau and Other Agencies

Located on the fourth floor of the Bexar County Court-house is a non-sectarian and non-partisan society known as the San Antonio Social Welfare Bureau. It is a non-profit organization duly incorporated and most carefully operated. It has the fullest cooperation of the City and County governments and their officials. It is duly recognized by State and Federal government authorities and by social agencies all over the country. It is supported by voluntary contributions of citizens of San Antonio. Mrs. Rena Maverick Green was the founder of this society in 1917. Mrs. R. C. Hugman was elected executive secretary of the first organization and retains that position.

The Staff of the San Antonio Social Welfare Bureau, composed of the Executive Secretary, an attorney, a stenographer, and two clerks, has learned that not all good to be accomplished is by rendering material relief. Our motto is:

'To correct causes instead of results.'

Suggestions, advice, and a kindly interest all have their important place. We tell the heads of many families that the humblest house can be made a real home - neat, clean, simple, attractive in its simplicity ... A place where the children can find sympathetic understanding. A place where they can bring their friends. The Bible can occupy a place on the table by the reading lamp ...

Feeling that there are more delinquent parents than there are delinquent children, our program of

prevention of juvenile delinquency includes trying to make the parents realize their responsibilities and to educate them to see that the dependent child of today promises to be the delinquent of tomorrow.

We stress the following:

1. Dependency and unfavorable home conditions form the first step to delinquency.
2. Conditions that discourage the child mentally cause truancy -- the second step towards delinquency.
3. The ignoring of moral, religious and physical training results in crime or disaster in later life.
4. We try to impress the children that we are their Big Brothers and Big Sisters at any and all times.²

A. E. Haswell, a member of the Board of Directors of the San Antonio Social Welfare Bureau, wrote an historical account of this society and entitled it, The First Twenty Years. He says:

No officer connected with any other social or civic organization having to do with the relief of the needy has served as long as Mrs. Hugman. That comes from the fact that she puts her mind and her heart on her work. She brings to it a hard common sense and the thrifty German sentiments she derives from her ancestry. She works day or night and Sundays. When a task seems impossible she goes and does it. She is forthright and direct as a boy, canny as a Scotchman and kind as a Mother ... She can burn up a man for failure to take care of his family and then go to the Judge to see that the fellow escapes punishment, if he only will try to do the right thing ... Girls ... are in good homes, who but for Mrs. Hugman would have been on the streets ... We do honor to her thrift, to her hard sense, to her unflagging industry. But we do greater honor to her insight into the problems ... and to the great heart which she brings to her work.³

2. A written statement by Mrs. R. C. Hugman, Executive Secretary of the San Antonio Welfare Bureau.

3. Haswell, A. E., The First Twenty Years, San Antonio Social Welfare Bureau, 1939, p. 14.

2. The San Antonio Recreation Department.

Under the direction of Superintendent William P. Witt, a corp of supervisors, twenty playground leaders supplemented by forty-five W. P. A. helpers, and twenty-two lifeguards, the San Antonio Recreation Department is carrying on an extensive program designed to bring recreation to all the citizens of San Antonio.

3. The Schools.

Due to the fact that the San Antonio Independent School District does not have special schools, an attendance department nor visiting teachers (with one exception where a visiting teacher is assigned to a senior school located in the Latin Quarter), the fact remains that the school undertakes not only to give the child an academic education but to train him to adjust the satisfaction of his own needs to the needs and rights of others and to develop and appreciate those characteristics so necessary to social living. Observation proves that no table of statistics can ever tell the story of the work done to adjust the problem children in the San Antonio Schools. The lack of statistical data has caused unjust criticisms to be made by the uninformed.

4. The Churches.

The churches of San Antonio maintain constructive programs for their youthful adherents but due to the religious

element involved, a discussion will not be undertaken here.

5. Boy Scouts and Similar Organizations.

The writer is convinced that the programs of the Boy Scouts, the Girl Scouts, the Hi-y's, the Girl Reserves, the Camp Fire Girls and similar organizations are too well known to be discussed in this report. They are active in San Antonio.

6. The Coordinating Council for Youth.

In October, 1939 the Coordinating Council for Youth was established in San Antonio. Realizing that a coordinated program was needed to overcome the duplication of services rendered and to combat the neglect of needy cases, the Central Council of the Parent-Teachers Association laid the foundation upon which the Coordinating Council for Youth became a reality. This organization bases its activities on community needs and problems. The representatives from thirty-five social service groups meet together to plan cooperative and coordinated programs.⁵

5. Information furnished by Mrs. E. Fisher, president of the Coordinating Council for Youth of San Antonio and Mrs. G. E. Biering, an active member and past-president of the San Antonio Council of Parent-Teachers Association.

CHAPTER X

Findings and Interpretations.

The "sociological" era in regard to the prevention and treatment of juvenile delinquency has come into being within the confines of the last century and a half. This social movement necessitated a new judicial technique and the establishment of special tribunals. The old legal procedure was based on legal science and the new courts and their theories are based on social engineering. Flexner, Oppenheimer and Lenroot point out:

It is probably the most remarkable fact in the history of American jurisprudence that these conceptions (of juvenile courts and their procedures) were adopted almost universally in less than 25 years. The initial battle was hard, but the victory, so far as nominal acceptance of the fundamental ideas of the juvenile court is concerned, has been almost complete. Legal writers, legislatures, lawyers, and laymen have come to recognize that the law must differentiate in its treatment of adults and of children.¹

It is a well known fact that there is conservatism in legal procedure. This is justifiable.

The common law was several centuries in working out its system of procedural rights. Almost from the first these procedural rights have been jealously guarded, ... In view of this conservatism the speedy adoption of the procedure involved in the establishments of

1. Flexner, Bernard; Oppenheimer, Reuben and Lenroot, Katharine F., The Child, the Family and the Court, Bureau Publication No. 193, United States Department of Labor, Children's Bureau, United States Government Printing Office, Washington, 1933, p. 12.

juvenile courts is all the more remarkable.²

From the time of the establishment of Rauhes Haus near Hamburg by Immanuel Wichern in 1832, one can observe the use of the social approach to delinquency and crime throughout the European countries. The United States took its first steps in that direction in 1824 and then in 1848 juvenile reformatories became a part of the public penal system.

Lack of historical data makes it impossible to give the facts regarding the establishment of the Bexar County Probation Department and the time that special officers were appointed to assume the responsibilities for children involved in moral and legal offenses. The Bexar County Juvenile Board, serving in a supervisory capacity, is a powerful force. The few changes that have taken place among the district judges is a significant fact and contributor to that power.

The local bill which invests sole authority in the county judge to make all appointments in the probation department is an important item. It is obvious how much procedure could be used to personal advantage by the county judge. Observation proves that Judge Anderson has striven to strengthen the Bexar County Probation Department by considering merit rather than political affiliations.

A progressive step was taken when agreements were made with the other law enforcement agencies to refer the juveniles

2. Ibid., p. 12.

to the probation department in an effort to reduce the number of children detained in the county jail.

A comparison of the standards for a juvenile court as recommended by the National Probation Association with those in effect in Bexar County reveals a lack of proper legislation to meet the demands. What is true of Bexar County is also true of the State of Texas as a whole. The probation departments and juvenile court procedures are not uniform. Local expediency and interpretations are in vogue.

The tests administered the children in the Bexar County Training Schools brought to light these facts:

1. The oldest boy is 17 years 10 months old, of Mexican descent, and a delinquent.
2. The youngest boy is 8 years 4 months old, an American and a dependent.
3. The oldest girl is an American delinquent, 18 years 6 months old.
4. The youngest girl is 11 years 11 months old, of American descent, and a delinquent.
5. The boys' median age is 13 years 0 months and the girls' is 15 years 0 months.

Attention is called to the fact that the girls' ages are higher than the boys.

6. The youngest boy referred to in the second fact above had the highest intelligence score among the boys.

7. The girl having the highest intelligence score was of the median chronological age for her group.

8. The boys' median intelligence quotient was 83 and the girls' was 86.

9. There were two children, a boy and a girl, who failed to score. Both were classified as delinquents.

Observation and experience lead the writer to find a weakness in a system where a dependent American boy with an I. Q. of 109 is subjected to the same program, rules and regulations as a 17 years 10 months old, Mexican delinquent.

The Boys' Club of San Antonio has made itself a most important factor in decreasing the number of children brought before the juvenile court.

The Moonglow Club is an excellent example of how an anti-social group has been converted into a constructive force in a district where delinquency flourished.

The San Antonio Social Welfare Bureau's greatest contribution to child welfare has been their work with delinquent parents.

The Recreation Department of the City of San Antonio has an extensive and fine activity program but facts proving it has reduced crime are not available.

Observation shows that the schools are the most maligned agencies because no statistical records of adjustments are kept. Observation also reveals that the schools are great

forces in the reduction of delinquency.

The churches and boys' and girls' organizations perform valuable services but the extent is not known. No facts are available.

The Coordinating Council for Youth is the most important development among the social service groups of San Antonio. Observation and experience have taught that it was not the want of social service organizations in San Antonio but the fact that there was no coordination of programs that made their services ineffective. Since the organization of the Coordinating Council for Youth, the social agencies of San Antonio are joining hands and moving steadily and carefully forward in trying to find an answer to that unsolved social problem of juvenile delinquency.

BIBLIOGRAPHY

- Bell, Marjorie, The Juvenile Court Steps In, National Probation Association, New York, 1939, 15 pp.
A concise account of the juvenile-court standards recommended by the National Probation Association.
- Children's Bureau, United States Department of Labor, Facts about Juvenile Delinquency; Its Prevention and Treatment, United States Government Printing Office, Washington, 1935. (Bureau Publication No. 215). 44 pp.
- "Decided Decrease in Juvenile Delinquency Shown over Bexar County," San Antonio Express, Vol. LXXV No. 197, July 15, 1940.
- Flaxman, Carl B., Texas Probation Office Study 1939-1940, Texas Department of Public Welfare, Division of Child Welfare, Austin, Texas, 1940, 43 pp.
- Flexner, Bernard; Oppenheimer, Reuben and Lenroot, Katharine F., The Child, the Family and the Court, Bureau Publication No. 193, United States Department of Labor, Children's Bureau, United States Government Printing Office, Washington, 1933, 100 pp.
- Haswell, A. E., The First Twenty Years, San Antonio Social Welfare Bureau, 1934, 20 pp. An historical sketch of the organization.
- "Juvenile Home Sought in Area of Courthouse," The San Antonio Light, Vol. LXI No. 177, July 14, 1940.
- Montgomery, Helen Barrett, Prayer and Missions, The Central Committee of the United Study of Foreign Missions, West Bedford, Mass., 1924, 224 pp.
- "San Antonio Boys' Club Hunting Sites for New Units," San Antonio Evening News, Vol. XXII No. 249, June 21, 1940.

Schnabel, O. P., Dividend Check, Boys' Club of San Antonio,
December, 1939.

Texas Annotated Revised Civil Statutes and House Bill #153,
Forty-sixth Legislature of the State of Texas.

The American Cyclopaedia: A Popular Dictionary of General
Knowledge, Edited by George Ripley and Charles A.
Dana, Vols. I - XVI, New York: D. Appleton and
Company, 1875-1876.

"Youth Council Presses Drive," San Antonio Express, Vol.
LXXV No. 186, July 4, 1940.

APPENDIX A

C
O
P
YBOYS' CLUB OF SAN ANTONIO
Incorporated
712 Dolorosa Street
San Antonio, Texas

Jan. 1, 1940

Dear Friend:

The Boys' Club of San Antonio finished the year 1939 with a record attendance of 5,476 times on the part of its members during the month of December.

A breakdown of activity participation for December reveals the following totals:

<u>Activity</u>	<u>Number of Boys</u>	<u>Projects Completed</u>
Gym Classes	1195	
Showers	1353	
Free Towels	1387	
Fight Night (Wed.)	480	
Boxing Classes	524	
Billiards	2435	
Table Tennis	1934	
Library	1760	
Story Telling	140	
Sing Songs	228	10 Songs
Woodwork	689	280
Metalwork	143	75
Beadwork	85	15
Hand weaving	274	44
Stamp Club	24	
Leaders' Corps	67	
Barber Shop	27	27
Movies (Edu)	503	
First Aid (Treat)	21	

Another annual project of the Boys' Club was inaugurated this month with our first Xmas Toy Project done in cooperation with the Home Work Shop Club of San Antonio. 303 Xmas Toys consisting of: doll cradles, two wheel carts and stilts were made and given to the Fire Dept. and Colored Branch of the YWCA for distribution to needy children. One other Annual event given in December was the Boys' Club Annual Xmas Party which was attended by over 300 boy members and Directors of the Boys' Club.

As we look back on the old year and look forward to the new year, we feel a deep sense of gratitude to the citizens of San Antonio who thru gifts of time, money, and effort made the Boys' Club a successful reality in 1939. Thank you - one and all.

Sincerely yours,

Speaking for the Members and Directorate of the Boys' Club.