

# CHILD WELFARE WORK IN COLORADO

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## A STUDY

OF PUBLIC AND PRIVATE AGENCIES AND INSTITUTIONS  
AND CONDITIONS OF SERVICE, IN THE CARE OF  
DEPENDENT, DELINQUENT AND DEFECTIVE  
CHILDREN

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EXTENSION DIVISION OF THE STATE UNIVERSITY AND  
THE SOCIAL WORKERS AND ORGANIZATIONS  
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## PREFATORY NOTE.

In November, 1919, a number of Denver social workers and organizations requested the Department of Child-helping of the Russell Sage Foundation to make a study of child welfare work, conditions, and institutions in the State of Colorado. The petition asked that the writer, then in the State on a special mission, be assigned to the work.

The request was granted, and the study was immediately undertaken. Several months were spent on the field work, learning conditions and gathering data for the report herewith submitted. A similar period has been devoted to a careful analysis of the materials and the preparation of the book.

The Extension Division of the University of Colorado, which recently made a general social survey of Boulder County, as outlined in Chapter X of this report, became interested in this study and consented to be affiliated with the social workers of Denver in its publication and distribution. The study by this arrangement is made a regular Bulletin of the Extension Division.

Special Edition is also published for distribution by the Foundation.

This study in scope and character is similar to a number of others made by the workers of the Department in various commonwealths. The Director, Dr. Hastings H. Hart, has studied and discussed child welfare and other important matters in West Virginia, South Carolina, Florida, Alabama, and Mississippi. Mr. C. Spencer Richardson has studied and written reports on child welfare work in Delaware and the District of Columbia. The writer has studied and prepared more or less elaborate reports on child welfare work and conditions in California, Pennsylvania, Washington, Oregon, Louisiana, and Kentucky; and now presents this report on Colorado.

While the study was made at the request of Denver social organizations, and will have a special interest for those directly engaged in child welfare work, it is not local in its scope or character. Because of its state-wide application the book was accepted for publication as a State University Bulletin. The

main purpose of the time, effort and money expended on it is to present a definite message to the members of the State Legislature, and to inform and interest many of the unofficial citizens of Colorado.

It is hoped that the report may have a wide distribution among citizens of the State who have now only a general and patriotic interest in such matters, but who should so inform themselves as to think, talk, act and vote intelligently on matters here treated relating to dependent, delinquent and defective children. The brief descriptions of the listed institutions, the general and summary tables, the discussions of child welfare matters, and the many specific recommendations, should make clearer the present situation and open the way to improved conditions.

The writer gladly acknowledges his indebtedness to many of the social workers of Colorado for assistance in gathering the materials for this book. To the superintendents of institutions, secretaries of boards and child-helping organizations, judges of juvenile courts, county and state officials, and several prominent but unofficial citizens, sincere thanks are hereby tendered for valuable service rendered. Their wise suggestions and the use of papers and documents provided or loaned by them, are highly appreciated. All of these friends of child welfare, and many more that can neither be named nor definitely alluded to, are gratefully remembered.

W. H. SLINGERLAND.

Denver, Colorado,  
July 15, 1920.

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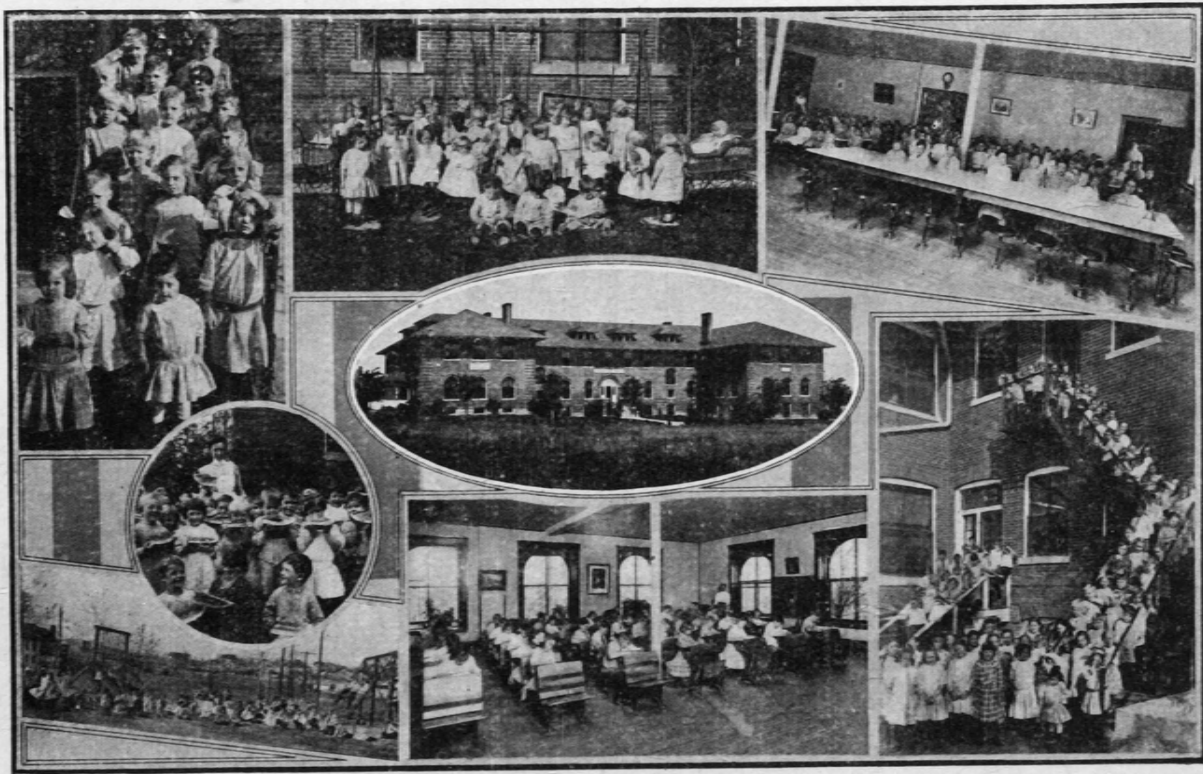


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DENVER ORPHANS' HOME AND ITS INMATES AND WORK. (See page 38.)

## CHAPTER I.

### INTRODUCTORY MATTERS.

**T**HE subject of child welfare is as old as humanity, and yet is as new as the most recently enacted law, the freshest method for juvenile improvement, the latest notion in the brain of the expert sociologist. Twenty years ago some thought that methods relating to children's charities had so crystallized that all future movements would be along then recognized lines; but two decades have produced changes almost amounting to revolutions in many matters of child rescue, care, training, education, and general development.

The charitable and philanthropic side of child welfare work is as different today from that of the nineteenth century as the 1920 automobile is from the horse and buggy of former times. And the changes bid fair to continue. Old problems constantly appear that require improved solutions. New topics every day demand satisfactory elucidation. The question box, however thoroughly emptied, soon again runs over. Only constant study of relations, conditions, institutions, methods, and results, can keep social workers at all abreast of the needs and demands of their own times, work, and locality. Other things being equal, the best posted social worker, board, federation, or commonwealth, is the one that will make the steadiest and most satisfactory progress in these times of reconstruction. Studies and surveys are as essential to welfare work as are periodical invoices to modern merchants.

**DEPARTMENT ATTITUDE.** The Department of Child-helping of the Russell Sage Foundation, in responding to a request for a study of child welfare conditions and institutions in Colorado, takes up the task as a sympathetic friend, and not as a carping critic of the state's social work and organizations. Its central purposes in the study are to collect data, arrange statistics, offer suggestions, and make recommendations. If the facts and con-

clusions presented merit favor and acceptance, the Department is glad to have been of service; if its material is unacceptable, or the action suggested is too difficult for accomplishment under existing circumstances, the Department is sorry, but counts those concerned absolutely free to reject its findings entirely, or to "table" them indefinitely. It only asks to be credited with earnest efforts impartially made for the improvement of living conditions and the betterment of humanity.

**FIELD OF THE STUDY.** The history of Colorado practically began in 1858, when gold was discovered in the sands of Cherry Creek, a stream whose banks for miles are now paved boulevards within the city of Denver. Later the discovery of immense deposits of silver and other precious and semi-precious metals in the mountains made mining for many years the chief industry of the territory. Stock raising from early times was important. Agriculture and horticulture, largely by the aid of irrigation, are comparatively recent developments.

In area Colorado includes 104,000 square miles. It is more than twice the size of New York or Pennsylvania, and has almost double the area of Iowa or Illinois. In its physical aspects Colorado embraces a great variety of plains, plateaus, and mountains, among which are more than forty peaks exceeding fourteen thousand feet in altitude. The air is dry and bracing and the climate is stimulating and salubrious.

Colorado was admitted to the Union in 1876. The state government always has been progressive. Women have enjoyed the ballot and the rights of citizenship since 1893. The public schools are strong and creditable. There are several high grade colleges and universities. Churches and social welfare organizations are numerous and well supported. After a period of rather dull conditions, due mainly to mining troubles and the low price of silver, the state since the war has entered upon a new era of mining, commercial, and agricultural activity, and is enjoying especial prosperity.

**STUDY LIMITATIONS.** It is evident that some definite limitations must be set to even a study of general child welfare conditions in a state like Colorado. A danger ever present is to under-

take more than properly can be accomplished. A single worker occupied at most for only a few months, can cover and assimilate only a portion of what really exists and is related to the subject. There is also a likelihood of too much being expected of a study, by both the general public and the social workers of the community. Therefore, at the very outset let us understand that as the study is by one man engaged for only a short time in field work, the main conditions and problems here treated are limited to dependent, delinquent and defective children, and the methods and organizations for their care; with some special suggestions and recommendations, and general discussions of important related matters.

Many large and vital child welfare interests must have at most only incidental thought and mention. Problems relating to community morals, general education, public health work, recreation, child labor, children in agriculture, juvenile courts and probation matters, family poor relief, illegitimacy, public departments of charity, eugenics and marriage, and other pertinent matters, for want of time and workers are necessarily almost wholly ignored. To properly cover all such cognate matters for the state of Colorado would require several expert workers and a whole year of time for the field work alone.

Limiting the present study to the three special classes above indicated, dependents, delinquents, and defectives, and to those matters and organizations especially connected with children's charities and corrections, the writer hopes that his half-year of service may provide helpful information, workable plans, and wholesome recommendations for advance and improvement in Colorado.

**STUDY AND INVESTIGATION.** It is well to start with clear ideas in regard to the work undertaken. For the purpose of this inquiry we make a special difference between the terms "study" and "investigation." The distinction here drawn is our own, and is based upon the practical conditions of research work, and not upon definitions by lexical authorities. Commonly a "study" is invited, while an "investigation" is forced upon the object or institution under observation. Generally a "study"

does not work upon a definite "case," is not made upon rumors or evidence of wrong conditions, and usually is not concerned with minor details. The main purpose of a "study" is to outline existing facts, figures, conditions and relations so that those interested may change, enlarge, combine and rearrange what is possessed as the situation may demand. On the other hand, an "investigation" usually takes up some "case" brought to light by rumor or complaint, and seeks to disprove or demonstrate conditions that in some way have become the subject of controversy.

In short, the term "study" as used here, relates to actual conditions, good or bad; almost invariably has a constructive spirit and application, and its central purposes are advancement and betterment. The other term, "investigation," is often destructive in its implication and application, almost always involves bad conditions or wrong doing, and "leaves a bad taste in one's mouth." The present effort is a "study" and not an "investigation."

**CHILD WELFARE WORK DEFINED.** The scope of child welfare work, when the term is used without limitation, includes everything in relation to child life. A full study of this comprehensive field is never intended when the expression is used in a technical sense. For social workers the expression has a narrower signification, relating it definitely to philanthropic activities. This technical meaning of child welfare work limits its application to two related, yet measurably distinct, forms of service. These are:

1. Remedial efforts in behalf of children who are destitute, neglected, delinquent, or abnormal in mind or body, and the care and training of those deprived of natural relationships and support.
2. Preventive measures to protect normal children, and to save them from entering the dependent, delinquent, or defective classes.

**ELEMENTS OF THE STUDY.** The most prominent features of a limited study of child welfare work in Colorado, such as is possible under the conditions, previously indicated, are the following:

1. The number and types of the child-caring agencies and institutions existing and operating within the state, and the financial investment they represent.

2. The annual current expense, and the average per capita cost of the work for the various classes and institutions.
3. The quantity and quality of the service rendered by each and all of the agencies and institutions.
4. The mutual relations of these organizations, and the extent of their actual and helpful co-operation.
5. The possible limitation or combination of agency or institutional functions, or the addition of new functions, to meet present or future needs.
6. Methods and measures to check or prevent an increase in the numbers of dependent, delinquent, and defective children.
7. Adequate and efficient State supervision of all public and private child-caring institutions.
8. The need for the enactment of new or revised child welfare laws by the State Legislature.

COLORADO ORGANIZATIONS. There are now in Colorado thirty organizations directly connected with the work of caring for dependent, delinquent, and defective children. Four of these are state boards, with various duties, and charged with more or less of supervisory responsibility. Analyzed by management and function, these thirty organizations are, as follows:

UNDER PUBLIC MANAGEMENT:

State Boards and Bureaus.....	3
State Child-caring Institutions .....	5
County Institution .....	1
<hr/>	
Total Under Public Management.....	9

UNDER PRIVATE MANAGEMENT:

State Bureau .....	1
Homes and Orphanages .....	14
Institution for Delinquents .....	1
Institution for Defectives .....	1
Institutions for Combined Care of Adults and Children.....	3
Child-placing Agency .....	1
<hr/>	
Total Under Private Management.....	21
Total Public and Private .....	30

The Colorado State Bureau of Child and Animal Protection has a private Board of Management, but by legislative action is recognized and given an appropriation as a state bureau.

The House of the Good Shepherd, above indicated as a private institution for delinquents, devotes part of its space and efforts to the care of dependent girls; but to preserve numerical accuracy the institution is counted but once in the above list.

The Colorado School for the Deaf and the Blind, is included



above, and will be given paragraphic mention; but as the institution is a part of the regular educational system of the state, and is not a charity, it will not be tabulated with the other child-caring institutions.

The Christian Service League of America is a child-placing agency, doing work in Colorado, but with headquarters at Wichita, Kansas.

Twenty-four of the thirty organizations are engaged in regular child-caring work for dependent, delinquent, or defective children. Their statistics will be arranged in special tables, covering about 30 points of information for each institution, with summaries worked out to show more clearly the investments, current finance, and numbers of children involved. The 26 institutions, 24 of which are tabulated, are first treated, after which the Boards are considered, and more general matters close the study.

SPIRIT OF THE STUDY. So far as human limitations permit, this study has been made and recorded without prejudice or partiality, and unfettered by partisanship or sectarianism. The writer has tried to be absolutely fair and helpful to all concerned; endeavoring to magnify the good without ignoring or concealing the bad. When it can be justly avoided, individual persons or institutions should not be pointed out for special criticism. Most existing ills can be mentioned and the proper remedies indicated, without unduly hurting the feelings of, or giving offense to, the responsible parties. Therefore, most of the suggestions and recommendations for advancement and improvement in this study are detached from the institutions themselves, and are stated in general terms. Those who need exhortations or should be stimulated to better work or methods, probably will be reached and influenced in this way fully as effectively as by more direct and drastic criticisms.

## CHAPTER II.

### THE PUBLIC INSTITUTIONS.

**T**HE public child-caring institutions of Colorado include five under state management and one under county management. The state has provided one institution for dependent children, two for delinquents, one for mental defectives, and one for the deaf and the blind. Denver city and county, which are coterminous, provide for their Juvenile Court—the only regular one in the state—a juvenile detention home.

It is said that in a few of the counties some children are kept for short periods in the poorhouses; but such cases are declared to be infrequent and exceptional, and under the pressure of public opinion the practice is likely soon to cease entirely. Each of the above mentioned institutions will be given special mention in the paragraphs to follow.

#### 1. COLORADO STATE HOME FOR CHILDREN, 2305 S. Washington St., Denver.

Founded, 1895. For the care and training of dependent children, preparatory to their placement in private family homes. Managed by a Board of Control of five members. One of two definitely authorized agencies for child-placing in families in the state of Colorado.

The plant of the institution, which is located on a 65-acre irrigated tract in the southern part of the city of Denver, consists of an administration building, six residence cottages, school house, hospital, laundry, and various minor structures relating to the work and to the farm. The cottages are two story, built of brick or stone, and are equipped with modern conveniences. Three of them are complete domestic units; the rest are served by a congregate kitchen and dining room. About 60 acres of the tract are under intensive cultivation, and are said to have produced crops in 1919 valued at \$25,000.

The children served are all committed to the institution by the courts of the state. They are supposed to be children entirely homeless and dependent, and their parents, if living, are sup-

posed to be permanently unable to provide for them. When children are committed to the Home, their parents, guardians, or relatives "forfeit all rights over, or to, the custody or service of each child," and are "released from all parental duty."

The institution is not "a prison, reformatory, or boarding school, but a home." The children are retained in care as long as is necessary to prepare them for favorable advent into selected family homes, where they are placed either for adoption or under contract for care and education until grown. The average stay at the institution is perhaps six months. By some evasion of the central purposes of commitment, and on account of a lack of proper detention homes in the various counties, some children are sent to the State Home before final action has been taken by the courts; and this develops a group of inmates of uncertain stay and legal status, who cannot be placed-out, and some of whom may remain in care indefinitely. The institution is thus more than a receiving home for homeless children committed definitely for placing-out in families.

Any county judge may give an order of admission "for any child under 16 years of age who is adjudged dependent upon the public for support, or who is neglected or maltreated, or whose environments are such as to warrant the state in assuming guardianship of said child," who must be "sound in mind and body." It is further provided that "if the court commits a child to the Home, it must be examined by the county physician, who shall certify in writing under oath that the child examined by him is of sound mind, and has not been exposed to any contagious disease within fifteen days previous to such examination. A certified copy of this certificate, with a certified copy of the order for admission, must accompany the child when brought to the Home." There are later examinations by physicians and specialists connected with the institution.

Child-placing in families is a serious and important part of child welfare work, and should be much better understood by both the general public and the social workers in agencies and institutions. Careless and unsystematic placing-out often has exceedingly bad results; properly guarded expert child-placing

by right organizations is the best and safest provision for homeless children the world has ever known. All that intuition, experience, and careful investigation can provide in the way of safeguards should be brought into play before a child is turned over to a family not related to it by close ties of blood, and only responsible organizations, that will give long and effective after-supervision, should be allowed to do placing-out work.

The system employed by the Colorado State Home is so elaborate, and is so closely in accord with the requirements of the best experts in child-placing in other states, that it is here quoted for the information of the public and the use of social workers:

"1. Classify the children as to which are fitted to be placed in free family homes.

"2. Secure the application of prospective foster parents, with ample information as called for on our blank, signed by husband and wife, and countersigned by three taxpayers on back.

"3. Send forms of inquiry to signers, asking for certain definite information to be given in confidence. (Signers often refuse to recommend those for whom they signed the application papers.)

"4. Send experienced officer of state to inspect premises of foster home; interview signers, neighbors and others as to fitness of applicants to have child.

"5. Submit application, reference letters, and agent's written report to Board of Control, which finally decides on the motive of applicants and their fitness to have child.

"6. Have applicants visit Home and together with superintendent select suitable child.

"7. Send child out on trial for sixty days, and, if possible, send agent with it, to give confidence to it, that it may start right with strangers.

"8. Have agent visit within sixty days, to determine if papers should be made out.

"9. Have children visited as emergency demands, and as often as possible, and reports filed in office for special action of Board or for ready reference.

"10. Keep in touch generally with all children who have ever been in the Home, often incognito. Keep in touch intimately always with those out on indenture who remember the Home distinctly, and with those who are out on special contract, or who have attained their majority."

The above summary is quoted from the Eleventh Biennial Report of the institution (page 48), covering the years 1915 and 1916, and in which Superintendent Donnelly declares truly that "standards in child-placing cannot be too exacting nor human safeguards too secure." As there is considerable haphazard and unguarded child-placing in Colorado, both by individuals and by

institutions, it is hoped that publication of this system followed by the State Home may be stimulative to others, and that in the near future laws forbidding individual and unsystematic child-placing will be enacted by the state legislature

The Home school is worthy of especial mention. The recently erected school building is a fine modern structure, probably of double the capacity needed for the inmates of the institution, and is erected on its grounds. Teachers are provided by the city Board of Education, and the school is one of the regular ward schools of the city. Pupils from the adjacent sections of the city are assigned to the school, so that Home children are constantly in touch and association with the children of ordinary families. These school and personal associations are both pleasant and helpful.

The work done at the State Home seems to be excellent in quality. The one weak point seems to be the heavy burdens put upon the present staff in the placing-out work. Adequate investigation of applicants and homes, careful selection of children for approved families, and proper after-supervision of placed-out children, could be more satisfactorily accomplished if one or two more expert field agents were employed. The addition of such workers to the present excellent staff is most earnestly advised. There should be a visiting agent for each 75 to 100 placed-out children under supervision.

Statistical details in relation to property, current expense, workers employed, and numbers of children served, may be studied in the five sections of Table I, at the close of this chapter. Six points of special interest, taken from the tables, are here presented, with the description of each institution, for convenient ready reference. They relate to the fiscal year ending December 1, 1919.

*Statistical Summary (See Table I)*

Value of property .....	\$248,000
Capacity of buildings .....	200
Regular employes .....	34
Average number of children in care.....	200
Annual cost of maintenance.....	\$ 73,214
Average expense per capita.....	\$ 366

## 2. STATE INDUSTRIAL SCHOOL FOR BOYS, Golden.

Founded, 1881. For the custodial care, academic education, industrial training, and moral development of delinquent boys. Managed by a Board of Control of three members, and directed by Superintendent Fred L. Paddleford, who for nearly twenty years has been in charge of the institution.

The school is located one mile south of the town of Golden, and 14 miles west of the City of Denver, with which it is directly connected by the Denver and Inter-Mountain electric railway. The school now possesses 625 acres of land, 100 to 200 acres of which are under irrigation. The buildings of the school form quite a village. The administration building is an excellent two-story white pressed brick structure, fully modern. The old main building, condemned years ago as unfit for human habitation, is still in use, and is occupied in its upper stories by two families of colored boys. A first-class two-story building with a one-story wing of larger area than the taller section, contains the general kitchen and various dining rooms on the first floor, and a fine assembly room on the second floor. There are four residence buildings, on the south side of the campus, all brick structures, two-story, and fitted with the modern conveniences. There are also a building used as quarters for officers, a general hospital, a detention house for new comers, an excellent gymnasium, a print shop, a power house, and barns and outhouses of various kinds and uses. All are in good condition except the old main building, which should be replaced with cottages.

In their report for 1916, the Board of Control made this very significant and interesting statement:

"A school without a school building is an anomaly that is hard to explain. Every hamlet in the country boasts of its school building. We have been asking for one for 16 years. The rooms now used for school rooms are scattered about in the family buildings, and are needed for sitting rooms in the evenings. Relieved of the necessity for using them as school rooms we could fit them up in a home-like way that would make for contentment, refinement and permanent betterment."

When visited by the writer in February, 1920, the situation was unchanged. A combined school and library building is greatly desired and most imperatively needed. Although the earnest pleas of the Board and the Superintendent for twenty

years have failed to bring results. an urgent recommendation that such a building be provided may be excusable here on the ground that every little helps, and that "continual dropping will wear a stone."

Until the desired school building can be erected a double use of the present school rooms might be made by removing the permanent desks and using chairs and tables in school hours, the movable furnishings permitting the free use of the rooms at other times as sitting and rest rooms. This plan has been followed at Industry, New York, and in other eastern schools.

Attention is given both to academic education and industrial training. Departments of\* the latter are as follows: Printing, band, vocal culture and singing, cooking, baking, animal husbandry, farming, gardening, machine shop, steam and electrical engineering, some automobile mechanical work, cement working, laundry, tailoring, carpentry, blacksmithing, shoe and harness making, sock making, floriculture, and chicken raising.

Discipline at the institution seems to be maintained with very little corporal punishment, and largely by means of rewards and deprivations. These are closely related to a well arranged and systematic basis for parole. The parole system consists of a line of credits or merits, leading to twelve ordinary and two honor badges, one of which can be earned each month after admission to the school, making the shortest possible period for earning a parole fifteen months. As a proper and equitable parole system is a matter of great importance, and should be one of general interest, an outline of the Badge System now in operation in this institution is here given:

"Each inmate at entrance is given the twelfth badge. To be entitled to parole, an inmate must pass from the twelfth, eleventh, tenth, and on up to the first badge, and obtain the first and second honor badges, and hold the latter for one month.

"For each clear day, a boy is entitled to 5 merits. Demerits are charged against inmates for offenses according to schedule.

"To advance a badge any month, an inmate must have to his credit, after all demerits are deducted, not less than the following number of merits:

"a. Until the sixth badge is obtained, 90 merits each month.

"b. From the sixth to the fifth badge, 100 merits.

"c. From the fifth to the fourth badge, 110 merits.

"d. From the fourth to the third badge, 120 merits.

"e. From the third to the second badge, 130 merits.

"f. From the second to the first badge, 140 merits.

"g. From the first to first honor badge, a perfect month.

"h. From the first honor to second honor badge, a perfect month.

"When all demerits are cancelled and a boy has obtained his second honor badge, and has held it for a month, he may be granted a leave of absence by the Board of Control for four months, provided a suitable home is ready for him; and if good conduct and industrious habits are maintained. This leave of absence will be renewed for one year or longer at the pleasure of the Board."

Three parole officers are employed, and there are approximately 300 boys at liberty on parole. This well arranged and systematic parole system is said to be kindly and sympathetically operated by the State Industrial School.

The 625 acres of land now owned by the School are declared insufficient for its use, and the state is asked to provide a farm of 2,500 acres, as much as possible of which shall be under irrigation.

In the judgment of Superintendent Paddleford: "Juvenile delinquency has increased in some localities to an alarming extent since the conditions brought about by the war have unsettled everything."

*Statistical Summary (See Table I)*

Value of property .....	\$328,000
Capacity of buildings .....	400
Regular employes .....	35
Average number of inmates in care.....	332
Annual cost of maintenance.....	\$118,182
Average expense per capita.....	\$ 356

### 3. STATE INDUSTRIAL SCHOOL FOR GIRLS, MORRISON.

Founded, 1895. For the care, education and training of delinquent girls. Managed by a Board of Control of five members. Located on a tract of 50 acres, all irrigated and under intensive cultivation, about 12 miles southwest of Denver and 5 miles southeast of the town of Morrison, which is its postoffice address.

The institution is of the cottage type. Each building accommodates 25 to 30 girls and their officers, and is a complete domestic unit, with its own heating plant, kitchen and dining room. The five residence cottages are two-story brick or stone structures, with the usual modern conveniences. The grounds of the administration building and the cottages are set with fine shade



trees. There is an excellent orchard. Much scientific gardening is done. Some of the gardening and fruit raising is done by the girls, but a large part of the heavy farm work is done by hired men.

Each girl attends school for three hours each day, and in addition receives training for three months in each of the following occupations: General housework, cooking, laundry, basketry, and needlework, which includes plain sewing and dressmaking, and gardening. The Superintendent says: "One who is capable of absorbing the training given here can go out well equipped to earn a good living or to take care of her own home, should she have one."

The problem of the feeble-minded girl is here manifest as always when such institutions are considered. The time should speedily come when mental defectives will be sorted out from delinquents of normal mentality, and provided for in suitable institutions. But that time is far distant in some commonwealths, and none too near in the best of them. The situation at the State Industrial School for Girls is well stated in Superintendent Purcell's last biennial report:

"A few of the girls in the school at the present time are, to some extent, of defective mentality. Their presence makes the administration of the school more difficult. They are a misfit in the daily routine of work, and they are not capable of the academic nor domestic training which are the principal features of the work of the institution. When cared for in the cottage with normal girls, they render that administration more difficult and retard the progress of the other girls. A closer classification which would separate the girls of this type and provide special training for them is desirable."

It is the claim of its officers that this school is managed so as to advance to the maximum the education and happiness of its inmates. Miss Purcell says: "This school differs from others of its kind in the way we have made it a home and not a place of punishment." The life of the cottage system makes a home-like atmosphere, plays a strong part in creating strength of character, and is productive of the best results. The discipline appears to be mild but effective, and the order of the school is usually very satisfactory.

The following statements in regard to the parole system are

very interesting, indicating exceptional supervision over those at liberty:

"When a girl has finished her training, which covers a period of about twenty months, with good behavior and obedience to the rules, she is eligible to a parole. No girl is kept longer than is deemed necessary.

"Our aim is to place the girls in families where the influence and surroundings will be the best; where they will not only be kindly treated, but will have real help toward leading useful lives. While on parole, the girls watch over them, directing their privileges and giving advice when needed. A monthly report is sent to the school from the home where the girl is employed, telling of her behavior and progress."

This institution needs a considerable sum to pay for general repairs, and should have a special building to be used in part for a reception cottage for new comers and in part for a hospital to isolate contagious sickness. Enlargement of the institution, to meet the needs of the state's increasing population, is a necessity that must be faced in the near future.

*Statistical Summary (See Table I)*

Value of property .....	\$177,000
Capacity of buildings .....	130
Regular employes .....	24
Average number of inmates in care.....	130
Annual cost of maintenance.....	\$ 47,703
Average expense per capita.....	\$ 367

4. STATE HOME AND TRAINING SCHOOL FOR MENTAL DEFECTIVES, Ridge.

Founded, 1910. For the care and training of the feeble-minded and the epileptic. Managed by a Board of Commissioners of three members. Located on a tract of 310 acres, about six miles northwest of Denver, and two miles west of the town of Arvada, on the electric railroad to Golden. While the institution was established in 1910, the buildings were not completed nor the Home opened until July, 1912.

The building is a large and attractive modern structure, on a high ridge of ground, and apparently well arranged for the care and segregation of its 82 inmates—the limit of its capacity. At present, and since the first year when the building was occupied, the Home is not only full but has a waiting list of some 300 feeble-minded children, a number that would be doubled in

a month but for the uselessness of listing names without a hope of the children being received. Although appeals have been made to every successive legislature since 1910, no additional funds have been appropriated beyond what was needed for maintenance, sufficient to erect a single additional residence cottage or building.

As the name implies, this institution has two chief purposes: to provide a home for feeble-minded children who cannot be cared for properly in their own homes, and to intelligently train those capable of receiving instruction, so that they may be made happier and if possible partly self-supporting. Up to the present time nearly all that have been received at this Home are so low in mentality that they are at best only slightly improvable. It has been thought best to receive the worst cases, leaving those of higher grades of imbecility to be cared for in their own homes until the enlarged institution can properly provide for them also.

Many people do not know that for real feeble-mindedness there is no cure. A feeble-minded child will always be feeble-minded, no matter what treatment or training it may receive. And one that is feeble-minded will always be a child—that is, the body may grow up but the mind will never grow with it beyond certain limits; in the higher grades of imbeciles, now generally called morons, about what we find in the average child ten to twelve years old. The higher grades may be taught and trained to some extent; but the lower grades demand the same care as is given to a baby all their lives long. For lack of room, this institution has had to confine its attention for eight years to those of low mentality, for whom about all that can be done is to minister to their physical wants.

The legislature of 1919 was impressed with the need of enlarged facilities for the care of the feeble-minded, and appropriated for this purpose one hundred and twenty thousand dollars (\$120,000), but ordered it all spent to establish an entirely new plant in the western part of the state. This action has postponed indefinitely the extension of the work at Ridge, but ultimately will provide an addition of probably 300 beds to the state's facilities for the proper custodial care of this class.

The location of the new Home is near Grand Junction, using as a plant the property of the Teller Indian School, which the Federal Government gave several years ago to the State of Colorado. It had been abandoned as a school about a decade before the gift was made. In 1919 the Legislature decided that this property could be used to advantage as an institution, and ordered it renovated and fitted for a Home for mental defectives. There is a tract of 160 acres of land, and about a dozen buildings, which have stood unused for many years.

The appropriation mentioned is to be used in the restoration and preparation of this property. Thirty thousand dollars are to be devoted to draining the land, which from seepage had become a mere marsh. The remaining ninety thousand dollars are to restore to habitability the long neglected school buildings. This work is now (June, 1920) in progress, with fair prospects that the plant or part of it will be prepared for use within a few months.

The Grand Junction plant when renovated will be much larger in capacity than the one at Ridge, hence it now seems likely to become the main institution. Some have proposed using the plant at Ridge as a Home and Hospital for epileptics only, removing all of the feeble-minded to Grand Junction. A separate plant, or at least separate buildings, for epileptics is very desirable; but the wisdom of the proposed plan is open to question.

The main part of the population of the state is east of the mountains, in and adjacent to Denver. Probably two-thirds of the inmates of an institution for the feeble-minded will always come from the eastern section of the state; and if they are sent away to Grand Junction their relatives can seldom, perhaps never, see them again. The cost of travel for prospective inmates and their attendants, on a journey of 450 miles from Denver to Grand Junction, will multiply many times over the transportation to a Home near the capital city, and this will impose a large and unnecessary burden upon the citizens and taxpayers of the state. Therefore, to have no institution for feeble-minded east of the mountains would seem to be both socially and economically undesirable.

It is probable also that the entire capacity of the Grand Junction plant is needed and can be wisely and profitably used for the mental defectives of the western counties of the state. It is stated by educators and others that in counties west of the mountains there are now many extreme cases cared for in poor-houses, or with great difficulty by their relatives, and that the completion of the Grand Junction plant is awaited with impatience and anxiety by the citizens of this section. Relief to the extent of the capacity of the new plant seems due and should be granted to the population west of the mountains.

Colorado in all probability has at least 2,000 mental defectives, in a population of a million, who should be given institutional care. The present Home at Ridge can accommodate only 82 inmates. The new Home at Grand Junction will probably approximate 300 more. Using both plants only a total of 400 can be accommodated. That is, only one-fifth of the capacity really demanded for the welfare of the state will be available for this class. If the plant at Ridge is diverted from general use, and entirely given up to a colony of epileptics, the situation in regard to the feeble-minded is still less favorable, and the institutional capacity farther from meeting imperative demands.

In our judgment the plant at Ridge should be retained for mental defectives, unless equal or larger provision can be made for them in a better way, somewhere east of the mountains. And the plant should be greatly enlarged as soon as possible. One cottage should be erected for epileptics only, and two or more for graded and classified feeble-minded. The present administration quarters and heating plant are probably sufficient for a greatly enlarged institution.

These additional buildings at Ridge should be erected without delay, to provide for the hundreds of cases in eastern Colorado now on the waiting list, and for others not listed because under present conditions there is no hope of admission. This will not only increase the capacity of the Home, but will permit better segregation of inmates according to age and mental ability. Imbeciles of the higher grades, who are really the class of defectives most dangerous to society, can then be received, and

the "School" part of the institution's title may become something more than a mere name.

The Denver public schools now have over thirty "schools" or rooms for backward children. Other cities in Colorado have made some provision along this line. But there is no way for the school authorities to pass on to proper institutions those of the backward children who are not merely delayed in development but are constitutionally unable to learn. Even low grade feeble-minded children must be kept in these schools indefinitely, to the great detriment of the normally minded backward children, because the state has made such meager provision for the institutional care of the mentally defective. If wealthy philanthropists, instead of endowing undesired and unnecessary orphanages for select classes of normal children, would make bequests for the erection of special "cottages" for the higher grades of imbeciles at the State Home, it would relieve the public schools of an immense burden, permit the teachers of backward children to turn from hopeless to hopeful cases, and enlarge the prospects of all children of normal mind.

The proposed institution at Grand Junction has no statistics save the above mentioned appropriation. Statistics here given refer to the State Home at Ridge.

*Statistical Summary (See Table I)*

Value of property.....	\$200,000
Capacity of buildings .....	82
Regular employes .....	25
Average number of inmates in care.....	82
Annual cost of maintenance.....	\$ 38,560
Average expense per capita.....	\$ 470

5. SCHOOL FOR THE DEAF AND THE BLIND, Colorado Springs.

Founded, 1874. For the instruction and training of the deaf and the blind children of Colorado. Managed by a Board of Trustees of five members. The School is not a charity and is a part of the educational system of the state, but receives mention here because the institution provides special care and training for two classes of defective children.

Originally the title was "Colorado Institute for Deaf Mutes." The Department for the Blind was added in 1883. The average

attendance for the past year was 190. Up to the present time about 700 pupils have been enrolled since the institution was founded, of whom 283 were blind and the remainder were deaf. The buildings now number 15, with a total valuation, including equipment, of over \$500,000.

The purpose of the institution is set forth in the following quotation from the annual report for 1918:

"The Colorado School for the Deaf and the Blind is, as the name implies, a school pure and simple. It was established in accordance with the purpose of the state to give to every child within her boundary, capable of taking it, a common school education. It is not in any sense an 'asylum' or 'home' for the afflicted; it is not a hospital for the care and treatment of eyes and ears, and it is not a place for the detention and care of the imbecile. A child so unsound physically as to require constant care, or so backward mentally as to make no progress in the literary department, cannot be retained in the school.

"The course of study for the deaf covers about the same ground as the public schools of the state. The blind, to whom language presents no difficulty, are given a very thorough high school course. To secure the best results in both instances it is necessary that the child be entered as soon as it becomes of school age, and that the attendance be regular and continuous throughout the entire course.

"All deaf and blind persons, of sound mind and body, between the ages of six and twenty-one years, actual residents of Colorado, are entitled to admission to the school free of charge. This includes all those whose hearing or sight is so impaired as to prevent them from obtaining an education in the public schools. Tuition, board and washing, medicines and medical attendance, books and apparatus used in teaching—in short, everything is furnished free of charge except clothing and traveling expenses. In cases of absolute poverty, the respective counties assume the expense of traveling and clothing."

The School for the Deaf and the Blind opens in September and closes in June. All pupils must return to their homes for the three months' summer vacation. It will be remembered that this is a school, necessarily employing many highly salaried teachers, and not a child-caring institution like an orphanage, where the workers unfortunately usually receive rather small compensation, hence the per capita cost of maintenance is greater than in any other of these institutions. The institution will not be tabulated with those for charity or correction, but the six statistical points given at the close of the text for others will be interesting at related to this school.

*Statistical Summary. (Not included in Tables)*

Value of property.....	\$500,000
Capacity of buildings, about.....	250
Regular employes .....	50
Average number of pupils in school (1918).....	190
Annual cost of maintenance .....	\$125,650
Average expense per capita.....	\$ 661

6. JUVENILE DETENTION HOME SCHOOL, 2844 Downing St., Denver.

Founded, 1907. For the temporary care of children of all classes awaiting action by the Juvenile Court. An institution maintained by the city and county of Denver. Located in an old adapted residence property, on a very valuable tract of land quite central in the city. The building is inadequate and unsuitable, but the land, which in area is half of a large city block, is suitable and excellently located as a site for a modern Detention Home.

The Detention Home is a two-story brick house, erected over 50 years ago, and slightly modified when it was accepted as a makeshift stopping place for juvenile court children in 1907. After 13 years of service, during which time the city has more than doubled in population, the place is, of course, far less suitable and desirable for detention home activities than when the period began; but for some reason the rich and prosperous city of Denver has continued to use this old property for detention home purposes, while putting millions of dollars into other public improvements. Those ought to have been made, no doubt; but a suitable modern detention home is a necessity to right juvenile court work according to present day standards.

The faults and deficiencies of the present plant have been told and published so many times that repetition may be tiresome. Briefly, the old house is too small for the amount of service demanded; it is poorly arranged, and proper segregation of the different classes of children, and the two sexes, is impossible; there are no facilities for doing many things for the inmates that are required by modern methods; the court, the city, and the people cannot be adequately served until better accommodations are provided.

Denver is a proud city—and with good reason. Its public and



business buildings, its civic center, its brilliantly lighted streets, and its splendid viaducts, are not second to those of any city of its population in the United States. But its citizens are not proud of their Juvenile Detention Home, and confess that in this respect the community is sadly behind the times.

Denver ranks in many respects with the principal cities of the Pacific coast. But Seattle years ago erected a fine building at a cost of over \$50,000 to house its juvenile court and detention home work. San Francisco has a suitable modern property, erected for the purpose, at a cost of \$200,000, for the work of its juvenile court and detention home. Los Angeles has an excellent plant older than either of the above and valued at fully \$150,000. But Denver still uses the old, inconvenient, inadequate, crowded, unsanitary, and utterly unsatisfactory makeshift property it took over for this work in 1907. Of course a new and suitable modern property is most heartily recommended.

To bring the matter home definitely to the people of Denver, a plan is herewith submitted that will enable all to understand and visualize some of the chief requirements of an institution of this kind. Mental stimulation may lead to material realization.

For a number of years the Department of Child-helping of the Russell Sage Foundation has been interested in the matter of detention homes, especially as related to cities with less than 100,000 population, in none of which was found one with a building erected for the purpose that seemed fully to meet the requirements of present day service. Many cities of still larger population were equally deficient in proper housing facilities for the children awaiting action by their juvenile courts. There has seemed to be a real need for ideas, plans, specifications, and stimulation to action on this line all over the country.

The Department secured the services of two excellent architects, who have had special experience in planning institutions for children. After much work and many consultations a tentative plan for a detention home was drafted, in the hope of meeting the needs of a number of communities, and especially to stimulate thought and action even where the plan submitted failed to fit the local conditions. An elevation and the floor plans of

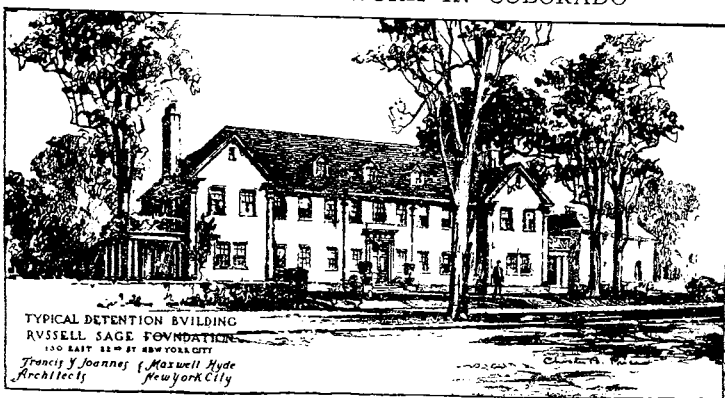
this Home are presented on page 24, for the study and discussion of the people of Denver.

Drafting the plans of a detention home is a difficult task, because of the complex problems involved. The endeavor of the Department and its architects was to plan a simple building which could be constructed at a minimum cost, but would afford the necessary protection to the children and permit of a sufficient degree of classification.

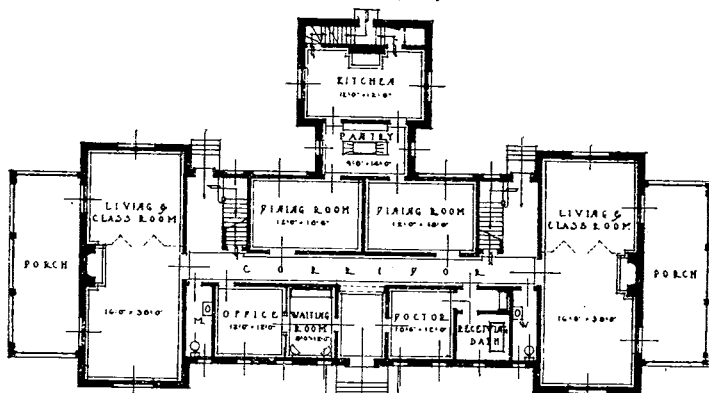
This building is intended to accommodate about 30 children. On the first floor it provides a waiting room, a general office, and a doctor's office with a receiving bath room where the children can be cleansed before entering the children's department. There is a living room and a large porch at each end of the building, providing for the two sexes. There is a separate dining room for boys and girls, each connected with a large serving pantry and a kitchen in the rear. The two living rooms are made so that they may be subdivided, if necessary for closer classification of inmates.

On the second floor is a suite consisting of a living room, bed room and bath, for the superintendent and his wife. There are five bath rooms for the children. There are two dormitories for boys, and two for girls, with five beds each; and there are seven bed rooms for individuals who are best domiciled alone. Two of the bed rooms, with a bath adjacent, are located in an ell over the kitchen, so arranged that they can be completely segregated, to accommodate children who need to be separated from the rest. There are doors in the corridor so arranged that certain rooms can be thrown to the boys' side or to the girls' side, to increase the capacity as occasion may require.

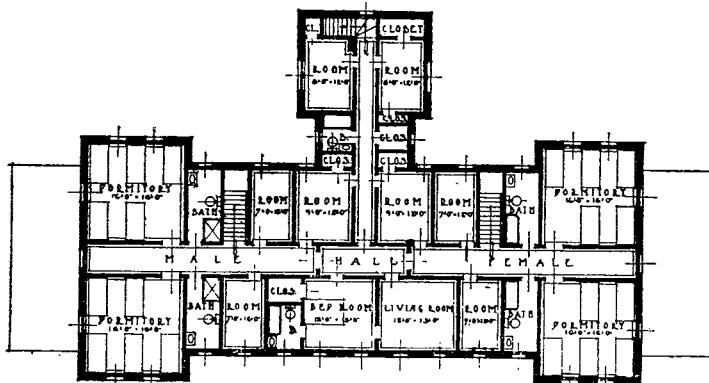
The basement will contain heating plant, storage, and fumigator. It may also have a room for use as a laundry. If it should be deemed desirable to have domestic employes live in the building, several very excellent rooms can be finished off in the attic story. There is no provision in this plan for a court room, judge's chamber, or offices for probation officers. Generally these are provided in the large city or county court house; but it would be easy to make provision in direct connection with the



Front Elevation.



First Floor Plans.



Second Floor Plans.

SAGE FOUNDATION DETENTION HOME DESIGN

detention home by locating them in a separate building, in front or to one side of the home, with a connecting corridor. This plan assumes that all employes except the superintendent and his wife will sleep outside the building or in the attic, and that a night nurse or a night watchman will always be on duty. Many detention home workers have given the plan favorable consideration.

Blue prints and descriptions of this plan were examined by Judge Ben B. Lindsey, who approved of the design—for other cities—but said that the building indicated was far too small for the city of Denver. Mr. and Mrs. J. P. Wright, who for ten years or more have been in charge of Denver's detention home, after careful examination of the plans, wrote as follows:

"We wish to say that we approve of your building plans for a standard detention home, with a few changes to fit local conditions. Also we desire to say that our present building and equipment are entirely out of harmony with present requirements for such institutions. Our Home is too small; segregation of the sexes, and of different classes of inmates, is impossible; and we have no facilities for many elements of modern work. Our need of an entirely new building is apparent to all who understand and appreciate the sphere and possibilities of a detention home."

Probably the plan here presented, while outlining a building of twice the capacity and several times the actual floor area of the one now in use, is too small for the city of Denver. The objection made by the Judge of the Juvenile Court may be overcome by extending the wings or by adding a third story, and thus increasing the capacity of the building; or a better plan may be adopted if one can be found. The thing greatly desired is that the people of Denver shall demand a new detention home, which shall be a modern fire-proof building, specially designed for and adapted to this important line of work. If desired to do so when the matter takes definite form, the Department of Child-helping of the Russell Sage Foundation will gladly co-operate without charge. Details and specifications of the published design, or counsel and assistance in preparing entirely new plans, will be cordially given, to aid in improvement of the institution and betterment of the service rendered.

The statistics of the Home will be found in Table I. It should be realized that as an institution its work differs consid-

erably from that of one for permanent care. It is intended to receive children of all classes who are awaiting court action, and whose average stay is measured in days rather than in weeks or months. This constant change of inmates, even with a small average number on hand, makes a very large aggregate number cared for every year. Because of these rapid changes in population per capita averages cannot be made as for the institutions for more permanent care, hence are omitted here. As a sixth point in the statistical outline below we give the total number passing through the detention home in a year.

*Statistical Summary (See Table I)*

Value of property (largely site value).....	\$25,000
Capacity of building .....	15
Regular employes .....	4
Average number of children in care.....	10
Annual cost of maintenance.....	\$ 5,220
Total number of children cared for in year.....	675

STATISTICAL TABLES. Attention is now directed to Table I, which gives statistical details in regard to these public institutions, and whose five sections will be found on succeeding pages. Many interesting and important matters in relation to property, current expenses, salaries, workers, and numbers of children served, are there indicated. For instance, it will be noted that in the five tabulated institutions Colorado people have permanently invested almost exactly a million dollars. For the current expenses of these institutions in 1919 they provided \$283,000. An aggregate of 122 workers received a total of \$85,500 in salaries. There were an average of 754 children in care, at an average per capita cost of \$373. A total of 1,880 different children entered these institutions and remained for a longer or shorter time. Study of the five sections successively, either to follow through the statistics of a single institution or to note the totals as above, will give to the intelligent citizen a clear conception of the State's institutions under public management for these classes of children.

COLORADO CHILD-CARING INSTITUTIONS

Table I.—Institutions Under Private Management Section A—General

Institutions	Yr. of found- ing	Statistics for Year Ending	Beneficiaries			
			Class	Sex	Age Limit For	
					Reception	Discharge
<b>UNDER STATE MAN- AGEMENT:</b>						
<b>Dependents</b>						
Denver:						
1. State Home for Chil- dren .....	1895	Dec. 1, 1919	Dep.	Both	Inf. to 16	21 years
<b>Delinquents</b>						
Golden:						
2. State Industrial Home for Boys .....	1881	Dec. 1, 1919	Delin.	Boys	8 to 16	21 years
Morrison:						
3. State Industrial School for Girls.....	1895	Dec. 1, 1919	Delin.	Girls	6 to 18	21 years
<b>Defectives</b>						
Ridge:						
4. State Home for Men- tal Defectives .....	1910	Dec. 1, 1919	Def.	Both	5 to 20	No limit
<b>UNDER COUNTY MAN- AGEMENT:</b>						
<b>All Classes</b>						
Denver:						
5. Juvenile Detention Home School .....	1907	Dec. 31, 1919	All	Both	Inf. to 16	No limit

Table I.—Institutions Under Public Management Section B—Property

Institutions	Capacity	Cost of Plant per Bed	Value of Property		
			Value of Grounds	Value of Buildings	Total Value of Property
<b>UNDER STATE MANAGE- MENT:</b>					
<b>Dependents</b>					
Denver:					
1. State Home for Children..	200	\$1,240	\$ 53,000	\$195,000	\$248,000
<b>Delinquents</b>					
Golden:					
2. State Industrial School for Boys .....	400	820	52,000	276,000	328,000
Morrison:					
3. State Industrial School for Girls .....	130	1,362	15,000	162,000	177,000
<b>Defectives</b>					
Ridge:					
4. State Home for Mental De- fectives .....	82	2,598*	31,000	182,000	213,000
<b>UNDER COUNTY MANAGE- MENT:</b>					
<b>All Classes</b>					
Denver:					
5. Juvenile Detention Home School .....	15	1,666	15,000	10,000	25,000
<b>Totals .....</b>	<b>827</b>	<b>\$1,198</b>	<b>\$166,000</b>	<b>\$812,000</b>	<b>\$991,000</b>

\* When the capacity is increased the apparent cost of plant per bed will be diminished.

CHILD WELFARE WORK IN COLORADO

COLORADO CHILD-CARING INSTITUTIONS

Table I.—Institutions Under Public Management

Section C—Averages and Maintenance

Institutions	Average Numbers			Annual Current Expenses			
	Children	Workers	Chdn. per W.	Total Expense	Per Cap	Salaries	
						Amount	Per Cap.
<b>UNDER STATE MANAGEMENT:</b>							
<b>Dependents</b>							
Denver:							
1. State Home for Children .....	200	34	6.0	\$ 73,214	\$ 366	\$ 22,937	\$115
<b>Delinquents</b>							
Golden:							
2. State Industrial School for Boys.....	332	35	9.5	118,182	356	27,689	84
Morrison:							
3. State Industrial School for Girls.....	130	24	5.4	47,703	367	17,187	132
<b>Defectives</b>							
Ridge:							
4. State Home for Mental Defectives ...	82	25	3.3	38,560	470	15,344	187
<b>UNDER COUNTY MANAGEMENT:</b>							
<b>All Classes</b>							
Denver:							
5. Juvenile Detention Home School .....	10	4	2.5	5,220	.....	2,400	.....
Totals .....	754	122	6.2	\$282,879	\$ 373*	\$ 85,557	\$115*

\* No. 5 omitted in per capita because of rapidly changing population.

Table I.—Institutions Under Public Management Section D—Children Served

Institutions	Relig. Affiliation of Insts.	Type of Housing	Children in Institutions		
			At Beginning of Yr.	Rec'd During Year	Total In Care Dur'g Year
<b>UNDER STATE MANAGEMENT:</b>					
<b>Dependents</b>					
Denver:					
1. State Home for Children	Nonsec.	Large Cottage	194	176	370
<b>Delinquents</b>					
Golden:					
2. State Industrial School for Boys .....	Nonsec.	Congregate	286	253	539
Morrison:					
3. State Industrial School for Girls .....	Nonsec.	Cottage	128	82	210
<b>Defectives</b>					
Ridge:					
4. State Home for Mental Defectives .....	Nonsec.	Congregate	81	5	86
<b>UNDER COUNTY MANAGEMENT:</b>					
<b>All Classes</b>					
Denver:					
5. Juvenile Detention Home School .....	Nonsec.	Cottage	10	665	675
Totals .....			699	1,181	1,880

THE PUBLIC INSTITUTIONS

COLORADO CHILD-CARING INSTITUTIONS

Table I.—Institutions Under Public Management

Section E—Disposition of Children

Institutions	Placed in Fam. Homes	Ret'd to Kin or Friends	Died	Dis-posed of Oth-erwise	In Inst. at close of Year	Under Super- vision Close of Year
<b>UNDER STATE MAN-AGEMENT:</b>						
<b>Dependents</b>						
Denver:						
1. State Home for Children	130	30	5	13	192	293
<b>Delinquents</b>						
Golden:						
2. State Industrial School for Boys .....	.....	191	.....	11	337	300
Morrison:						
3. State Industrial School for Girls .....	49	31	1	.....	129	110
<b>Defectives</b>						
Ridge:						
4. State Home for Mental Defectives .....	.....	1	2	1	82	.....
<b>UNDER COUNTY MAN-AGEMENT:</b>						
<b>All Classes</b>						
Denver:						
5. Juvenile Detention Home School .....	.....	.....	.....	665	10	.....
<b>Totals</b> .....	179	253	8	690	750	793



## CHAPTER III.

### THE PRIVATE INSTITUTIONS

**T**WENTY child-caring institutions under private management are listed in the State of Colorado. Fourteen of these are devoted to the care of orphans and other dependent children; one cares mainly for delinquent girls, but has a department for girl dependents; one is an effort to provide for mentally defective boys; three are for the combined care of adults and children, mainly girl mothers and their illegitimate babies; and one is a child-placing agency.

In proportion to population and in view of its general prosperity, Colorado seems to have an exceedingly large number of dependents, more especially dependent children. This is notably true of the city of Denver. Social workers account for it on this wise: Colorado's delightful and stimulating climate every year attracts thousands of health-seekers. Multitudes of these are greatly benefited and some are entirely cured. Other hundreds, however, come too late, or without sufficient funds to finance a cure for their ills, and succumb to disease. Many such in passing away leave dependent families to be cared for by the people of the state. Some of these are temporarily assisted and then are returned to former homes or are placed with relatives; but the great majority become a permanent care, and must be housed and supported in private homes or in orphanages.

The exact numbers added to the state's normal average of dependents through the disability or death of health-seekers from other commonwealths cannot be ascertained. Perhaps this cause of dependency has been exaggerated. Possibly the supposedly greater number of cases is not a fact, but only appears to be one, because better organized and specially active social workers find and care for proportionately more of the needy than do their compeers in other states.

All of the twenty private institutions are located east of the mountains. Fourteen are in Denver, four are in Pueblo, one is

in Colorado Springs, and one has at present no headquarters within the state. They employ 246 workers, average in care over 1,600 children, and represent a permanent financial investment of nearly \$5,700,000. A necessarily brief mention will be made of important points concerning each of the institutions, and detailed statistics will be found in Table II at the close of the chapter.

#### I. MYRON STRATTON HOME, COLORADO SPRINGS.

Founded, 1913. To provide a home and care for "poor persons who are without means of support, and who are physically unable by reason of old age, youth, sickness, or other infirmity, to earn a livelihood." Managed by three Trustees of the Myron Stratton Home Corporation. Now operating two principal departments—one for dependent children and one for indigent aged people.

Winfield Scott Stratton founder of the Home, died in 1902, leaving an estate of several millions of dollars, nearly all of which by the provisions of his will was to be devoted to the establishment and maintenance of an institution for the purpose stated in the preceding paragraph. The estate was soon involved in litigation which delayed for several years the consummation of the testator's wishes; but finally in 1913 the Home was far enough advanced to begin its beneficent work.

The will laid down many definite requirements for the guidance of its executors and the trustees of the institution. It was always to be called the Myron Stratton Home. It was to be guarded by strict regulations "against wasteful, extravagant and improper management." The trustees were to expend "a suitable sum, not exceeding the sum of one million dollars," in purchasing grounds as a site for the Home, "within the county of El Paso and State of Colorado, and in erecting, furnishing and equipping the necessary buildings for the use of the inmates of said Home, \* \* \* and improvement and beautification of said grounds." The residue of the estate was to become endowment, and "shall be kept carefully invested in good, safe, interest-bearing securities, and all the proceeds or income derived from such investments shall be expended under the direction of the trustees, directors or managers of said corporation."

The trustees have purchased a large tract of land, now aggregating 5,000 acres, near Colorado Springs. On this they have erected a village of small homes for aged people, an administration building, two cottages for dependent children, and a number of utility buildings for the institution and the farm and stock ranch. This study did not include the provisions for the aged, and at the Myron Stratton Home was confined to the part devoted to dependent children.

There is a cottage for girls and one for boys, each valued at about \$40,000; and with a share in the administration building the plant directly connected with juvenile dependents may be counted at \$100,000. The present value of the endowment, part of which is still in mines and real estate, is estimated at \$7,200,000. In consultation with Mr. William Lloyd, Secretary of the Myron Stratton Home Corporation, it was agreed that it would be proper to assign one-third of the endowment to work for children. This would make their portion about \$2,400,000. It should be understood that the Home is administered as a whole, and that the above is simply an estimate to make somewhat definite the provision for children in this general institution.

The two cottages are complete domestic units, and the children served do a large part of the work, under the direction of competent house-fathers and house-mothers. They attend school in town, and to facilitate their travel the Home has built an electric railway over a mile long to connect with the Colorado Springs tramway system. Other cottages will be erected in the near future, and the capacity for children largely increased. The buildings are first class, of Spanish architecture, fully modern, and very attractive. Children admitted to the Myron Stratton Home have living conditions and opportunities far above the average.

*Statistical Summary (See Table II)*

Value of property (children's share only).....	\$2,500,000
Capacity of buildings .....	50
Regular employes (for children).....	8
Average number of children in care.....	45
Annual cost of maintenance .....	\$ 26,274
Average expense per capita.....	\$ 584

2. BELLE LENOX HOME, W. 37th Ave. and Federal Boulevard, Denver.

Founded, 1894. For the care of dependent children of both sexes. The institution has two parts, in separate buildings—the Belle Lenox Nursery, used for small children and girls, and Lenox Hall, used to house the older boys. Managed by a Board of Directors, of which Rev. Arthur C. Peck is Secretary and Treasurer. Because Mr. and Mrs. Peck were instrumental in originating and establishing them, and are still the principal figures in their maintenance, the Belle Lenox Home and the Clifton Hughes Training School for Girls are commonly called the “Peck Homes.”

The Belle Lenox Nursery building is an old residence very slightly remodeled for use as an institution. Lenox Hall was originally the fine carriage house and stable of this residence. Both are ancient, out of repair, and poorly furnished. When visited they were littered and very disorderly. There was much sickness at the institution; and although a small building on the grounds used as a hospital was full, there were several children ill of different ailments still in the Nursery. The unfavorable conditions were laid in part to the lack of competent help. Lack of funds to pay the high wages demanded by suitable workers compelled the employment of those of less experience and ability. One hesitates to criticize where the altruistic spirit is manifest, even when conditions are below standard, in these times of high cost of living, discontent among wage workers, and general reconstruction. Yet the management should definitely consider three necessities if the institution is to be recognized as standard—(1) extensive repairs and improvements on the buildings; (2) renewal or replacement of most of the present furnishings; and (3) employment at whatever cost of a higher grade of workers in sufficient numbers to guarantee proper care of the children.

*Statistical Summary (See Table II)*

Value of property .....	\$40,000
Capacity of buildings .....	60
Regular employes .....	10
Average number of children in care.....	60
Annual cost of maintenance.....	\$15,110
Average expense per capita.....	\$ 252

## 3. E. M. BYERS HOME FOR BOYS, 64 W. Alameda St., Denver.

Founded, 1903. For the care and training of dependent boys. The Home was erected by Elizabeth M. Byers, a lady of wide social sympathies and high Christian character, in memory of her grandsons, Fred S. Byers and Frank Robinson. Managed by a Board consisting of nine members. The Home is Protestant but entirely non-sectarian.

The property consists of 16 city lots on which is one principal building, a brick two-story structure, fully modern and well furnished. The institution endeavors to confine its work to boys who have lost at least one parent. It is mainly a "boarding home" for children of widowed mothers or fathers, with a few children of divorced parents. These relatives pay toward the support of their children little or much according to their financial ability, the maximum for those with most means being \$20 per month per boy. The institution has no endowment. The balance of its expenses is provided through the Federation for Charity and Philanthropy by donations from the general public. The boys seem happy and well cared for. The Home is neat and orderly, and appears to be excellently managed.

*Statistical Summary (See Table II)*

Value of property .....	\$23,000
Capacity of building .....	28
Regular employes .....	3
Average number of children in care.....	28
Annual cost of maintenance.....	\$ 8,057
Average expense per capita.....	\$ 288

## 4. GEORGE W. CLAYTON COLLEGE, 2800 E. 32nd Ave., Denver.

Founded, 1911. "For the better education and more comfortable maintenance than they usually receive from the application of public funds, of poor, white, male orphan children." By a provision of the will, the institution must always bear the

name George W. Clayton College. The title and ultimate authority are held by the city of Denver. Managed by a Board of five Trustees; the endowment finances being handled by a special body called the George W. Clayton Fund Commission.

Like the Myron Stratton Home, this "College" is a highly endowed institution, established under the will of a successful Colorado business man, for the especial benefit of Colorado dependents. This "College", however, limits its work to a single class—orphan boys. Mr. Clayton's will provided that the institution should be located "within the city of Denver," and that the boys should "be instructed in such branches of sound education as will tend to make them useful citizens and honorable members of society."

The "College" is located in the northeastern part of the city. Its site contains about twenty acres, but the institution holds nearly 300 acres adjacent, most of which is now a productive irrigated farm. From an annual report of the institution the following description of the plant is taken:

"The College buildings are fifteen in number. They include an administration building, four dormitory buildings, a school building, a power house, a laundry, a hospital, a superintendent's house, a farm house, and barns. The main group of ten buildings is situated upon a tract of twenty acres at Thirty-second Avenue and Colorado Boulevard. All of the buildings are of permanent and substantial construction, the architecture being characterized by dignity and beauty. The chief buildings are constructed of stone, and are roofed with red tiles. The buildings of the main group are heated, lighted, and supplied with hot and cold water, from the central power house, all pipes and wires being conveyed through concrete tunnels. Water for the irrigation of the land is obtained through a pipe line reaching Sand Creek underflow, some six miles distant."

The value of the plant is \$775,000; or rather that was its cost, its present value being nearer double that amount. The endowment now amounts to \$1,425,000. The dormitory capacity is 112, but only three of the four dormitories have ever been used, as the cost of service consumed all the available income without reaching the full capacity of the institution. The highest number ever cared for at one time was about 84 boys. During 1919, owing to the high cost of running the plant and of maintaining its inmates, it was thought to be necessary to reduce the number in care, to keep within the provisions of Mr. Clayton's

will; and in October and to the end of the year there were only 63 boys in care.

The institution is doing a superior grade of work for its wards. Neither the general appearance of the "College" nor its accounts indicate waste or extravagance. Yet with only a small number of boys in care, and the overhead and general expenses of the institution mounting higher each year, the administration feels that the situation in a measure nullifies Mr. Clayton's declaration: "I have this matter seriously at heart, and my desire is that the greatest possible good may be derived from my bequest for said College."

Therefore the administration has been trying in every way possible to economize on the expenses of the institution, where it can be done without lowering the quality of service. They have hoped to so diminish the per capita cost that the College would be enabled to care for more boys with the income at their command. But so far they have found no way to curtail expenses materially because of the construction of the plant, and its basal requirements. Yet certain arrangements are now contemplated which may allow them to increase the pupils and still do equally good work in their behalf.

Clayton College undoubtedly leads the state in its provision for the welfare of its wards, no other institution except the Myron Stratton Home being in the same class in regard to money matters. It gives very close attention to dental work, the removal of adenoids and enlarged tonsils, and troubles relating to eyes and ears. In general Clayton sets a high example of service for emulation—too high, perhaps, for exact following by ordinary child-caring institutions.

*Statistical Summary (See Table II)*

Value of property .....	\$2,200,000
Capacity of buildings .....	112
Regular employes .....	25
Average number of children in care.....	73
Annual cost of maintenance .....	\$ 67,194
Average expense per capita.....	\$ 920

5. CLIFTON HUGHES TRAINING SCHOOL FOR GIRLS, Eighth Avenue and Oneida Street, Denver.

Founded, 1893. For the care and training of wholly or partially dependent girls. Protestant but non-sectarian. Managed by a Board of 15 members, incorporated as the City Temple Institutional Society, which operates three institutions—the Belle Lenox Home, the Clifton Hughes Training School for Girls, and a Boarding Home for adult working girls. Rev. Arthur C. Peck is Secretary of the organization and manager of the institutions, which are commonly known as the “Peck Homes.”

The main building of the Clifton School is Clifton Castle, a large and exceptionally fine cut stone building erected as a residence by the late Col. W. E. Hughes. The Castle retains its exterior impressiveness, and much of the magnificence of its interior finishing in costly woods. The former stable of the property, with a third story added, is now called the “schoolhouse,” as the remodeled first floor is used for school purposes. The two upper stories are divided into some 25 rooms for use as dormitories. The capacity of the Castle is 40 girls, and the “schoolhouse” accommodates 45. The general kitchen and dining room are in the lower story of the Castle. The property includes an entire city block of 32 lots, and is valued at \$60,000. There is an endowment of about \$100,000.

Most of the girls in care come from broken families, the remaining parents of which are unable to provide or maintain homes for their children. These relatives pay according to ability part of the expense of their children's care. The work done in general seems to be of good quality, but the use of double beds is deprecated. The furnishings are mostly old and unsuitable, and should be renewed or entirely replaced.

*Statistical Summary (See Table II)*

Value of property.....	\$160,000
Capacity of buildings .....	85
Regular employes .....	11
Average number of children in care.....	85
Annual cost of maintenance.....	\$ 18,433
Average expense per capita.....	\$ 217



6. COLORADO CHRISTIAN HOME, 4325 West 29th Avenue, Denver.

Founded, 1910. For the care of homeless and friendless children. One of 13 similar institutions throughout the United States, under the management and control of the National Benevolent Association of the Christian Church, whose headquarters are at St. Louis, Missouri. The Home, however, cares for needy children regardless of denominational relations.

The property contains five acres of land on which is a good two-story brick modern building, quite well furnished, with a capacity for 32 children. The inmates are largely American, although at the time the Home was visited there were three Mexican children in care. The building is said to be too small to meet the needs of the Home, and the Association plans to erect one much larger in the near future.

The work done appears to be of good quality. The children attend the public schools. Part of its support is from donations of the general public through the Federation for Charity and Philanthropy.

*Statistical Summary (See Table II)*

Value of property .....	\$30,000
Capacity of building .....	32
Regular employes .....	4
.. Average number of children in care.....	30
Annual cost of maintenance .....	\$ 6,809
Average expense per capita.....	\$ 227

7. DENVER ORPHAN'S HOME, E. Colfax and Albion Street, Denver.

Founded, 1872. For the temporary care and schooling of destitute, neglected and homeless children. Admits infants and children of both sexes under 12 years of age who are residents of Denver. Managed by a non-sectarian Board of 24 members.

The Home is an extensive three-story brick building, with good modern conveniences, is fairly well furnished, and occupies a valuable half-block of land in the eastern part of the city. Its value is set in round numbers at \$150,000, and the Home has as a start toward an endowment about \$57,000. The children, who are mostly American, attend the public schools.

The work done seems to be standard for a congregated institution. Improvements are being made in the building and in the facilities for care. A large part of the support of the institution is in general donations from the public through the Federation for Charity and Philanthropy.

*Statistical Table (See Summary II)*

Value of property .....	\$207,000
Capacity of building .....	160
Regular employes .....	18
Average number of children in care.....	123
Annual cost of maintenance.....	\$ 31,097
Average expense per capita.....	\$ 253

8. DENVER SHELTERING HOME FOR JEWISH CHILDREN, West 19th Avenue and Julian Street, Denver.

Founded, 1906. For the care of dependent Jewish children. Managed by a Board of 35 Directors, and an Executive Committee of seven. Supported by the voluntary offerings of over 1,500 "members." The spirit in which the Home is conducted is illustrated by the following quotation from the annual report of the President of the Board in 1919:

"The care of children is always a serious problem even in private homes, \* \* \* but more so in an institution. First, because we have a large number of children; secondly, because prior to their coming to us they did not have the wholesome training we try to give them. \* \* \* Their proper care requires not only the most nutritious and wholesome food, clean beds, properly ventilated sleeping rooms, wearing apparel, and medical attention, but also employes capable of instilling the spirit of manhood and womanhood, so that they may become creditable citizens."

The Home is a two-story brick building, fully modern, and well furnished. Individual "cubicles" are provided for the children in the dormitories. To avoid the necessity for fire escapes, the first story is a partial basement. The building is now too small in capacity to meet the needs of Denver's increasing Jewish population. The Home is soon to be enlarged by the erection of another building, perhaps during the present year (1920).

The trustees and others interested in this institution may well consider the attitude of Jews in all ages and lands in regard to child-placing in families. This method of child care originated among the ancient Hebrews, and has been practiced by them as a religious duty everywhere. It would be a gracious and desirable thing for the Jews of Denver to make this Home a center

for child-placing work, instead of enlarging the buildings for more extensive institutional service.

*Statistical Summary (See Table II)*

Value of property.....	\$39,000
Capacity of building .....	40
Regular employes .....	7
Average number of children in care.....	40
Annual cost of maintenance.....	\$13,200
Average expense per capita .....	\$ 330

9. MOUNT ST. VINCENT'S HOME, W. 42nd Avenue and Lowell Boulevard, Denver.

Founded, 1883. For the care and education of half-orphan and dependent boys. Conducted by the Sisters of Charity of the Roman Catholic Church. A Home with a capacity to care for 200 boys, and with all appearances indicating excellent service.

The institution is located on a tract of 25 acres in the northern part of the city, and is housed in a three-story brick building, 60 x 200 feet in area, with modern conveniences, erected in 1902, and supplemented by an older building adjacent. The Home contains boys from two to fourteen years of age. An infants' department is maintained at St. Joseph's Hospital. The institution is of the regular congregate type. It maintains its own school, which carries the pupils through the eighth grade.

St. Vincent's Home is connected with the Denver Federation for Charity and Philanthropy, through which it receives support from the general donations of the charitable public. It is a notable fact that, unlike their compeers in most other cities, the Roman Catholic child-caring institutions of Denver are closely associated with the above named and other general social service organizations. They are to be congratulated on this liberal spirit and willingness to work for child welfare side by side with those of other communions. Many gratifying results are already apparent, not least of which are considerable modernizing of buildings, and standardizing of methods of child care.

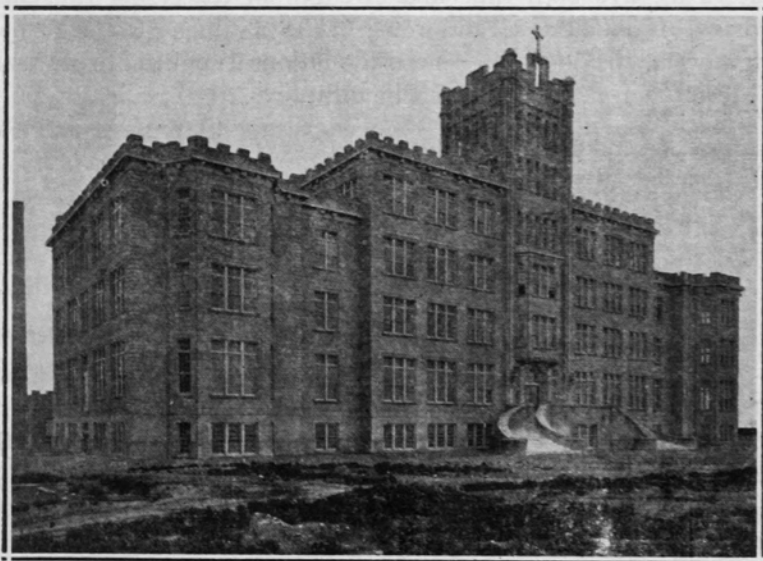
*Statistical Summary (See Table II)*

Value of property.....	\$185,000
Capacity of buildings .....	200
Regular employes .....	20
Average number of children in care.....	120
Annual cost of maintenance.....	\$ 22,207
Average expense per capita.....	\$ 185

10. QUEEN OF HEAVEN ORPHANAGE, 4825 Federal Boulevard,  
Denver.

Founded, 1904. For the care of homeless and dependent girls. Conducted by the Sisters of the Sacred Heart of Jesus, of the Roman Catholic Church. In the reception of girls the Sisters make no distinctions as to nationality or creed, except that negro girls are not taken. The institution maintains its own school, through the eighth grade, taught by the Sisters, who also make a specialty of instruction in cooking, serving, sewing, and various other household arts.

The orphanage is located on a ten-acre tract on the brow of a high hill in the northern part of the city, and commands a



QUEEN OF HEAVEN ORPHANAGE.

New Fire-proof Structure. Capacity 300. Occupied Spring of 1920.

magnificent view of both mountains and plains. A new building, just completed and occupied, is a special addition to the institutional architecture and child-caring facilities of Denver. The structure cost \$300,000, and will accommodate 300 children. It is of brick and steel reinforced concrete, with terrazzo floors. No wood is used except for the doors and window frames. There are neither stairways nor elevators, ramps or inclined planes taking their places. The building is different in type of architecture from the usual orphanage, and reminds the beholder of pictures of European castles of Mediæval times. It rises four stories from the full basement, with a two-story observation tower above the main structure. Every modern convenience is installed—gas, water, electricity, baths, lavatories, heat radiators, and numberless labor saving devices. There are ample school-rooms and assembly halls, kitchens and dining rooms, special suites and dormitories. For the stated cost of erection in these times, the building is a marvel. One may, however, confidently predict that the Sisters will deeply regret the omission of elevators to save both time and strength in traversing the many stories of this unique and remarkable building. A large part of the support is from general donations supplied through the Federation for Charity and Philanthropy.

*Statistical Summary (See Table II)*

Value of property.....	\$317,000
Capacity of buildings.....	300
Regular employes .....	16
Average number of children in care.....	120
Annual cost of maintenance.....	\$ 22,190
Average expense per capita.....	\$ 193

II. ST. CLARA'S ORPHANAGE, 3800 West 29th Avenue, Denver.

Founded, 1891. For the care of orphans, half-orphans, and other needy and destitute children of both sexes, from two to ten years of age. Conducted by the Franciscan Sisters of the Roman Catholic Church. The capacity for 350 children makes St. Clara's the largest private institution for the care of dependents in Colorado.

The site of the orphanage contains 15 acres, a large part of which is under cultivation. The building is stately and noble

looking, and of the ordinary type of architecture for congregate child-caring institutions. It has three stories and attic, and is well furnished. In arrangement it has several sections each the counterpart of others, with all conveniences for the separate care and control of groups of children, with the exception of school work and kitchen and dining room facilities, which are elsewhere provided for the entire population of the orphanage. The groups in the sections mentioned are arranged largely by ages, so that similar necessities may be more easily met. Everything is most carefully systematized, and the discipline seems excellent, although there were no indications of severity.

All of the work is done by the Sisters, aided by the older children, save a little of the heavier work on the gardens and about the furnaces. Schools are provided to and including the eighth grade, the Sisters being the teachers. How they were able to do it even the Sisters seem unable to tell, but the per capita expense for 1919 was only \$120. Yet there was no evidence of lack of either a sufficiency of food, of good variety, of comfortable heating of the building, or of clothing for the children. The Sisters must be master economists, of whom many institutional heads might well take special lessons. Much of the support is from general donations through the Federation of Charity and Philanthropy.

*Statistical Summary (See Table II)*

Value of property .....	\$350,000
Capacity of buildings .....	350
Regular employes .....	37
Average number of children in care.....	295
Annual cost of maintenance.....	\$ 35,400
Average expense per capita.....	\$ 120

12. LINCOLN HOME, 2715 North Grand Avenue, Pueblo.

Founded, 1905. For the care of dependent colored people, especially the indigent and aged, and homeless children. Managed by a Board of nine Directors. While a few aged people are in care, most of the work of the institution is in behalf of dependent children.

The present Home property consists of two small cottages fronting on the street side by side, and joined in the rear by

an inclosed porch. They are in bad repair, poorly furnished, ill kept, and very unattractive. With the two city lots on which they stand, they are valued at \$4,500. They house about 20 negro children and at present about five aged negroes, the latter as they are able assisting in the care of the former. There are only two regular employes, and they are apparently not very efficient. Even allowing for difference in racial ideals, and in household customs and economics, the conditions in this negro Home leave much to be desired.

The 15,000 to 20,000 negroes in Colorado deserve a better institution for the dependents of their race, if a negro orphanage is to be maintained. If they cannot of themselves provide the means to erect and maintain one of standard grade, the white people should generously assist them. The present building is so poor and lacking in the comforts of life, and the facilities for service are so crude and unsatisfactory, that a new plant should be obtained as soon as possible. The secretary of the Board stated that a drive is now in progress for funds to erect a suitable building for the Home. It is to be hoped that success will attend the effort.

Yet it has been suggested that the other orphanages ought to accept negro children; and that it is unwise and not economical to maintain an orphanage for 15,000 citizens of any race.

*Statistical Summary (See Table II)*

Value of property .....	\$4,500
Capacity of buildings.....	20
Regular employes .....	2
Average number of children in care.....	20
Annual cost of maintenance.....	\$3,000
Average expense per capita.....	\$ 150

13. McCLELLAND CHILDREN'S HOME, 106 Lake Street, Pueblo.

Founded, 1905. For the rescue and Christian care of orphan and other dependent children. Managed by a non-sectarian Board of 27 members. The institution is named for Mr. and Mrs. Andrew McClelland, donors of the superior site and commodious building used as the plant of the Home. The property, originally built for a college, was remodeled and furnished for

orphanage uses at a cost of \$10,000. It is now valued at over \$50,000.

The corporation of the Home includes representatives from all of the Protestant churches of Pueblo. By mutual agreement the institution was conducted for a number of years by Deaconesses of the Methodist Episcopal Church. Owing to war conditions and the pressing demands of post-war reconstruction service, this order has been unable to supply deaconesses for McClelland Home for several years.

The Home is a good brick building, three stories, and finished basement, moderately well supplied with modern conveniences, and occupies a splendid half-block of land in a fine residence district of the city. The children attend the public schools, and attend whatever church their normal affiliations suggest. The work done appears to be fair in quality, but done under pressure on account of the inexperience of most of the employes. The salaries paid are very low, an effort apparently being made to keep the Home on the Deaconess basis, those workers receiving only a nominal compensation. This probably is now an impossible basis, and ordinary workers must be paid according to their character and qualifications. Efficient employes drawn from ordinary avocations, or already experienced in institutional work, must be paid fair salaries. It is unjust to ask them to donate a large part of their natural earnings to a child-caring institution. And if salaries and wages are kept down, the inevitable result will be the necessity of employing workers of doubtful character, inexperience, and inefficiency, which will tell against the quality of work done for the children served. Better far is it to somehow provide funds to pay proper salaries to high grade workers, who will be efficient and whose influence will be salutary, elevating and Christian.

*Statistical Summary (See Table II)*

Value of property.....	\$50,000
Capacity of building .....	62
Regular employes .....	9
Average number of children in care.....	55
Annual cost of maintenance.....	\$ 9,200
Average expense per capita.....	\$ 167



## 14. SACRED HEART ORPHANAGE, Sprague Avenue, Pueblo.

Founded, 1903. For the care and training of dependent children of both sexes. Conducted by the Franciscan Sisters of the Roman Catholic Church. The only Catholic orphanage in southern Colorado.

The building is an excellent brick structure of the ordinary congregate type. It is three stories high, has the modern conveniences, and is well furnished. It can accommodate 150 children. The site contains ten acres, partly in cultivation, and partly devoted to playgrounds. The Sisters appear to be in close touch with recent social movements, and to have adopted many modern methods.

*Statistical Summary (See Table II)*

Value of property.....	\$125,000
Capacity of buildings.....	150
Regular employes .....	22
Average number of children in care.....	150
Annual cost of maintenance.....	\$24,952
Average expense per capita.....	\$ 166

## 15. HOUSE OF THE GOOD SHEPHERD, Louisiana Avenue and Colorado Boulevard, Denver.

Founded, 1883. For the care, protection and training of delinquent girls, and the care and education of dependent girls. Conducted by the Sisters of the Good Shepherd of the Roman Catholic Church. Its two departments make it the largest private child-caring institution in Colorado.

The plant includes the large four-story brick "House," with a capacity for 500 children, and a number of minor buildings, on a tract of 20 acres in the southeastern part of the city. The building was erected with a view of meeting the needs of the Denver of the future. The immense structure is not fully occupied or furnished, or perhaps is sparsely occupied with furnishings for 300 inmates. The building is strictly modern and fireproof, excellently furnished, and is scrupulously kept in all departments.

The House of the Good Shepherd has two distinct and separate departments, occupying opposite ends of the building. The main or senior section is devoted to wayward and delinquent

girls, nearly all over ten years of age, assigned to the institution for custodial care and training. All of these who have not finished the eighth grade are kept in school half of each week day until that grade is completed. They are also taught laundry work, cooking, sewing and music. A large commercial laundry and general workshop, in which these girls labor, is the major support of the institution.

The junior department receives dependent little girls from two to twelve years of age. Many of these are orphans, and nearly all are homeless. Besides regular school work according to age and advancement, the dependent girls are taught cooking, sewing, embroidery, and music.

In addition to the revenue from the commercial laundry, part of the support comes from board for children paid by parents and friends, and the remainder from general donations of the public, through the Federation for Charity and Philanthropy. There is no state appropriation, and can be none, for the statutes provide that no state funds shall be appropriated for institutions not entirely under the control of state officials.

The property and current finance of the institution are treated as a whole in Table II. In the sections giving the statistics of inmates, the House of the Good Shepherd appears in the list of institutions for dependents, and also as an institution for delinquents, with the proper numbers of inmates credited to each. In 1919, the average number of delinquents in care was 150, and of the dependents 100, a total of 250. It should not be forgotten that these numbers can be doubled without crowding, for the real capacity of the building is 500.

*Statistical Summary (See Table II)*

Value of property.....	\$405,000
Capacity of building .....	500
Regular employes .....	37
Average number of children in care.....	250
Annual cost of maintenance .....	\$ 68,739
Average expense per capita.....	\$ 275

16. MEEKER HOME, 5187 Lowell Boulevard, Denver.

Founded for the care of feeble-minded boys. Owned and managed by Miss L. G. Meeker, a teacher in the Denver public

schools. A brave and earnest but pathetic and futile effort to provide better accommodations for mental defectives in Colorado; a splendid humanitarian impulse backed only by a school-teacher's salary and a few donations from friends equally lacking in worldly wealth.

Miss Meeker is principal of a school for backward children in North Denver, which has been given the name of Meeker School because of the long and successful service of the lady in this line of school work. She has one assistant, and the school has a capacity for 30 pupils, most of whom are undoubtedly feeble-minded. Here Miss Meeker has been brought into daily contact with feeble-minded children and their relatives and friends. She has learned of the hard struggles of poor parents to maintain and control their unfortunate children; and has found some mental defectives absolutely homeless, and kept off the streets only by their admission into the homes of strangers, who themselves were dependent on their wages for day labor. For these distressing cases, she has made appeals without number to the officials at the State Home at Ridge, only to be told that the institution is full and no new inmates can be received. She has tried to obtain action in many ways to relieve the situation, but all in vain. So she decided to do what she could with her own limited means.

Miss Meeker bought an old two-story frame house in the northern edge of the city. A friend who was interested in these poor atoms of humanity joined with her to help keep the home in operation. A few of the most distressing cases of neglected feeble-minded boys were taken in, and have been cared for tenderly and well under most unfavorable circumstances. For about five years this humanitarian enthusiast has provided a home for an average of four or five mentally defective boys, with the rich state of Colorado indefinitely delaying increased accommodations for this helpless class of dependents.

Somehow the old house has been repaired and kept partially habitable. Somehow the money has been provided for the living of the family. Miss Meeker has used all her small salary, a few friends have aided with a few dollars, and relatives and friends

of the poor boys have paid what they could toward their support. So the work has been financed for five long years. And this pathetic effort is still bravely going on in the old wooden house under the hill.

Perhaps the little Meeker Home should not be classed as an institution. Perhaps critics will say that so diminutive an establishment has no place beside plants costing hundreds of thousands and incomes that grow from invested millions. The criticism probably is just. The Meeker Home is not an institution. It is only a little plant of social evolution growing on a Denver hillside, unwatered by the strong streams of community wealth and uncultivated by the producers of the state institutions. It ought to die. It has no place in the galaxy of Denver institutional stars. Blot it out soon and forever. But do not lose the lesson of its idealism, its self-sacrifice, and its earnest humanitarian effort. By the inspiration of its example let the great state of Colorado at once make larger and better provision for these unfortunates, so that in future days no need of other Meeker Homes will be felt by the social workers of the community.

*Statistical Summary (See Table II)*

Value of property.....	\$2,500
Capacity of building.....	8
Regular employes .....	2
Average number of children in care.....	4
Annual cost of maintenance.....	\$2,600
Average expense per capita.....	\$ 650

17. COLORADO COTTAGE HOME, 427 Fairfax Street, Denver.

Founded, 1886. For a place of refuge and a home for betrayed girls, where they may obtain help and be surrounded with influences tending to make them wish to lead virtuous lives. Managed by a Board of 21 members of the Colorado Woman's Christian Temperance Union, elected annually by the State Convention, in the same manner as Superintendents. The institution is supported by voluntary contributions.

The Cottage Home is a two-story and finished attic brick house, modern, and fairly well furnished, located on a city half-block in the southeastern part of Denver. Its capacity is small.

only 12 adults and six babies without crowding, and the Union expects to very soon build a new Home much larger and with all modern conveniences.

The inmates, if able, pay a moderate sum for care, shelter, and assistance in their time of need; those without means are cared for without charge, but with equal regard and Christian oversight. The girl mothers who are able to do so are expected to keep and rear their own babies. If the mother can not give her baby proper care and home life, she is assisted to find a home for it by adoption. Many desirable homes have applications on file, and are waiting for the right child to be available. It is to be feared, however, that the officers in charge have only vague and imperfect ideas as to proper methods of child-placing, make only inexpert investigations of applicants and homes, and exercise very little after-supervision over placed-out babies.

Although the Home is small, the annual aggregate of work is large. A total of 57 adults and 81 children were in care in 1919. Of the 81 children, 48 were born in the Home, and 28 were the children of other destitute mothers, temporarily cared for by the institution. Many of the so-called adults were girls in their early teens, and 37 of them were found homes in good families; and 28 babies were placed-out for adoption. These details are here recorded as it was not practicable to put them in the regular table.

*Statistical Summary (See Table II)*

Value of property.....	\$10,000
Capacity of building .....	18
Regular employes .....	3
Average number of inmates in care.....	13
Annual cost of maintenance.....	\$ 4,320
Average expense per capita.....	\$ 332

18. FLORENCE CRITTENTON HOME, 4901 West Colfax Avenue, Denver.

Founded, 1893. For the rescue of wayward and ruined girls, and the care of them and their progeny. Managed by a Board of seven Trustees and an Advisory Board of 43 Lady Managers. Incorporated, 1899. A large and important Rescue Home, whose work has increased year by year from its organization to the present time.

The site of the Home contains 33 city lots. The Home property originally was a very large residence. To this in 1907 was joined a three-story addition, 40 x 60 feet in area, costing \$17,000. At best a patchwork building like this must lack the unity and convenience of one planned and erected for a definite institutional purpose. The present plant can accommodate about 80 adults and 60 children. It is fairly well furnished. During the summer of 1920 a few prominent citizens who were acquainted with the needs of the institution, subscribed the sum of \$60,000 to provide a new addition to the building, the same to include modern and adequate hospital facilities.

The spirit and character of the work done are indicated by this statement from a recent report of Mrs. Kate Waller Barrett, National President of the Florence Crittenton Homes:

"When I was last there, about two years ago, I could not recognize the fact that I was in anything but a big boarding school for girls. The atmosphere of the Home, the high type of workers, and the conduct of the girls themselves, were such as to give it a distinct place among educational institutions rather than one of a reformatory character. \* \* \* The Denver Home has also led in adapting its machinery to suit new conditions as they develop. It was the first Home to establish active co-operation with the Juvenile Court."

The aggregate of work done in 1919 is remarkable. Of the 416 inmates during the year 292 were adults and 124 were children. Of the adults 38 were located in good families, largely as domestics, and 72 were happily returned to the homes of parents and other relatives. The Home does not place out children; its policy is to keep mother and child together, and the mother is expected to remain at the Home until the child is six months old. Often the children are kept longer on board for the mothers, who go out to work. The average number at the Home during the year was 69 adults and 46 children, a total of 115. The Home receives general donations through the Federation for Charity and Philanthropy. The Florence Crittenton Home is counted a safe and salutary agency for the rescue and reformation of unfortunate girls.

*Statistical Summary (See Table II)*

Value of property.....	\$50,000
Capacity of buildings.....	140
Regular employes .....	9
Average number of inmates in care.....	115
Annual cost of maintenance.....	\$25,630
Average expense per capita.....	\$ 223

## 19. HOPE COTTAGE RESCUE HOME, 400 Block I, Pueblo.

Founded, 1905. For the care and protection of erring girls; a Christian Home for the helpless and the homeless. Managed by a Board of Trustees for the Rocky Mountain Rescue and Protective League. A social service section of the People's Mission, whose chief headquarters are at the Bible and Missionary Training School, 540 West Monument Street, Colorado Springs.

The Home owns no property, and for many years has leased and occupied an old frame two-story house on the bluff at 400 Block I, Pueblo. The house is not modern, is rather poorly furnished, and is far from being a desirable building in which to conduct rescue work and a maternity home. There are no adequate facilities for modern service, or for the separation of kinds and classes of inmates, and however altruistic its managers and workers, the crowded, inconvenient and unsanitary building must ever remain a fair subject for severe criticism.

It also appears that the aggregate amount of work done is hardly large enough to warrant maintaining an institution whose support must be obtained by appeals to the charitable public. Only 18 adults and 11 children were in care during the year 1919; and the average numbers in the Home were seven adults and four children. On the other hand, the ladies in charge of the Home seem to have labored entirely for the good of humanity, and not for filthy lucre, for the only financial remuneration they received appears to have been their food and lodging. Whether it is best to dwell specially on inferior physical conditions, or to emphasize appreciatively such self-sacrificing service, is a hard problem in social ethics. Certainly if it is possible to obtain the financial means to so operate, all rescue work and maternity service should be done in sanitary buildings and along approved modern lines; but to forbid really altruistic work because it is attempted in inferior plants is quite another thing.

The problem can not be solved here, and must be left to the supervisory agents of the State.

Two babies were placed in families for adoption in 1919. Five of the girls are said to have returned to their parents' homes. There were seven adults and four babies in the Home when the year closed. Only totals are given in the general tables.

*Statistical Summary (See Table II)*

Value of property .....	Rented
Capacity of building (rented).....	20
Regular employes .....	3
Average number of inmates in care.....	11
Annual cost of maintenance.....	\$2,973
Average expense per capita.....	\$ 270

20. CHRISTIAN SERVICE LEAGUE OF AMERICA, Headquarters at 113 Lawrence Street, Wichita, Kansas.

Founded, 1906; incorporated, 1908. For a general work of social service, but with special relation to dependent children, for whom four lines of work were included—home-finding, care-taking, aid for children with their own parents, and medical and surgical assistance for children who are ill or require the attention of specialists. Originally incorporated in Colorado, with headquarters at Pueblo; later incorporated also in Kansas, with offices at Wichita. Has done a work of home-finding in Colorado since 1906, although the main activities of the League have been in Kansas and Oklahoma. The organization is here described because of the above facts, although unlike any other here listed because its administrative center is in Kansas.

The Colorado Articles of Incorporation, which are still effective, and counted the basis of work in that state, will be of interest and explain more fully the purposes of the League. They are quoted from an annual report of the organization, and the preliminary certificate indicates that an official copy was obtained for some special reason:

"State of Colorado, Office of the Secretary of State. Certificate.

"I, James B. Bearce, Secretary of State of the State of Colorado, do hereby certify that the annexed is a full and complete transcript of the Certificate of Incorporation of the Christian Service League of America, which was filed in this office the eighth day of July, A. D. 1908, at 11 o'clock A. M., and admitted to record.

"In testimony whereof I have hereto set my hand and the great seal of the State of Colorado, at the City of Denver, this 16th day of October, A. D. 1908.



"James B. Bearce, Secretary of State; Thomas L. Lillons, Deputy."

"CERTIFICATE OF INCORPORATION OF THE CHRISTIAN SERVICE LEAGUE OF AMERICA.

"State of Colorado, County of Pueblo, ss.

"I do solemnly swear that at a meeting of The Christian Service League, held in Pueblo, in the County of Pueblo, and State of Colorado, on the 7th day of July, 1908, for that purpose the following persons were appointed trustees with powers and duties according to the rules and by-laws of this Corporation:

George L. Hosford .....	Wichita, Kansas
Dr. C. S. Sargent.....	Wichita, Kansas
Rev. F. V. Brown.....	Pueblo, Colorado
Prof. Cecil Ames.....	Whitewater, Kansas
Dr. J. E. Peairs .....	Pueblo, Colorado
M. E. Shelley .....	Kingman, Kansas
S. T. Packard .....	Pueblo, Colorado

"The Society adopted as its corporate name 'THE CHRISTIAN SERVICE LEAGUE OF AMERICA.'

"The objects of the Society are:

"To have and exercise the power to effect objects herein set forth and particularly to establish, charter, maintain and supervise in States, Territories, Cities and Towns throughout the United States, local organizations having the powers herein set forth, to-wit:—

"To protect, foster and find Christian homes for orphaned, dependent, neglected and abandoned children; and in accordance with the laws of the different states of the United States, to receive minor children as wards and have the custody and control of, and become the legal guardian for orphaned, dependent, neglected and abandoned children, and to consent to their adoption by desirable persons;

"To establish, superintend, and maintain nurseries for children, and homes for working girls;

"To assist unhappy girls who have gone astray and help them in their efforts to reform; to assist those who will help themselves in their efforts to better their condition financially, socially and morally and to conduct missions and other work or service intended for their good;

"To own, possess, and enjoy so much real and personal estate as shall be necessary for the purpose of the Society, whether acquired by purchase, grant, devise, gift, or otherwise, and may from time to time sell and dispose of the same or any part thereof when not required for the use of the Society;

"And in general to have and exercise all the powers necessary and requisite to carry into effect the objects for which this organization exists.

"The Trustees have power to make such prudential by-laws as they may deem proper for the management and conduct of the affairs of this organization; and meetings of the Board of Trustees may be held beyond the limits of the State of Colorado as may be provided in the by-laws of this National organization."

Two distinct reasons led to the printing in full of these articles of incorporation—(1) to set before those interested the fact that a corporation almost unknown to all in authority, and practically belonging to another State, for twelve years has possessed full and complete rights to engage in numerous lines of welfare work anywhere in Colorado; and (2) to call attention

to a situation in which such a broad and almost unlimited corporation can be established freely under present laws, and continued indefinitely, without investigation by any State authority as to the character of its sponsors, the need of the assistance it presumably is intended to give, the quantity and especially the quality of its service, or the probability of its permanence as a factor in the child welfare work of the State. Perhaps the Christian Service League can meet every requirement, but no one in authority knows anything about it, or what the League is doing within the State of Colorado.

Perhaps the best way to outline the activities of this organization is to quote passages relating to Colorado from letters recently received from Mr. George Lewis Hosford, its Superintendent:

"The Christian Service League is incorporated under the laws of the State of Colorado, with the original intention of establishing headquarters there. However, thus far the work has developed in such a way that it has not appeared to be expedient to move the headquarters from Wichita. Our work in Colorado has been confined wholly to home-finding and caring for expectant mothers.

"Colorado has proven to be a rather difficult state. Home-finding work has not prospered there as it should. The state is very much institutionalized. \* \* \* We have had no trouble in Colorado. Our relations with that state have been very pleasant so far; but we have not accomplished a great deal. We have done practically nothing in Denver. Our work has been chiefly in the eastern and central part of the state."

In its work the League so far has not maintained an institution for "receiving home" work. Temporary care has been given to its wards by the use of boarding homes. But Superintendent Hosford says that their latest plans call for the introduction of a partial cottage system in the near future. This will not do away with their boarding out system; but it will provide small cottages where they can care for certain groups of children whom they have to keep for an extended period of time before placing them in foster homes. The cost of the proposed cottages is not given.

The League is just completing a new Administration Building at Wichita, costing with site and equipment \$32,000. No children will be kept in this building. In addition to the General Offices, quarters are provided for a Health Clinic and a Psychopathic Clinic. The League co-operates heartily with other agen-

cies and institutions; and all of its hospital cases are taken care of in the local hospitals of the city.

The complete statistics for 1919, although covering activities in three or more states, will be of interest as showing the importance of the organization. When the year began the League had in boarding homes or settled with foster parents but not yet adopted a total of 226 children. During 1919 an aggregate of 230 children were in direct care. Of these 41 were placed in foster homes for adoption; 126 were placed in boarding homes for temporary care; 55 were returned to friends or relatives; 3 died; 3 were transferred to other institutions; and 2 were returned to the Juvenile Court. At the close of the year the League had 277 children under its supervision and guardianship, either in boarding homes or in free foster homes where they are not yet adopted.

During 1919 the League received eight children from the state of Colorado, of whom six after temporary care were returned to their parents, and two remained in the care of the League. It was impossible to ascertain the number of children taken by the League from Colorado in other past years, or the number of League wards now located in family homes within the state. The organization collected from persons in Colorado in 1919 only \$750. Because of its general character and relations, and the imperfection of its Colorado statistics, it was not thought best to include this organization in the regular tables.

The religious sect known as the Pillar of Fire Church, for some time has been caring for children at its Western Headquarters building at 1845 Champa Street, Denver. Recently the sect bought the property known as Westminster College, seven miles north of the city, and expects to greatly enlarge its work for children. While no regular organization for the purpose is probable, this in effect will be an additional orphanage for the Denver district. Guidance and control of new eleemosynary work and organizations by the State was never more needed or important.

STATISTICAL TABLES. Table II, in five sections, follows. It contains the statistics of the 19 institutions described in this chapter. As already intimated, these tables are systematically arranged to make visible the most important statistics of the institution. The successive study of the five sections, either for one institution or for group totals, is the best way to gain definite information. The vast financial investments and the large numbers of children served, will doubtless be a revelation to the people of Colorado.

## COLORADO CHILD-CARING INSTITUTIONS

Table II.—Institutions Under Private Management Section A—General

Institutions	Yr. of found- ing	Statist- ics for Year Ending	Beneficiaries			
			Class	Sex	Age Limits For	
					Reception	Discharge
<b>Dependents</b>						
Colorado Springs:						
1. Myron Stratton Home .....	1913	Dec. 31, 1919	Dep.	Both	1 to 15	No limit
Denver:						
2. Belle Lenox Home.	1894	Dec. 31, 1919	Dep.	Both	4 to 14	14 years
3. Byers, E. M., Home	1903	Dec. 31, 1919	Dep.	Boys	9 to 15	16 years
4. Clayton College...	1911	Dec. 31, 1919	Dep.	Boys	6 to 10	18 years
5. Clifton Hughes Training School for Girls .....	1893	Dec. 31, 1919	Dep.	Girls	8 to 14	16 years
6. Colorado Christian Home .....	1910	Dec. 31, 1919	Dep.	Both	4 to 14	15 years
7. Denver Orphans' Home .....	1877	Nov. 30, 1919	Dep.	Both	Inf. to 12	15 years
8. Denver Sheltering Home for Jewish Children .....	1906	Dec. 31, 1919	Dep.	Both	4 to 15	16 years
9. Mt. St. Vincent's Home .....	1883	Dec. 31, 1919	Dep.	Boys	2 to 12	14 years
10. Queen of Heaven Orphanage .....	1904	Dec. 31, 1919	Dep.	Girls	2 to 14	16 years
11. St. Clara's Or- phanage .....	1891	Dec. 31, 1919	Dep.	Both	2 to 14	15 years
Pueblo:						
12. Lincoln Home....	1905	Dec. 31, 1919	Dep.	Both	Inf. to 16	18 years
13. McClelland Home.	1905	Dec. 31, 1919	Dep.	Both	Inf. to 13	14 years
14. Sacred Heart Orphanage .....	1903	Dec. 31, 1919	Dep.	Both	1 to 16	18 years
<b>Delinquents</b>						
Denver:						
15. House of Good Shepherd .....	1883	Dec. 31, 1919	Dep. and Delin.	Girls	2 to 18	No limit
<b>Defectives</b>						
Denver:						
16. Meeker Home....	1915	Dec. 31, 1919	Def.	Boys	6 to 15	No limit
<b>Combined Care</b>						
Denver:						
17. Colorado Cottage Home .....	1886	Dec. 31, 1919	Adults and Inf's	Both	G. 12 up Infants	G. no limit I. to 2 yrs.
18. Florence Critten- ton Home .....	1893	Dec. 31, 1919	Adults and Inf's	Both	G. 12 up Infants	G. no limit I. to 4 yrs.
Pueblo:						
19. Hope Cottage ....	1905	Dec. 31, 1919	Adults and Inf's	Both	G. 12 up Infants	G. no limit I. to 2 yrs.

## COLORADO CHILD-CARING INSTITUTIONS

Table II.—Institutions Under Private Management Section B—Property

Institutions	Capacity of Plant	Value of Plant per Bed	Value of Property		
			Value of Plant	Amount of Endowment	Total Value of Property
<b>Dependents</b>					
Colorado Springs:					
1. Myron Stratton Home.....	50	\$2,000	\$ 100,000	\$2,400,000	\$2,500,000
Denver:					
2. Belle Lenox Home.....	60	666	40,000	.....	40,000
3. Byers, E. M., Home.....	28	821	23,000	.....	23,000
4. Clayton College .....	112	6,919	775,000	1,425,000	2,200,000
Clifton Hughes Training School for Girls.....					
	85	706	60,000	100,000	60,000
6. Colorado Christian Home..	32	938	30,000	.....	30,000
7. Denver Orphans' Home....	160	938	150,000	57,000	207,000
Denver Sheltering Home for Jewish Children.....					
	40	975	39,000	.....	39,000
9. Mt. St. Vincent's Home....	200	925	185,000	.....	185,000
10. Queen of Heaven Orphanage.	300	1,057	317,000	.....	317,000
11. St. Clara's Orphanage.....	350	1,000	350,000	.....	350,000
Pueblo:					
12. Lincoln Home .....	20	225	4,500	600	5,100
13. McClelland Home .....	62	806	50,000	.....	50,000
14. Sacred Heart Orphanage...	150	833	125,000	.....	125,000
<b>Delinquents</b>					
Denver:					
15. House of the Good Shepherd .....	500	810	405,000	.....	405,000
<b>Defectives</b>					
Denver:					
16. Meeker Home .....	8	313	2,500	.....	2,500
<b>Combined Care</b>					
Denver:					
17. Colorado Cottage Home....	18	556	10,000	.....	10,000
18. Florence Crittenden Home.	140	357	50,000	.....	50,000
Pueblo:					
19. Home Cottage .....	20	.....	Rented	.....	.....
<b>Total .....</b>	<b>2,335</b>	<b>\$1,173*</b>	<b>\$2 716,090</b>	<b>\$3,982,600</b>	<b>\$6,698,600</b>

\*Hope Cottage capacity omitted in figuring value of plant per bed.

## COLORADO CHILD-CARING INSTITUTIONS

Table II.—Institutions Under Private Management

## Section C—Averages and Maintenance

Institutions	Average Numbers			Annual Current Expenses			
	Child- ren	Work- ers	Uhdn- per W.	Total Expense	Per. Cap.	Salaries Amount	Pr. Cp
<b>Dependents</b>							
Colorado Springs:							
1. Myron Stratton Home.....	45	8	5.6	\$ 26,274	\$584	\$ 5,450	\$121
Denver:							
2. Belle Lenox Home.....	60	10	6.0	15,110	252	4,080	68
3. Byers, E. M., Home.....	28	3	9.3	8,057	288	2,100	75
4. Clayton College .....	73	25	2.9	67,194	920	24,843	340
5. Clifton Hughes Training School for Girls.....	85	11	7.7	18,433	217	4,800	56
6. Colorado Christian Home...	30	4	7.5	6,809	227	2,760	92
7. Denver Orphans' Home....	123	18	6.8	31,097	253	8,893	72
8. Denver Sheltering Home for Jewish Children.....	40	7	5.7	13,200	330	4,800	120
9. Mt. St. Vincent's Home....	120	20	6.0	22,207	185	2,948	25
10. Queen of Heaven Orph.....	120	16	7.5	22,190	193	800	7
11. St. Clara's Orphanage.....	295	37	8.0	35,400	120	1,500	5
Pueblo:							
12. Lincoln Home .....	20	2	10.0	3,000	150	540	27
13. McClelland Children's Home	55	9	6.1	9,200	167	2,700	49
14. Sacred Heart Orphanage...	150	22	6.8	24,952	166	735	5
<b>Delinquents</b>							
Denver:							
15. House of the Good Shep- herd .....	250	37	6.8	68,739	275	13,097	52
<b>Defectives</b>							
Denver:							
16. Meeker Home .....	4	2	2.0	2,600	650	600	150
<b>Combined Care</b>							
Denver:							
17. Colorado Cottage Home....	13	3	4.3	4,320	332	1,306	100
18. Florence Crittenton Home.	115	9	12.8	25,630	223	4,293	37
Pueblo:							
19. Hope Cottage .....	11	3	3.7	2,973	270	.....	.....
<b>Total .....</b>	<b>1,637</b>	<b>246</b>	<b>6.7</b>	<b>\$407,385</b>	<b>\$249</b>	<b>\$86,245</b>	<b>\$ 53</b>

## COLORADO CHILD-CARING INSTITUTIONS

Table II.—Institutions Under Private Management Section D—Children Served

Institutions	Religious Affil'n of Instuti'ns	Type of Housing	Children in Institutions		
			At begin. of year	Received dur'g yr.	Total in care dur. yr.
<b>Dependents</b>					
Colorado Springs:					
1. Myron Stratton Home.....	Nonsec.	Cottage	44	11	55
Denver:					
2. Belle Lenox Home.....	Nonsec.	Cong.	55	68	123
3. Byers, E. M., Home.....	Nonsec.	Cottage	28	26	54
4. Clayton College .....	Nonsec.	Mixed	74	11	85
5. Clifton Hughes Training School for Girls .....	Nonsec. Christian	Cong.	76	94	170
6. Colorado Christian Home.....	Church	Cong.	27	39	66
7. Denver Orphans' Home.....	Nonsec.	Cong.	125	187	312
Denver Sheltering Home for Jewish Children .....					
9. House of the Good Shep'herd*..	R. Cath.	Cong.	40	23	63
10. Mt. St. Vincent's Home.....	R. Cath.	Cong.	80	86	166
11. Queen of Heaven Orphanage...	R. Cath.	Cong.	109	105	214
12. St. Clara's Orphanage.....	R. Cath.	Cong.	130	78	208
Pueblo:					
13. Lincoln Home (Negro).....	Nonsec.	Cottage	275	217	492
14. McClelland Children's Home...	Nonsec.	Cong.	21	10	31
15. Sacred Heart Orphanage.....	Nonsec.	Cong.	50	64	114
	R. Cath.	Cong.	157	74	231
<b>Delinquents</b>					
Denver:					
16. House of the Good Shepherd*..	R. Cath.	Cong.	152	94	246
<b>Defectives</b>					
Denver:					
17. Meeker Home .....	Nonsec.	Cottage	6	1	7
<b>Combined Care</b>					
Denver:					
18. Colorado Cottage Home.....	Nonsec.	Cottage	12	126	138
19. Florence Crittenton Home.....	Nonsec.	Cong.	119	297	416
Pueblo:					
20. Home Cottage .....	Nonsec.	Cottage	12	17	29
Total .....			1,592	1,628	3,220

\*The House of the Good Shepherd has two distinct sections—Dependents and Delinquents—here indicated by the numbers in each section.



## COLORADO CHILD-CARING INSTITUTIONS

Table II.—Institutions Under Private Management  
Section E—Disposition of Children

Institutions	Placed in Family Homes	Return'd to Kin or Friends	Died	Disposed of Oth- erwise	In In- stitu- tion at Close of Year
<b>Dependents</b>					
Colorado Springs:					
1. Myron Stratton Home.....		5		2	48
Denver:					
2. Belle Lenox Home.....		66			57
3. Byers, E. M., Home.....		26			28
4. Clayton College.....		21	1		63
5. Clifton Hughes Training School for Girls.....	3	83	1		83
6. Colorado Christian Home.....	3	30		1	32
7. Denver Orphans' Home.....		193	1		118
8. Denver Sheltering Home for Jewish Children.....		26			37
9. House of the Good Shepherd*.		61			105
10. Mt. St. Vincent's Home.....	1	78			135
11. Queen of Heaven Orphanage..	17	50		10	131
12. St. Clara's Orphanage.....	4	174	2	4	308
Pueblo:					
13. Lincoln Home (Negro).....	6	2	2		21
14. McClelland Children's Home..	7	47	1		59
15. Sacred Heart Orphanage.....		83	1	4	143
<b>Delinquents</b>					
Denver:					
16. House of the Good Shepherd*.		91	1		154
<b>Defectives</b>					
Denver:					
17. Meeker Home.....		4			3
<b>Combined Care</b>					
Denver:					
18. Colorado Cottage Home.....	65	58	4	3	8
19. Florence Crittenton Home....	38	150	9	102	117
Pueblo:					
20. Hope Cottage.....	2	8	4	4	11
<b>Total</b> .....	<b>146</b>	<b>1,256</b>	<b>27</b>	<b>130</b>	<b>1,661</b>

\*The House of the Good Shepherd has two distinct sections—Dependents and Delinquents—here indicated by the numbers in each section.

## CHAPTER IV.

### STATISTICAL SUMMARIES.

**M**ANY of the principal facts brought out in the preceding chapters, and in the tables recording the statistics of the public and private institutions, may be used to advantage in a few summaries. Attention is now called to some of these combinations, with a number of comments and explanations.

From the general statistics already given, let us construct various tables of totals, joining those of the public and private institutions, and taking the points of greatest interest and importance. First to be considered is the financial investment made by the people of Colorado in behalf of dependent, delinquent, and defective children.

*Table III—Property Values.*

Control	No. of of Insts.	Capacity of Insts.	Cost of Plant per Bed	Value of Plants	Amount of Endowment	Total Value of Property
Public .....	5	827	\$1,198	\$ 991,000	\$.....	\$ 991,000
Private .....	19	2,335	1,173	2,716,000	3,982,600	6 698 600
Totals .....	24	3,162*	\$1,180	\$3,707,000	\$3,982,600	\$7 689,600

\*Hope Cottage capacity omitted in figuring cost of plant per bed.

To learn that Colorado, by public action and private benevolence, has invested an aggregate of almost eight millions of dollars in the 24 institutions for these classes, and that the institutions have accommodations for 3,162 children, will astonish and gratify many citizens of the state. Oregon, with a slightly smaller population, has a total of about three millions invested in similar institutions; Washington, with a little larger population, has invested in like manner a total of four and a half millions. Colorado therefore ranks high in this respect, as compared with states studied that have about the same number of inhabitants.

This table also gives the cost of plant per bed, which is found by dividing the value of the plant by the number of children it can accommodate. This perhaps is more properly the "value" of plant per bed, as the property value given is generally not the amount a plant of similar capacity could be erected for at

the present time, but an estimate based largely on its cost at some time in the past.

The average cost of plant per bed for the entire number of institutions is \$1,180. The average for the public institutions is a little above, and that for the private institutions a little below this general average. Present-day cost of erection for similar institutions would probably be not less than 50 per cent higher, or in round numbers \$1,700 to \$2,000 per bed. This suggestion will be of value to those contemplating the building of new plants in the near future.

The next summary aggregates the number of inmates actually in care, and the annual outlay for their maintenance. To the average citizen, and to some social workers, this aggregate is surprisingly large. The current expenses of the institutions are larger than some supposed to be the amount of the entire investment for these classes.

*Table IV—Numbers and Expense.*

Control	Average Numbers				Annual Current Expenses			
	No. of Insts.	Chil- dren	Work- ers	Chil- dren per W.	Total Expense	Per Cap.	Salaries Amount	Per Cap.
Public .....	5	754	122	6.2	\$282,379	\$373*	\$ 85,557	\$115*
Private .....	19	1,637	246	6.7	407,385	249	86,245	53
Total .....	24	2,391	368	6.5	\$690,264	\$290*	\$171,802	\$ 72*

\* Detention Home omitted in per capita because of rapidly changing population.

It will be noted that the annual maintenance of these institutions costs the people of Colorado nearly \$700,000 every year. This emphasizes an important fact. The original investment or first cost of institutions is only a part of the story. Institutional tales are serials, continued year by year. The State should guide and control the establishment of institutions, public and private, so that their unwise and unnecessary multiplication shall be impossible. With the passing of time, and the natural increase in the population, some new institutions and many additions to those already in operation will be necessary; but every proposition should be scanned and tested very carefully by an authoritative State Board before it is made a permanent burden upon either taxpayers or benevolence.

The public institutions, which are supported by general taxa-

tion, use annually for current expenses \$280,000; while the private institutions, which have no aid from public funds, and depend for support entirely upon charitable and philanthropic donations, expend over \$400,000. This fact is worthy of careful thought and attention.

The capacity of these institutions was shown in Table IV to be 3,162; and in Table V the average number in care through the year 1919 was shown to be 2,391, or only 76 per cent of the capacity. On the average there were 771 vacant beds in these institutions during the year. A study of the tables will show where the vacancies exist, and where the accommodations are closely taken all the time. The reserve is very unequally distributed, and calls for careful arrangement of work, more real co-operation, and perhaps in some cases, modification of function. For at least one class, the feeble-minded, there is now special need for increase in capacity.

The fact that the per capita cost of maintenance in the public institutions is \$373, and in the private institutions averages only \$249, is of special economic importance. In most respects the service given by the private institutions is of as good quality as the wards of the state receive in the public institutions; and yet the per capita cost is only two-thirds as high. It should be remembered that many of the private institutions are conducted by churches, and that Catholic Sisters and Methodist Deaconesses receive at most a merely nominal salary, which lowers the per capita cost in the institutions they serve from \$40 to \$50 per year. The remaining difference is because of the generally recognized economy of private over public administration.

For at least two legitimate economic reasons a reasonable number of private child-caring institutions should be sanctioned and operated in every state. They will serve as examples to stimulate careful management on the part of the officers of public institutions; and will result in large actual saving in current expense to the state—for ultimately all support must come from the citizens, whether collected in taxes or given as donations.

It will be seen that in the public institutions there are on the average 6.2 children per worker, and in those under private

management, 6.7 children per employe, only a fractional difference; but in the public institutions these workers cost an average of \$115 per year for each child, while in the private institutions the average is only \$53. The statement in a preceding paragraph in regard to denominational workers explains a part of this; but it is a fact also that salaries and wages in the public institutions are considerably higher than in those under private management, even in most of the non-sectarian Homes.

Studies made in several states "before the war" showed that the average annual salary expense for hundreds of private institutions was from \$50 to \$55 per child. The present study shows that the salaries in Colorado private institutions average \$53. This is conclusive evidence that the wages and salaries in these institutions are about where they were five years ago, and have not kept pace with the general cost of living.

Similar statistics for public institutions gave an annual salary per capita average varying from \$70 in one state to \$121 in another. It is quite certain that the public institutions of Colorado, with a present per capita average of \$115, have not yet brought the salaries of institutional employes up to an equality with remuneration in other occupations. In other words, the figures imply that the salaries are too low rather than too high. The pay of institutional workers and school teachers are alike in being belated in proportionate advance.

The third summary relates to the children actually in institutional care. Before the study was made some social workers estimated the number of children in the institutions at about one thousand; and no estimate was made of the numbers annually entering the institutions for a more or less extended stay. The totals below are as astonishing as the aggregates of investment and the amount of the current expense.

*Table V—Children in Care.*

Control	No. of Insts.	In care Beg'in'g of Year	Rec'd During Year	Total in Care During Year	Passed out of Care During Year	In Insts. Close of Year	Under Super- vision Close of Yr.
Public .....	5	699	1,181	1,820	1,130	750	703
Private .....	19	1,592	1,628	3,220	1,559	1,661	...
Total .....	24	2,291	2,809	5,100	2,689	2,411	763

\* Most of the private institutions exercise no supervision over placed-out children.

It appears that 5,100 children are recorded annually as inmates of these institutions. While some of these children are only partial dependents, and some of the expense incurred is met by payments made by parents and friends, the number is very large for the population of the state. But Colorado is not unique in this. The statistics of other states tell the same story. Oregon with only a little smaller population, in 1918 recorded a total of 3,418 children in similar institutions. Washington, in 1919, from a population only half larger than that of Colorado, recorded a total of 8,902 children in the 44 child-caring institutions of that state.

The inclination of certain classes of parents to place their children in institutions, on any slight excuse, in order to lessen their own personal burdens or to escape their parental responsibilities entirely, is a menacing social development all over the country that must be strenuously antagonized. At present the easy acceptance of this inclination by institution officers as a sufficient reason for the reception of offered children, without adequate case study, is establishing a custom that bids fair to become a settled social habit. In it is a real peril to the state. It is one phase of that communistic trend of thought which magnifies unduly state parenthood and responsibility, and which, carried to its logical conclusion, ultimately would nullify marriage and destroy the home.

The numbers in care are increasing. The year began with 2,291 children in the institutions, and closed with 2,411. Again, with a total of 5,100 recorded during the year, and, as shown in Table IV, an average of 2,391 children in care, it is evident that the average stay in these institutions is less than six months. The 19 private institutions record 146 children placed-out in families, but exercise no real supervision over them after placement.

The fourth summary is a statement of the salaries of workers and the cost of service. The salary in either public or private institutions is understood to be simply the cash payment to the workers, in addition to which they usually receive board, lodging and laundry. Some statisticians, to obtain the full salary, add to the cash payment the amount of the average per capita cost

of caring for a child. As the workers generally have their own rooms, sometimes have better food, and always have more privileges and better living conditions than the average inmate, the child's per capita is evidently too small. Others double the child's per capita and add it to the worker's cash salary. Perhaps midway between the two is nearer the real amount it costs the institution.

The per capitas in the previous tables are based on the cash expended by the institutions, and ignore entirely the value of the plants used in housing the children. To ascertain the real cost of service, we must add to cash current expenses interest on a fair valuation of the property. To obtain this basis we therefore add to the former per capitas five per cent on the allowed valuation of the institutions. In the fourth summary, Table VI, this is done, using the group totals. The same process may be applied to each individual institution if desired. The endowment is not included here, as its income is supposed to help make up the current expense amounts on which the original per capitas are based. Table VI covers matters noted in this and the preceding paragraph.

*Table VI—Cost of Workers and Service.*

Control	Salaries of Workers		Full Cost of Service				
	No. of Workers	Amount of Salary	Average Salary of Worker	General Current Expenses	Five per Cent on Plant Value	Entire Cost of Service	Full per Capita Exp.
Public .....	129	\$ 85,557	\$701	\$282,879	\$ 49,550	\$332,429	\$441
Private .....	246	86,245	351	407,385	135,800	543,185	332
Total .....	368	\$171,802	\$467	\$690,264	\$185,350	\$875,614	\$366

The real financial cost of the service rendered by child-caring institutions of Colorado is therefore about \$875,600; and for each child of the average in care, \$366. The average cash salary of each worker is \$467; and adding the full average per capita expenses, to cover board, lodging and laundry, we have an average total salary of \$833. By this method of reckoning the average entire salary is not quite \$70 per month, at which rate institutional workers are not likely to get rich quickly in these times of high prices. Even if the supposed amount for board and lodging were doubled, the resulting average salary would be below what this class of workers should receive.

The following table gives the numbers in public and private child-caring institutions by classes. In the combined care institutions most of the so-called adults are girls in their "teens." The detention home cares for all classes of children, and it is impossible to separate them.

*Table VII—Numbers by Classes.*

Classes—	No. of Insts.	At Begin'g of Yr.	Received Dur'g Yr.	Total for Yr.
Dependents .....	15	1,485	1,269	2,754
Delinquents .....	3	566	429	995
Defectives .....	2	87	6	93
Combined Care .....	3	143	440	583
Detention Home .....	1	10	665	675
Totals .....	24	2,291	2,809	5,100

It was not practicable to obtain the cost of caring for children in Colorado institutions for successive years, largely because in many of the institutions the records are not so kept as to provide the necessary statistics. Nor is it possible to arrange a series of studies for similar states that will accurately show the increasing cost of institutional care. But it will be of real interest to compare the chief items of current expense in four states where studies have been made within the last few years.

These four studies contain statistics for fiscal years ending in 1917, 1918, and 1919. The Oregon study was made in 1918, between May 1 and September 15, and many of the reports were for the calendar year 1917. The Kentucky study followed, and was made between November, 1918, and March, 1919, most of the reports being for the calendar year 1918. The Washington study was made between April and July, 1919, a few of the reports being for 1918, and the remainder for a fiscal year ending with some month before August, 1919. The Colorado study uses material relating almost entirely to the calendar year 1919. Only the tabulated statistics of similar institutions are used, and only the totals of average numbers, current expenses and salaries.

*Table VIII—Averages and Maintenance in Four States.*

	Average Numbers				Annual Current Expense			
	No. of Insts.	Chil-dren	Work-ers	Chld'n per W.	Total Expense	Per Cap.	Amount	Per Cap.
Oregon .....	21	1,316	237	5.6	\$ 298,198	\$227	\$ 94,720	\$71
Kentucky .....	22	1,876	246	7.6	308,715	165	98,914	53
Washington .....	38	2,664	358	6.9	579,711	218	174,085	65
Colorado .....	23	2,381	365	6.6	685,054	290	171,802	71
Totals .....	104	8,237	1,206	6.8	\$1,871,678	\$227	\$539,521	\$66



In considering Table VII it should be borne in mind that the cost of living has been steadily increasing during the past three years. If the statistics of the other states were all up to date they undoubtedly would be higher. So the excess of cost in Colorado over that in the states named is at least partly apparent rather than actual.

It will be of especial interest to note the advance in numbers of dependents and delinquents in Colorado institutions in the past ten years. Although the aggregate actually is larger the numbers really are smaller in proportion to population than a decade ago.

*Table IX—Numbers in Children's Institutions.*

Classes Served—	1910	1919
Delinquent Girls:		
At State Industrial School.....	83	130
At House of Good Shepherd.....	110	152
Total Delinquent Girls .....	193	282
Delinquent Boys .....	349	332
Total Delinquent, both Sexes.....	542	614
Dependent Children .....	1485	1686
Total Delinquents and Dependents.....	2027	2300

A study by Dr. Hastings H. Hart of comparative numbers in institutional care, brings out interesting facts in reference to Colorado. Other things being equal, social workers consider that the smaller the number thus provided for, the better the average condition of the population, and the higher the rating of the State in welfare and economics. Kansas, for instance, has an enviable reputation for small poorhouses and empty jails. Iowa and Kansas, with less than 100 children in institutional care out of every 100,000 of the population, are rated high in regard to child welfare. The following table lists the eight states which have the highest ratio on this basis, and shows where Colorado stands in this regard:

*Table X—Children's Institutions for Each 100,000 Inhabitants.*

States—	1910	1919
New York .....	331.8	.....
New Hampshire .....	261.2	.....
Colorado .....	253.0	222.0
California .....	236.3	.....
Maryland .....	192.4	.....
Ohio .....	177.8	.....
Connecticut .....	174.9	.....
Rhode Island .....	168.2	.....

These figures refer to all classes of children. In 1910 only two states supported a relatively larger juvenile population in institutions than Colorado. Present relative rating can not be ascertained, and must await the development of the 1920 census. It is encouraging to notice that the Colorado ratio fell during the decade from 253 to 222 to the 100,000 inhabitants. Dr. Hart also found that taking the dependent children alone, the ratio to 100,000 inhabitants fell from 186 in 1910 to 162 in 1919. The relative number in institutions is still far above what it should be in a really progressive State, and calls for immediate and definite action.

The need of special preventive measures to save normal children from falling into the dependent, delinquent, or defective classes appears to be conclusively demonstrated by these significant statistics. The situation undoubtedly would be improved by careful case work on every applicant for admission to a child-caring institution, and, indeed, on every family applying for financial assistance. A strong, vigorous, fully empowered, and properly financed State Board of Welfare and Supervision, would be the most efficient single agency possible to operate for the improvement and standardization of service and the regulation of institutional methods.

The members of the Legislature and other leaders of social thought and official action, should not overlook the example of Oregon, the first State in the Union to establish a Child Welfare Commission as a full State Department, with authority for leadership of child welfare work throughout the commonwealth. They may very profitably consider the example of Ohio in establishing a State Psychopathic Laboratory and Clinic, at a cost of over \$100,000, and manned by a staff of high-class experts, to which are referred for examination all children committed to institutions by the courts of the State. They should have in mind the fact that Iowa has established a Child Welfare Research Station in connection with the State University, and appropriates for its support \$25,000 per annum. Colorado, through the Extension Division and the Medical School of the State University, and by other organizations, should be doing work like that of

Iowa and Ohio for the children of today who will be the active citizens of tomorrow.

Out of these summaries and related comments a number of special suggestions and recommendations are naturally derived:

1. Colorado should move slowly in the establishment of new institutions for delinquents and dependents, having already over three and one-half millions of dollars invested in plants and nearly four millions in institutional endowment. This does not apply to institutions for defectives.

2. For dependent and mildly delinquent children there appear now to be sufficient institutions, and if additional accommodations are required in the near future they should be provided by the enlargement of present plants and not by founding entirely new establishments.

3. The present institutional provision in Colorado for mental defectives is lamentably inadequate, and is the special feature of child welfare work which demands most immediate attention and greatest enlargement.

4. The people by a central state authority should guide and control the establishment of new institutions, only allowing charters when real need and a probably permanent future for the proposed organization join to recommend official consent.

5. Instead of institutional employes receiving excessive pay, as some imagine, it appears that on the average they are as poorly paid as school teachers, and like school teachers should have a large advance in all cases where they are underpaid. The salaries probably will be found too low oftener in the cases of subordinates than in those of chief officers.

6. Statistics herewith submitted indicate that institutions under private management are more economical than those under public management, or at least with equally good service are able to care for children at lower cost of maintenance, and for certain classes should be sanctioned and generously supported; for other classes, notably the positively delinquent and the mentally defective, adequate state institutions should be provided.

7. The people should be made to realize that establishing an institution is only a small part of the financial obligation it represents. For instance, the value of the Colorado plants of its child-caring institutions is \$3,600,000; but the fund required annually for the maintenance of these institutions amounts to \$690,264, which sum is five per cent interest on nearly fourteen millions of dollars.

8. Colorado should in some way check the dangerous and unnecessary drift of children to institutions, because of the desire of neglectful parents or guardians to avoid burdens and escape responsibility. This trend of disposition and action is apparent in many states at the present time, and lays upon the people in general unjust and improper burdens of care and expense. Definite efforts to force careless and neglectful parents and guardians to meet their natural obligations would be both proper and beneficial.

## CHAPTER V.

### STATE BOARDS AND SPECIAL ORGANIZATIONS.

**S**TATE Boards and Bureaus should be the center around which revolve the social welfare work of the state, and from which radiate the activities of their functions relating to supervision, direction, information and instruction. To enable them to do their work properly and efficiently, they should be absolutely non-political, have well defined duties, be vested with ample statutory authority, and be supported by adequate appropriations.

Colorado has four state boards that have direct connection with child welfare work. It is to be feared that they do not fully possess the qualities named. Apparently they are not as central in the social welfare work of the state, or as influential in regard to it, as their position and duties warrant. They are not entirely dissociated from politics. They, or some of them, lack definite authority. Their functions overlap and are not clearly defined. They are not blessed with adequate appropriations. The statutes creating them and under which they operate should be revised; and at least one of them should be merged into the others for efficiency of service and economy of administration.

#### I. STATE BOARD OF CHARITIES AND CORRECTIONS, State Capitol, Denver.

Founded, 1891. The powers of the Board in regard to public and private institutions are thus stated:

"It shall have the power to investigate the whole system of public charities and correctional institutions, to examine into the condition and management of all prisons, jails, reformatories, reform and industrial schools, hospitals, infirmaries, orphanages, public and private retreats and asylums for the insane, and any of such institutions which derive their support wholly or in part from state, county or municipal appropriations."

"The State Board of Charities and Corrections shall have the power to receive and make inquiry into complaints regarding the conduct and management of private eleemosynary associations, societies and corporations operating and existing within the State of Colorado; to require reports from and to issue licenses to said private eleemosynary institutions; to revoke such licenses for cause, and to visit and investigate such institutions."

Possessing a central supervisory Board with such powers, the social welfare work of the state should make rapid progress—and would were the powers properly supplemented. That the Board has not accomplished all that it was designed to do is evident from the following statement in the biennial report published in 1918:

"In Colorado the State Board of Charities and Corrections has not received the recognition due to any State Department. \* \* \* Further, this Board should be reorganized in such manner as to enable it to perform its natural functions, or it should be abolished."

There seem to be several reasons why the Board is not able to "perform its natural functions," or at least to perform them satisfactorily and successfully. Six of these may be indicated:

1. The appropriation is too small. With the funds at command it is impossible to employ field agents to visit the public and private institutions over which the Board has supervisory power. The Secretary can visit a few, but it is physically impossible for her to do the necessary office work, respond to calls to investigate institutions that are under complaints, attend meetings and conferences, and on top of it all expect to visit prisons, jails, industrial schools, poorhouses, hospitals, orphanages, and other institutions within the scope of the law. Lack of money cripples the department in its work.

2. Efforts to do the work of the department by correspondence are largely futile—as the Secretary who has been obliged to depend upon letters and written reports almost entirely will freely testify. Statistics may thus be gathered and some helpful advice may be given; but real supervisory work demands frequent and occasionally lengthy visits at unexpected times, by a trained social worker vested with authority, one who calls not merely to enforce the mandatory requirements of the law but to give wise counsel and co-operation.

3. A supervisory department, to become influential and essential, to say nothing of gaining popularity, must be a leader in all advance movements, must be able to require the acceptance of modern methods, must tactfully stimulate progress, improve the quality of service, and better the conditions in all of the institutions. The State Supervisory Board should give right ideas, good counsel and even direct assistance to any tried and puzzled executive who is wrestling with problems of finance, legal difficulties, or institutional administration. This larger work of the department has been largely left undone, chiefly, perhaps, because the officers of the Board have had their hands full with office details that in the main could have been handled by subordinates, if funds had been available to employ them.

4. The Board has not been clear always where its duties ended and the sphere of another department began. The same is true of the other Boards. Therefore there has been a zone of action where any one of at least three Boards might have acted, but where for years none has felt any large responsibility.

5. There is a lack of specific penalties for failure to heed the requests or obey the mandates of the Board. One of the demands made by the Board, to enable it to "perform its natural functions", is to have an amendment to the law so as to "penalize in specific terms county officers, and employes of county institutions; and the executive heads and employes of all private eleemosynary institutions or associations, for failure to comply

with the terms of the law." It should be a misdemeanor punishable by a heavy fine to refuse to make required reports, to ignore warnings of bad institutional conditions, or to fail to act upon suggestions for betterment. Only thus can accurate statistics be collected and effective improvement work be done.

6. There is no way under present laws to properly control the establishment of new child-caring institutions. Articles of incorporation can be drafted by almost any group of people, presented to the Secretary of State, be made a matter of record, and the deed is done. With slight exceptions, there are no legal provisions for investigation of the need of proposed institutions, the standing, character, and financial responsibility of their sponsors, or the right and suitable form of the articles of incorporation themselves. These and other things should be positively known before an incorporation of this kind is approved and completed. And this duty, heretofore omitted for lack of statutory authority, should properly devolve upon the supervisory department of the State, to protect the helpless and dependent immature citizens immediately concerned, and to safeguard the charitable public and the future of the commonwealth.

Notwithstanding its limitations, the State Board of Charities and Corrections is doing considerable creditable work of visitation and supervision, especially as regards the state institutions. The Board from time to time has presented to the legislature numerous well based recommendations. It has gathered by mail many suggestive facts and statistics of the private eleemosynary institutions. It has expressed its ideas, plans and desires for a larger and better department work clearly and emphatically. With its declaration in regard to its sphere and the importance of its relations we heartily agree:

"The functions of a Board having supervision over the human lives and welfare of a whole state require an organization quite equal to, if not surpassing, the State Board having supervision over the lands, or the mines, or the roads, or the live stock, of a state; and it really needs a number of employes, with very specific and carefully defined duties, which can only be performed by experts in their respective lines."

## 2. STATE BUREAU OF CHILD AND ANIMAL PROTECTION, State Capitol, Denver.

Founded, 1881. Originally called the Colorado Humane Society. For the prevention of wrongs to children and dumb animals. In 1901 the legislature passed a law which constituted the organization the State Bureau of Child and Animal Protection, and made it legally competent to receive an appropriation from the State. The Governor, Attorney General and Superintendent of Public Instruction by the same law were made

ex-officio members of the Board of Directors. Including the three named, the Board contains eighteen members. The organization therefore is a society under private management, with semi-public functions, acting under authority conferred by legislative action, and partly supported by appropriations from the state treasury.

This society was not placed wholly under state authority but was arranged as above noted to keep it free from political influences and at the same time make it responsible to the State. "The same reason which makes it necessary to keep the schools out of politics exists in child and animal protection." It is claimed that a Board or Bureau constituted as is this one, is "as much a state board and entitled to receive an appropriation from the state as is a board whose members are appointed by the Governor and therefore responsible to him."

The organization has had strong friends and bitter enemies along the line of its history. One Governor (in 1915) vetoed the legislative appropriation, but by special appeals to its friends throughout the state the Bureau secured the financial support necessary to go on with its work. This Governor declared that it should not receive the appropriation because it was a "private society," because its work was "duplicated" as regards children by the State Home for Dependent Children, and that its work for animals should be done by the game wardens; but succeeding Governors have accepted the interpretations noted above, and legislative appropriations have been regularly voted and approved.

In a printed statement Mr. E. K. Whitehead, Secretary of the Bureau, says of his organization:

"The system of a State Board of Child and Animal Protection, free from political influences but responsible to the state, is so far superior to any other system of child and animal protection yet tried that there is in many important ways but little ground for comparison. In round numbers the Bureau handles every year 3,000 cases of abused, neglected, dependent, delinquent and defective children, and 30,000 cases of abused and neglected animals. The per capita cost is the lowest known.

There is no doubt that under its present management the Bureau is remarkably efficient, and is doing a quality and quantity of work that put to shame less energetic and enthusiastic

public officials. Some of its chief activities in past years were control of child labor, child insurance, truancy work, the physical examination of school children by competent physicians, school instruction in moral and humane education, and, of course, its central work of protecting children and animals throughout Colorado. There is a small office force and only two or three field agents regularly employed; but there is a state-wide organization that provides about 1,600 volunteer officers, who are unpaid, yet render conscientious and efficient service in any case of local need.

This official and actual head of authoritative protection of children and animals should have the cordial support and cooperation of the people of Colorado. Only one special criticism is here offered—the Bureau has tried to do too much for the number of workers possible under the appropriations granted, and as really related to its proper scope as a humane society. If it had more money and officers; if its work in its legitimate field were done with less haste and friction; and if a few items of special responsibility that properly belong elsewhere were lopped off from the statutes, the society might become even more useful than in the past. It then might fully merit what some now read with a smile—the claim of its friends that it is “the best work of its kind in the world.”

### 3. STATE BOARD OF HEALTH, Capitol Building, Denver.

The headquarters of the State Board of Health are on the first floor of the Capitol Building, but various departments have their offices elsewhere. The Division of Food and Drugs is in the Capitol Basement; the Division of Bacteriology is in the Metropolitan Building, Denver; the Division of Chemistry is at the State University, Boulder; and the Dairy Section is at the Agricultural College, Fort Collins. There are also about 250 local boards of health in the state, nearly every one of which has a physician at its head who takes the lead in looking after health matters in his locality.

This study is interested in the State Board's general work only in reference to the Dairy Section, which controls in some measure the matter of pure milk, so important for bottle-fed



babies, and sanitation, which has to do with every home, factory, store, home and institution. The matter of general sanitation is so important that the people of the state should be aware of the difficulties under which the State Board labors, as shown in these words from its last published report:

"The provision by the state for sanitary inspection is entirely inadequate. With the limited means provided by the state it is impossible to comply with all the requests constantly coming from every section of the state for help. In many instances a letter containing suggestions and advice is all the aid that can be given. If you recognize the fact that the area of Colorado is greater than the combined area of New Jersey, Pennsylvania and New York, you will see the absurdity of proper inspections being made by only one man, and he can be employed only part of the time."

It is in regard to special duties of the Board that this study is most interested in it. The law requires that each hospital and sanitarium hold a license issued by the State Board of Health, therefore all such institutions must be inspected before the licenses are issued. Yet in regard to this important duty the Board declares: "It is preposterous to expect these institutions to be properly looked after with the limited financial provisions made by our state." Preliminary investigation, and inspection at intervals after the hospitals and sanitariums are licensed, are done hastily and imperfectly because lack of funds prevent the employment of a sufficient number of agents and visitors.

In 1911 a law was passed by the legislature to control the work of Commercial Lying-in Homes or Hospitals, and it was required any such institution should obtain a double license, one from the State Bureau of Child and Animal Protection and one from the State Board of Health. This special requirement has been ignored and allowed to be ineffectual by both of these Boards since its enactment. The Bureau of Child and Animal Protection stated that for want of funds to employ workers, it had been impossible to take up this matter at all; and the same is supposed to be the case with the State Board of Health. Therefore, so far as the Boards immediately responsible under this law are concerned commercial maternity homes are privileged to do any unworthy work without any control or limitation. This matter will be taken up more fully later.

## 4. STATE CHILD WELFARE BUREAU, Capitol Building, Denver.

Founded, 1919. As drawn from the law itself, the Bureau appears to be for the promotion of community organizations of parent and teacher groups throughout the State, to secure wiser and better trained parenthood, to bring into closer relations the home and the school, to assist in the Americanization of the home of the foreigner, to distribute helpful literature, and to cultivate healthy and happy childhood.

On this basis, the Bureau is a State organization for propaganda among adults, without a single definite administrative duty to perform in reference to normal children in family homes or abnormal children in society or in institutions. Its purpose would be clearer if it were stated to be an organizing center for parent and teacher associations. It has been said that "to reform a man you should begin with his grandfather"; and so this Bureau apparently is intended to promote child welfare and "cultivate healthy and happy childhood" by organizing into efficient associations the parents and teachers of the State. In other words, it is a Bureau for the organization and education of adults, rather than a direct agency for the benefit of the children of Colorado. This will be made very clear by the following quotations from the law establishing the Bureau, which was originally "Senate Bill 170," and after passage was approved by Governor Oliver H. Shoup, April 12, 1919:

"Be it enacted by the General Assembly of the State of Colorado:

"Section 1. There is hereby created a Child Welfare Bureau under the control of the Department of Public Instruction. Said Bureau shall be responsible for the promotion of community organizations in every county of the State. The work of these parent and teacher groups shall be—

"(1) To secure wiser and better trained parenthood; but the commission shall use none of the appropriation under this act for the teaching of sex hygiene in the public schools, nor shall such teaching be done by any one connected with said commission in the public schools.

"(2) To bring into closer relations the home and the school, in order that parent and teacher may better co-operate in the education of the child.

"(3) To assist in the Americanization of the home of the foreigner.

"(4) To distribute helpful literature pertaining to the care and training of the child.

"(5) To cultivate such a healthy and happy childhood as shall insure the development of an ideal citizenship for the State of Colorado."

Other sections of the law require the State to provide a properly furnished office in the Capitol Building; that the Bureau be

managed by a Board of Control of five members; that said Board shall have general supervision of its work, for which the school buildings of the State shall be opened as meeting places; and ordering an appropriation from State funds of \$4,000 for the Bureau's support during the biennial period.

Associations of parents and teachers are desirable, generally helpful, in most progressive states almost universal; but the formation of a separate State Bureau for their promotion seems unnecessary. A man from Missouri would have to be "shown" why other existing Boards are not capable of meeting all of the essential needs of such an organization. Unless it can be used for important special purposes not stated or implied in the law itself, the Bureau has very small reason for its existence. Prominent citizens are said to wonder if behind the movement is not more of political expediency than of real anxiety for child welfare. Others declare that however altruistic its sponsors, the basis for this new State Bureau was too hastily drawn, the organization is too limited in its sphere and relations, it lacks definite functions and authority, and it should be discontinued or merged into a central State Board of wider connections, greater sanctions, and larger working forces and appropriations.

The Child Welfare Bureau was organized as soon as possible after the law was enacted; a very capable social worker, Mrs. Mary E. Holland, was made its Secretary and executive officer; and considerable work has been done along the lines above indicated. But the appropriation has been found too small for sustained and vigorous work, and the funds for 1920 will cover the needs of the organization only to about August, after which the Bureau must depend on donations or close its work until 1921. It is probable that the Board itself will propose modifications of its statutory basis, as well as ask for largely increased appropriations, when the next legislature meets.

**RELATIONS AND OVERLAPPING OF BOARDS.** The functions of the four State Boards just described overlap, and would undoubtedly conflict to some extent if the statutory provisions were fully carried into effect. Owing to the small annual appropriations granted to them, and the necessarily limited corps

of workers employed by each, several important matters have been entirely ignored for many years.

As an example of these more or less neglected matters, take the control and supervision of commercial maternity homes. Such institutions exist within the state, especially in Denver, but so far as can be ascertained are operating without licenses, control, or supervision. Only nominal supervision is exercised over the supposedly altruistic institutions managed by the Florence Crittenton Mission and the Women's Christian Temperance Union. In the Session Laws of 1911, page 503, chapter 168, under the caption "Lying-in Hospitals—Maternity Homes," is this provision:

"Section 1. It shall be unlawful for any person, persons, firm, corporation, society, association or company to engage in, carry on or conduct the business of receiving, or caring for girls or women approaching or during child-birth, or to advertise or hold himself out to the public as carrying on such business or providing a place for carrying on such business, without first obtaining a license from the State Board of Health and a license from the State Bureau of Child and Animal Protection."

Here is a provision for two licenses for institutions of this class, one from each of the Boards mentioned, implying distinct and careful investigations, one presumably from the standpoint of possible cruelty to children, and the other from that of health and sanitation. It is, however, a lamentable fact that in the nine years since the enactment of the law the Bureau of Child and Animal Protection has never acted in reference to such Homes, and apparently the State Board of Health has been equally oblivious to the requirements of this statute.

But the State Board of Charities and Corrections, under its general empowerment for institutional supervision, also has at least tentative authority over these maternity homes. The Board has power according to the statute:

"The State Board of Charities and Corrections shall have the power to receive and make inquiry into complaints regarding the conduct and management of private eleemosynary associations, societies and corporations operating and existing within the State of Colorado; to require reports from and to issue licenses to said private eleemosynary institutions; to revoke such license for due cause, and to visit and investigate such institutions."

"For the purpose of this act, eleemosynary or charitable institutions are those \* \* \* having to do in a general or special way with persons incapable in whole or in part of self-support, wherein through public and

private donations and contributions they receive thereby assistance or support; or other institutions, whether they do or do not receive public or private donations, which advertise or hold themselves out as being ready to receive disabled, incapable or dependent women or children for care and treatment; provided, that no institution reporting to or licensed by the State Board of Health, under Chapter 172 of the Session Laws of Colorado for the year 1909, shall be required to report to or obtain a license from the State Board of Charities and Corrections."

Chapter 172 of the Session Laws of 1909 relates to "Hospitals, Dispensaries, Sanitariums." It does not include the Maternity Homes considered in Chapter 168 of the Session Laws of 1911, although by parity of reasoning the provision at the close of the above quotation should apply with equal force. Therefore, if the State Board of Health has licensed a Maternity Home, and taken it under its supervision, such institution should not be included among those that are required to obtain license from and report to the State Board of Charities and Corrections.

Under the quoted statement—"Or other institutions, whether they do or do not receive public or private donations, which advertise or hold themselves out as being ready to receive disabled, incapable, or dependent women or children for care and treatment"—the State Board of Charities recently has felt warranted in taking steps to control, license and supervise maternity homes. In the spring of 1920 at least one such institution was refused a license by this Board, because of opposition to its proposed location and also doubt as to its need, its qualifications, and the reliability of its sponsors. There was no conflict with the Bureau of Child and Animal Protection or the State Board of Health in the matter; for, as previously stated, the Law of 1911 relating to these Boards has been a dead letter since its enactment. But there might have been conflicts due to the overlapping of functions, if all of the Boards were actively carrying out the requirements of the various statutes.

The examples given are sufficient to show that the laws should be revised, the functions of the Boards should be more clearly defined, and the appropriations increased to the point where all can carry out efficiently the purposes of their creation. Five special recommendations are made:

1. Repeal the law of 1919 establishing the State Child Welfare Bureau, on account of its limited scope and powers; because the principal functions assigned to it really belong to the State Department of Public Instruc-

tion, if they have official recognition anywhere; and because there is a positive trend of public opinion toward the limitation and consolidation of Boards and Departments.

2. Repeat the laws relating to the State Board of Charities and Corrections, because of their deficiencies, the lack of definite functions supported by adequate penalties, and to permit the formation of a new Board with additional and well defined powers and functions as its successor.

3. Limit the Bureau of Child and Animal Protection to its regular and proper field in which it will have opportunity for service second to none, and take away from it any duties now imposed by statutes in the way of licensing and supervision of child-caring agencies or institutions.

4. Strengthen the State Board of Health in its proper field, and take away from it any duties now imposed by statute in regard to licensing and supervision of child-caring institutions, and which properly belong to a central welfare and supervision Board; the State Board of Health to cordially co-operate with a welfare and supervision Board in all matters of health and sanitation.

5. To create and establish, as the successor to the State Board of Charities, a new Board of Welfare and Supervision, with large powers, broad scope, and detailed functions, which shall be definitely supported by appropriate penalties; the Board to be as far as possible non-political and non-sectarian, and made up of experts in matters related to the classes served in charitable and correctional institutions.

THE CHILDREN'S HOSPITAL, Nineteenth and Downing Streets.  
Denver.

To furnish medical and surgical aid and the care of trained nurses to sick, injured and crippled children under sixteen years of age. No patient is admitted whose condition is considered chronic or incurable, unless there are symptoms which, in the opinion of the Staff Physicians, indicate that the case is capable of being relieved. Accident or emergency cases are received at any hour without previous application. Managed by a Board of about 40 directors, elected in three groups for three-year terms.

A fine four-story and high basement building, fire-proof and with every modern convenience for hospital work, was erected in 1916, at a cost of nearly a quarter of a million of dollars, raised by general subscriptions. It contains nearly 100 beds for patients, with quarters for nurses and internes, and rooms for educational work and special meetings. Even this structure has proved too small for the constantly increasing patronage of this greatly needed and most efficient institution.

The hospital declares in regard to its service: "The beds in the hospital are free to those who are indigent, but a moderate charge is made to such as are able to pay." The constant advance in the cost of supplies and requisites, the higher wages of

workers, and the generally increased expense in every element of hospital service, have led lately to the acceptance of a greater per cent of paid patients, and a correspondingly smaller per cent of those receiving free treatment. While the hospital is always practically full, and is doing a large and highly creditable work, the fact remains that it is very difficult to obtain admission for the children of the poor, who, even more than the children of the well-to-do, need the medical and orthopedic assistance it is intended to give.

The Board plans to greatly enlarge the hospital in the near future, perhaps doubling its present capacity. It would be a gracious and generous thing for the people of Denver to make the new section an orthopedic hospital for free service for the poor children of the city. The additional buildings should be provided by general subscriptions made for this definite purpose; and then large-hearted and liberal citizens should endow the hospital adequately, so that its needs of maintenance will never force its refusal of indigent cases, whether from private families or the child-caring institutions.

There are a few children's wards in other Denver hospitals, but the facilities for the free treatment of the children of the poor are at present limited and inadequate. The National Jewish Hospital for Consumptives at 3800 East Colfax Avenue, is now erecting a building for children as a part of that institution.

Modern children's hospitals are the acme of advanced humanitarian effort. The part they are playing in reducing the wastage of child life, and in building up both physical and mental organisms for future efficiency, call for special recognition. Medical, surgical, and psychiatric skill here join hands with tender nursing under the most favorable sanitary conditions, to bring to afflicted little people health and strength in the place of disease, weakness and mental disorders. Denver should greatly increase its hospital provisions for children.

DENVER FEDERATION FOR CHARITY AND PHILANTHROPY.  
Organized in 1888 as the Denver Charity Organization Society.  
Reorganized in 1913 under the present name for enlarged service. The purpose of the Federation is to develop and organize

the philanthropic resources of the community; promote co-operation among agencies and institutions in meeting the welfare needs of the city; reduce the number of appeals for funds from the public, and the cost of collection and distribution of such funds; and conduct a confidential exchange to prevent duplication of effort.

At present the Federation collects from the humane and charitable citizens of Denver over one hundred and fifty thousand dollars (\$150,000) a year, and distributes the same among a score or more of agencies and institutions. It hopes to be able to serve a larger constituency in this and other respects hereafter. During the present summer (1920), the Federation has inaugurated three new departments of work.

1. First a Social Service Department in connection with the University of Colorado School of Medicine. This department already has aided the School of Medicine in giving hundreds of indigent adults and children the benefit of expert examination and diagnosis, clinical advantages, and special medical and surgical treatment. Eye, ear, nose, throat, nerve, stomach, and other specialists give free service to all that are unable to pay, and ward and convalescent care is provided when needed by the Children's and other hospitals and various sanitariums. Of the 103 new cases taken in charge and cared for in June, 1920, twelve (12) were adults and ninety-one (91) were children. Therefore, in the main it is a children's welfare movement. The department is one of large promise for abiding and increasing usefulness.

2. Second was the provision of a Department of Diagnosis for the institutions composing the Federation membership. It grew from the conviction that many children were received who should have remained in the care of relatives, and many others were improperly located, for want of sufficient previous case study. The new arrangement makes it possible for careful and accurate case study to be done for all children received by the child-caring institutions, and as far as desirable for all already in care; with systematic records of all social, physical, and mental examinations filed both in the Federation offices and in the institutions. This is a splendid step in advance, and should be heartily welcomed by all related organizations.

3. Third, the Federation has established a Boarding-out Agency, to provide for the children requiring temporary care. Its clientele will include both cases from the juvenile court and relief for parents who are in temporary distress. Only accommodations for comparatively brief periods are now contemplated. Possibly the movement may later be expanded, and become a general child-placing agency, caring for temporary cases by boarding-out in private homes, and for children permanently homeless by placement for adoption or to be reared as members of selected families. This line of work has been badly neglected in Colorado, an organization of the kind indicated is greatly needed, and general co-operation with the Federation in this effort is most cordially recommended.

**DAY NURSERIES AND SOCIAL SETTLEMENTS.** Within the space allowed us, it is impossible to treat adequately many agen-



cies that are directly or incidentally engaged in child welfare work. Only casual mention can here be made of the great public school system, with its 7,500 teachers and 225,000 pupils; the city parks, playgrounds, and recreation centers; the family relief and rehabilitation organizations; the health and sanitation teaching in the homes of the poor by visiting nurses; the examination and treatment of school children by city physicians; and the church and mission departments especially intended to promote social, civic, and religious welfare. All of these are doing work that may be termed efficient, even if in the light of their results they are not really sufficient.

Two groups of activities, closely related, often united, and especially arranged to assist the poor, are the day nurseries and the social settlements. It would be a serious omission if these organizations were not recognized in describing the child welfare work of Colorado. Yet their activities are not easily expressed in statistical reports, and their results, while observable and tangible, seldom can be tabulated or reduced to definite descriptions.

Day nurseries, which care for small children during working hours, for mothers who must toil for their subsistence, and social settlements, which generally include the operation of model homes in congested districts, with educational and recreational adjuncts not normally possible to the local population, are useful elements of social service. The nurseries not only care for infants and young children for mothers who are compelled to work away from home, but are utilized for instruction of and influence over parents and homes, especially in sanitary science and domestic matters.

Dr. Hart says: "The Day Nursery may easily become a means to encourage mothers to engage in outside work unnecessarily, and the managers should invariably demand careful case work to determine whether it is really proper and desirable for the mother to absent herself from her home."

Social Settlements have varied lines of helpfulness according to the needs of the neighborhoods in which they are located. They often have many departments. They manage day nurseries,

provide kindergartens, arrange recreation grounds and directed play; do more or less of teaching, especially in the way of sewing, household economics, and home cooking; organize clubs for boys, girls and parents; establish free dispensaries, and sometimes free clinics for the families of the poor. The social idea is dominant; and the settlement workers depend mainly on their personal association and example to win the neighborhood to higher planes of thought and living.

Naturally most Colorado organizations of these kinds are found in Denver. There may be a few in the smaller cities of the State, but for lack of time they were not listed or visited. They are helpful and desirable elements of social service, wherever they are needed, and should have generous support from the best people of their communities. The Denver organizations most prominent in these lines of service are as follows:

1. Conservation Day Nursery, 2512 15th Street.
2. Frances Willard Settlement, 919 Larimer Street.
3. Globeville Social Service Club, 4414 Logan Street.
4. Italian Mission, West 36th and Lipan Streets.
5. Negro Woman's Club Association, 2357 Clarkson Street.
6. Neighborhood House Association, 966 Galapago Street.
7. Social Center and Day Nursery, 2748 Lawrence Street.
8. Epworth Institutional Church, 31st and Lawrence Streets.

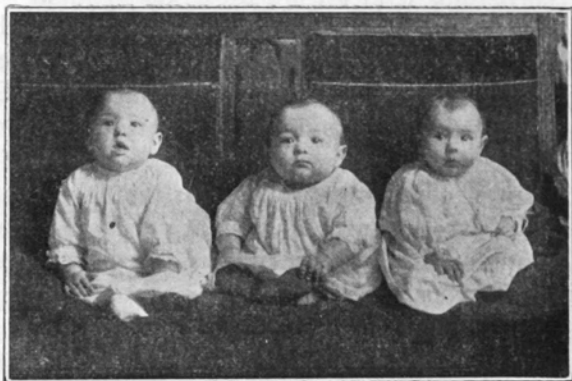
**CHILD LABOR PROBLEMS.** For a number of years the State of Colorado has had an excellent child labor law. The statute is not perfect, and from time to time the State Labor Commissioner has suggested additions and improvements. Colorado is a growing state, and in a time when every element of society is undergoing rapid changes naturally finds that laws it approved "before the war" are unsuited to present needs and inadequate for the protection of its immature citizens. Revision of the child labor law is an obvious necessity.

Enforcement of the child labor law is the "special duty of the State Factory Inspector" and his assistants. In the rural counties enforcement is mainly by County Courts and public school Superintendents. Age and school certificates are provided for under the law, so that as far as possible all children under 16 years of age shall be kept in attendance at the public schools. Labor permits must be obtained from the school superintendents.

Firms employing five or more children between fourteen and sixteen years of age in mercantile and other establishments, must post a list of them in a conspicuous place. Those under sixteen must not be employed in what are termed hazardous occupations. "No female child under ten years of age shall sell \* \* \* or distribute any newspapers, periodicals or other publications, or any article of merchandise, or engage in any other business or occupation, in the streets or alleys of any town or city." Farm work is specifically exempted from the provisions of the law, save as related to school attendance.

Without any discussion of the defects of the present law, or definite suggestions as to amendments, which others can present in detail as they may be required, it appears likely that most of the existing problems of child labor in Colorado might be solved by simply applying the law without fear or favor all over the State. In the words of the State Commissioner of Labor:

"The undesirable features of the law would be eliminated and desirable provisions would be attached in short order, if the department were furnished sufficient help and funds to force a strict compliance with the statute as it now stands." (Report, 1918, p. 49.)



THE COLORADO TRIPLETS.

We are triplets, and you can see  
We are as happy as we can be.

## CHAPTER VI.

### LIVING AND WORKERS IN INSTITUTIONS.

**T**O MAKE this study as helpful as possible, and to answer many queries made while the field work was progressing, two important matters already touched upon in previous chapters require additional consideration. They are the cost of institutional living and the salaries of institutional workers.

The casual reader of a report on child welfare work, and even the social worker who is supposed to know most about institutional conditions, constantly has brought to his attention the apparently low cost of living in child-caring institutions, which he naturally compares mentally with the high cost of living for individuals and for ordinary families. A little study of statistics and relations will clarify thought and remove some misapprehensions.

The term "low cost of institutional living," which recently has become a catch-word with some people, has a small basis in facts and a large basis in appearances. Real conditions and expenses in the institutions vary much less from those of ordinary families than is popularly imagined. This can be quite definitely shown.

**COST SHOULD BE LOWER.** This study has revealed the fact that the Colorado child-caring institutions under private management are able to provide a fair living for their wards at an average cost of maintenance of \$249 per capita; and that the largest institution for dependents, St. Clara's Orphanage, is annually expending only about \$120 per child. The Colorado public institutions in 1919 averaged \$373 per capita as their annual cost of maintenance, which is much lower than the average in most states. For the 24 private and public institutions the general average per capita was \$290. These figures under the popular interpretation of them are supposed to indicate a cost of institutional living very much lower than the average expense of people in general. They are somewhat below the average expenses of city people, for the following reasons:

1. There is, and ought to be, a lower cost of living in well managed institutions because of the massing of numbers, the unity of management, and the purchase of supplies at wholesale.

2. On account of the inability of boards and officers of institutions in recent years to collect funds proportionate to the advance in the prices of supplies, they have instituted economies in every direction and in ways before unknown, to keep expenses within the income.

3. Salaries and wages for institutional services have not kept pace with the rise in other commodities. In some places staffs of workers have been cut down in numbers, and the compensation of the remaining employes slightly raised. In others, as the former high quality of workers could not be maintained without great additional expense, many inferior workers have been employed at practically the old rates.

4. The maintenance of some institutions includes the cost of schools, amounting in some instances to \$50 a year per child, an expense borne for most families by the public schools; but this variation where it applies is probably more than balanced by the greater cost of providing for the adults in the families, especially in food and clothing.

5. This age is peculiar in the number of things developed that are desirable for social welfare, and that have become customary if not necessary to ordinary citizens. These new "wants" while reaching the average home and demanding money from the average pocket-book, have not, to so great an extent, invaded the child-caring institutions. That is, the institutions are still living "the simple life" more than average families, and such living is at the minimum cost.

6. Related to this last point is the fact that luxuries now so common, or "furbelows and fixin's", as some have termed them, are almost invariably costly, while the necessities of life, while much higher than formerly, are less expensive. For instance, "joy riding" in autos, indulged in often by many who have very moderate incomes, is a costly diversion, seldom charged up to the current expense of an institution.

**ORDINARY INCOMES AND EXPENSES.** A real comparison is impossible without some knowledge of ordinary incomes and expenses. Now, omitting all discussion of the proper and desirable minimum wage for men and women, for individuals and for heads of families, which are eminently suitable subjects for thoughtful consideration, let us take a few examples of incomes as they now run, all supposed to relate to wage earners of average families of four people each, and to be all used for maintenance every year. Here are six occupational classes:

Classes	Wage Basis	Time Employed	Annual Income
Common Laborers .....	\$ 4.00 per day,	250 days,	\$1,000 per year
Skilled Mechanics .....	6.00 per day,	250 days,	1,500 per year
Garage Men .....	25.00 per week,	50 weeks,	1,250 per year
Clerks and Office Men.....	25.00 per week,	50 weeks,	1,250 per year
Street Car Men.....	140.00 per month,	12 months,	1,680 per year
R. R. Engineers.....	200.00 per month,	12 months,	2,400 per year
Average Income and Expenses of these six classes.....			\$1,513 per year

In round numbers, the present average salary or wage of the heads of ordinary families is about \$1,500 a year. The examples

are purposely made low rather than high for the classes mentioned, in order to make the illustration more effective. For instance, many common laborers received more than \$4.00 per day, and many skilled mechanics received more than \$6.00 per day, and these classes in Colorado can average more than 250 days per year. A few clerks and garage men may receive less than \$25.00 per week, but many in these classes receive \$30.00 or even \$40.00 per week. Steady men in the railroad jobs often make 50 to 100 per cent more than the designated amounts. The incomes named are well within bounds, so that \$1,500 a year may be counted the present average wage or salary of the ordinary citizen. But this provides for the average family of four persons.

To compare the average expense of the ordinary family with the institutional cost of living, we must, of course, use as the basis four times the average per capita cost of caring for a child in an institution. Four times \$290, the average per capita of 24 institutions, make \$1,160. In other words, it costs \$1,500 to provide for a family of four people in ordinary circumstances, and it costs \$1,160 to care for four inmates of child-caring institutions. But there is one element we have not taken into account.

**INCLUDE RENT OF PROPERTY.** The current expense accounts of most institutions make no allowance for the use of the plant: and about 25 per cent of the ordinary per capita, or five per cent of the allowed valuation of the property, should be added to obtain a correct per capita. The reason for this is found in a study of the conditions of ordinary families. The large majority, probably at least three-fourths, of wage earners and salaried workers live in rented houses. A recent study of rents and other necessary expenses in one of our cities gave the following as the average amounts paid in 1919 by a family of four:

Salary \$1,200 per year, rent \$20.00 per month, or 20 per cent.  
Salary \$1,800 per year, rent \$35.00 per month, or 23 per cent.  
Salary \$2,400 per year, rent \$50.00 per month, or 25 per cent.

These figures are already out of date, and rents are being revised upward month by month. They will, however, apply

fairly well to Denver and other Colorado cities, as a basis of estimate; and show that the above allowance for the use of institutional property is fully warranted. Five per cent of the average property valuation of Colorado institutions, or 25 per cent of the average per capita, in round numbers would be about \$75. This would make the proper average per capita for the 24 Colorado child-caring institutions about \$365. Multiplying this full average per capita by four, to make it equivalent in numbers to the average family, we have \$1,460, as against the family \$1,500. The "low cost of institutional living" is thus shown to be a myth that has become a catch-word of people who do not know the facts.

**INSTITUTIONAL WORKERS.** The staff of workers is the most vital factor in institutional service. Institutions are made and judged more by their working forces than by their plants and other equipment. Whether an institution shall be characterized by progress or stagnation, extravagance or economy, incompetence or efficiency, infelicity or happiness, failure or success, depends almost entirely upon the spirit and personalities of its officers and other employes.

Yet in many cases very little systematic thought or effort is given to the selection and maintenance of the staff of workers. As a matter of fact, the vast majority of institutional workers throughout the United States enter upon their jobs without careful selection or previous training, and whatever efficiency they acquire they gain by actual experience in the work of their departments. Social workers generally are just waking up to the essential requirements of working forces employed in agencies and institutions, and are seeking better methods both for the selection of proper personalities and of training them for service.

These considerations make the building of staffs of workers in either private or public institutions, a matter of grave responsibility. Poor and untrained workers will lower the tone and efficiency of an institution, precipitate scandals, invite investigations, and endanger the welfare of the children served. Carefully selected officers and subordinate workers, previously trained

and experienced if possible but always at any rate of high character and right personalities, are the only basis for institutional safety and success.

In private institutions the chief dangers are from low compensation, which practically bars out the better classes of workers, and careless selection, which makes a merely superficial choice among those of the less desirable types available.

In public institutions the dangers are less from financial deficiencies, and more from exterior political pressure. The staffs of many important institutions are recruited from political appointees, who are given responsible positions as pay for partisan activity. Most appointees of this kind fail miserably, as regards efficient and helpful service; a few, after bitter experiences never made public, win success at state expense.

**BASIS OF SELECTION.** No argument is needed to show the social and economic evil of such methods. The building of institutional staffs should be according to definite plans, some of whose specifications may be thus outlined:

1. All employes of child-caring institutions, public or private, should be of absolutely clean record and high personal character.

2. Other things being equal, preference should be given to those with previous training on social lines, especially successful institutional work; and such should be given advanced positions, if of types suitable for advanced service or promotion.

3. All employes should be intelligent people, at least moderately well educated, of good manners, and habitually using good English. The children get their language, their manners, their ideals, and their morals, mainly from those with whom they daily associate.

4. All appointments should be made on the basis of merit, training, experience, and efficiency, fitting the worker in spirit and acquirements to the job he is to undertake; and politics and partisanship have no place in the selection of employes for child-caring institutions.

5. If workers are thus selected, continuity of service usually gives additional efficiency, and the workers become each year of greater value to the institution. In some eastern states, in regard to some positions, it is held that less than five years of continuous service is unprofitable.

6. Salaries for officers and wages for subordinate workers should be high enough to command the services of people of the best types and acquirements who will naturally be in demand elsewhere; and it should be realized that efficiency well or even highly paid is more economical than inefficiency working without any pay whatever.

7. Trained and experienced employes who have given satisfactory service for one or more years, should have their worth recognized by an advancing scale of salaries, proportioned to their positions and responsibilities. These advances should be on a regular basis, worked out by experts, and reach a maximum for each position at perhaps the fifth or sixth year. Promotions to higher official positions should be based partly on seniority of service and partly on special gifts and fitness for leadership.



PROPER SALARIES. In most states within the last five years there has been a marked advance in the compensation of social and institutional workers of all grades and classes, although perhaps not so great as has taken place in many lines of occupation. This advance in some states and in some cases has been equal to 100 per cent of the salaries paid by the same organizations "before the war."

From the statistics gathered in Colorado, and compared with those of other states, it is believed that Colorado salaries and wages for social and institutional workers have not advanced in the same ratio as elsewhere, or as would be just and equitable as compared with the cost of living and the salaries in other occupations. This is a condition that will have a definite bearing upon the future of social work within the State. If salaries are unjustly low, desirable workers will undoubtedly seek other employment; and their places can be filled only by accepting workers of inferior grades. Proper compensation will retain many efficient social servants who otherwise would feel compelled to find new positions.

All will agree that a "living wage" should be granted to all social and institutional workers, but just what constitutes a "living wage" is often a subject for controversy, and will vary in different parts of the country. The term should mean one that will allow living in comfort, on the one hand, and avoid extravagance, on the other. Salaries and wages may be too high as well as too low. There is a "golden mean" that is just to both the worker and the employer.

The American Association for Organizing Charity, in the fall of 1919 sent out a series of recommendations to "member societies," and the substance of these is reproduced here. The spirit of these recommendations, and in the main their exact language, may be applied not only to "case workers," but also to most of the other agency and institutional workers of Colorado. They include important matters not touched upon in the suggested Basis of Selection:

"In view of the ever-increasing cost of living, your committee feels that a wage of \$100 per month is the minimum which should be paid to a person who has had one year at a school of social work of recognized standing, or its equivalent.

"It is further recommended that automatic (salary) increases be granted at six months' intervals of at least \$10 per month.

"In considering increases in salary it is felt that ability, length of service, and loyalty, should each have consideration.

"It is further the feeling of the committee that time off should be arranged for those who on occasion find it necessary to do overtime work.

"Attention of executives and board members is called to the fact that all too often salaries of executives are disproportionately large in comparison with those of workers under them.

"A month's vacation with salary is recommended as a desirable amount of vacation for case workers. \* \* \* Some organizations have found it to their advantage to grant an additional week's vacation with pay in the spring.

"The much discussed question of adequate provision for the social worker's old age \* \* \* is receiving the careful thought of the committee."

**SALARY AMOUNTS.** In responding to a request for information in regard to proper salaries, Dr. Hastings H. Hart recently prepared a statement so applicable to our present inquiry that it is here quoted in full:

"Within the past five years there has been a very marked advance in the compensation of superintendents, secretaries, and other employes of children's institutions and children's societies.

"I was present a year ago when the Board of the Mississippi Children's Home Society increased the salary of the superintendent from \$1,800 to \$3,600; and that of the assistant superintendent from \$1,200 to \$2,400.

"Field agents of such societies were formerly paid from \$600 to \$900, occasionally \$1,000, with expenses. The Mississippi Society is now starting field agents at \$1,000 and advancing their salaries gradually to \$1,500. This scale of salaries I think approximates that of reputable societies of the same class in the east, except that the superintendents' salaries would be larger, ranging from \$3,500 to \$5,000.

"In the orphan asylums and children's homes there has been a similar upward tendency. Formerly superintendents were paid from \$600 to \$1,200 per year, a few \$1,800, or even \$2,400, and in exceptional cases \$3,000 or more. Now the salaries range from \$900 to \$1,800, and a considerable number of superintendents receive from \$2,000 to \$3,000, with exceptional cases reaching \$4,000 to \$5,000.

"Caretakers, and cottage mothers, who were formerly paid from \$20 to \$30 per month, are now receiving from \$30 to \$45 per month, and a considerable number of institutions have introduced trained nurses, who receive usually from \$45 to \$60 per month with board.

"In juvenile reformatories the salaries of superintendents will average higher than in the orphanages, ranging from \$1,500 to \$5,000 per year, with maintenance. The salaries of assistant superintendents in juvenile reformatories I think are considerably higher than formerly, ranging probably from \$1,200 to \$2,500 per year, with maintenance. The practice of employing the wife of the superintendent or assistant superintendent as a matron or cottage mother is quite common in juvenile reformatories. In such cases the wife usually receives from \$30 to \$50 per month for her services. The salaries of caretakers and cottage mothers in juvenile reformatories are about the same as those in orphanages.

"The salaries paid to probation officers connected with the juvenile courts are illustrated by the following: Chicago, \$1,320 to \$1,620; New York, \$1,350 to \$1,860; Buffalo, \$1,500; Detroit, \$1,300 to \$1,620; San Francisco, \$1,500."

STUDY OF SALARIES IN MINNEAPOLIS. The Minneapolis Council of Social Agencies, representing over 100 agencies and institutions, public and private, published in 1919 a detailed study of the salaries and conditions of social and other workers in that community, hoping to materially increase their compensation. Many of the results are extremely interesting, and will doubtless parallel the facts in other cities of the United States, including Denver.

The salaries of 305 social workers were classified by amounts and percentages. The classes of workers included executives, department heads, case workers, club or educational workers, school attendance officers, recreational directors, matrons of homes, nurses and attendants, clerical or manual workers, employment bureau clerks, and publicity agents. In cases where maintenance was provided, the sum of \$300, to cover room, board and laundry, was added to the cash salary to determine the total remuneration. Expressed in round numbers and percentages the results were as follows:

*Social Workers' Salaries in 1919.*

Annual Salaries	No. of Workers	Per Cent of Workers
Under \$900 .....	74	24.3
\$900 to \$1,200 .....	92	30.1
\$1,200 to \$1,800 .....	78	25.5
\$1,800 to \$2,400 .....	26	8.6
\$2,400 to \$5,000 .....	35	11.6
Total . . . . .	305	100.0

It will be noted that 166 workers or 54.4 of the whole received less than \$1,200, or \$100 per month. A closer analysis of these salaries gave these results: One-fifth of all of the workers were paid less than \$789; two-fifths were paid less than \$958; three-fifths were paid less than \$1,196; and four-fifths were paid less than \$1,560 per year. An average of the salaries of 389 social workers, most of them cultured and well educated, many of them college graduates, gave a median salary of only \$1,026. Compare with this the minimum wage recommended by the War Labor Board for the common laborer. The Board declared that a common laborer required for his proper

subsistence a minimum of 42 cents an hour, with a 48-hour week, which means a yearly wage of \$1,048.\*

A table drawn from this study giving averages by classes of the salaries of 302 employes will aid in solving problems for different types of workers. Five groups are here presented, as those most numerous in ordinary social work. The executives include superintendents, matrons and heads of departments. The case and field workers include investigators and some doing relief and other general work. Club workers are employed in various recreational, vocational, and social settlement activities. Clerical and manual workers include the office help and those employed as engineers, janitors or gardeners. Nurses and attendants are mostly those employed in child-caring institutions.

*Salaries of Social Workers by Classes.*

Type of Worker	No. of Work-ers	Less than \$900	\$900 to \$1,200	\$1,200 to \$1,500	\$1,500 to \$1,800	\$1,800 to \$3,000	\$3,000 to \$5,000
		Per ct	Per ct.	Per ct.	Per ct.	Per ct.	Per ct.
Executives .....	93	1.0	7.3	31.2	11.9	35.4	13.0
Case and Field Workers..	67	31.4	41.8	13.5	8.9	4.4	....
Club Workers .....	42	45.3	31.0	11.9	2.3	9.5	....
Clerical and Man'l Work'rs	34	47.1	26.5	14.8	2.9	8.7	....
Nurses and Attendants....	66	59.1	39.4	....	1.5	....	....
Total .....	302	45.7*	34.7*	13.4**	3.9*	7.5**	....

\* Omitting executives, average for the four classes represented.

\*\* Omitting executives, averages for the three classes represented.

The averages in the total line are found by dividing the sum of the percentages by the number of classes of workers. This would give exact results if the number of workers in each class was the same. As it is, the percentage is only approximate, but close enough to be suggestive. The executives are omitted as probably now receiving sufficient compensation.

It will be noted that 91.5 per cent of all executives receive more than \$1,200 a year, while over 80 per cent of all subordinates receive less than \$1,200 a year. Nearly 46 per cent of all subordinates get less than \$900 a year. Evidently more than half of them by number receive less than the minimum wage of a common laborer. Any Colorado institutions that are paying on a similar basis should as a matter of justice bring their salaries up to a plane conforming more nearly to the cost of present-day living.

\*A recent statement of the United States Department of Labor declared that at present prices a family of five could not live comfortably on less than \$2,500 a year.

## CHAPTER VII.

### CHILD CARE IN INSTITUTIONS.

**F**OR nearly a century after the establishment of our national government the orphan asylum or institutional plan of dealing with dependent children was the prevailing method in the United States. It is still very important although the rapid development of organized child-placing in families within the last fifty years has greatly diminished dependence upon the care of children in institutions.

More recent in their development than orphanages and children's homes are institutions for delinquent and defective children. The earliest of these date back to the first half of the nineteenth century, but their main advance in numbers and usefulness relates to the last thirty or forty years. The central ideas of these special institutions are segregation for personal and social benefit, and care and treatment suited to the persons and classes concerned.

The orphanages and children's homes are mainly supported by private benevolence and are under private management; but the special institutions for delinquents and defectives are as generally given public support and are under public management. In the first group the managing Boards are composed of selected philanthropic persons who serve gratuitously; in the other group State, County, or City officials, or Boards under official appointment, bear the responsibilities of management and control.

While there are innumerable problems connected with institutions for delinquents and defectives, most of those that are related to the classes served call for such technical, medical, psychological, and penological studies that they can not here be definitely considered. There are, however, many general problems of institutional operation, chiefly related to the physical care of inmates, specially applicable to the orphanages and homes, but in the main equally applicable to the institutions for delinquents and defectives, that should be dwelt upon somewhat in detail.

COLORADO CONDITIONS. On the average there are about 2,400 children in the child-caring institutions of Colorado, and over 5,000 children are annually received as inmates for a period of care. They will be men and women, most of them will be voting citizens, tomorrow. What will they be physically, mentally, morally, when that tomorrow comes? What of the other hundreds and thousands who year after year will pass into and out of the child-caring institutions of Colorado?

A small number of neglected, ill-trained, wrongly educated "charity children," may be the leaven of red socialism and Bolshevism for the community and the state of the future. The institutional care of such children must adequately meet the needs of today, in relation to health, education and moral training, or we shall become criminally liable for their future character and their vicious or evil deeds. The kind and quality of care given to children in institutions is not a matter of interest only to social workers and active philanthropists, but is of vital concern to every citizen.

In our study of the child-caring institutions, although in some instances methods and conditions were found not quite up to the standards of today, it was thought best, in most cases, to refrain from special criticisms or specific recommendations. The constructive method seems preferable. If existing ills can be mentioned or implied, and proper remedies indicated, without hurting the feelings of the responsible parties, changes for the better are much more likely to result. Therefore we will consider the institutions and their work as a whole, presenting some approved methods and outlining some standards, and permitting each one concerned to make his own application; hoping that each will try conscientiously to fit our suggestions to existing conditions.

INSTITUTIONALISM. The central fault of most child-caring institutions is that their wards do not and can not develop initiative, self-reliance, independence, and strength of character. Life in an institution is contrary to child nature. It is formal, artificial, and unnatural. In this respect most small institutions are

less objectionable than large ones. Generally speaking, the larger the institution the greater is its institutionalizing influence.

The great building is heated by steam from an exterior power house. The child is one of hundreds to respond unitedly to a rising bell, dress in a certain way and in a limited time, make his ablutions in a throng by rule under orders, and go to meals with a large crowd in well-disciplined ranks. The cooking is done by wholesale in great receptacles on huge ranges, and the food is parcelled out by rule in similar kinds and quantities to all of like sizes and ages. The duties of the day are performed under the eyes of attendants, each service by selected groups. Schooling is formal continuation of directed mass activity. Even play is limited and circumscribed by plant and environment conditions. The day ends in general dormitories where personal wishes and natural modesty must be forgotten, and where individual preferences must be toned into a neutral quiet and decorum for the good of the mass. However altruistic the managers and attendants, children so reared become typical, and are said to be "institutionalized."

The best orphan asylums and children's homes long ago recognized this effect of institutional life, and have persistently sought to overcome it. Great efforts have been made to adapt institution conditions to the personal needs and development of the children. Small institutions have quite successfully imitated the main features of ordinary family life. Large institutions have divided their hundreds into "families" of twenties or thirties, with housemothers and housefathers in direct charge, and with living conditions modified familywise as much as possible. Children are taught the use of money. They are kept in touch with their friends out in the world. Efficient schooling is provided. Some vocational training is given. And there is an increasing effort on the part of institutional officers to watch over their wards with fostering care for a time after they leave the institution.

There are still many institutions of the old-fashioned type, where institutionalizing goes on perpetually, and from which depart ill-trained and inefficient boys and girls, lacking in initia-

tive and self-reliance, and with the ways of ordinary life and the competitions of the world all to learn after they are cast into them. It is feared that some Colorado institutions are not absolutely above criticism in this respect, and should modernize to prevent institutionalism.

**TYPES OF HOUSING.** There are two principal types of institutional plants, usually designated by the terms cottage and congregate. The "cottage" type is indicated by limited groups of children, in small buildings, and care and spirit in imitation of ordinary family life. The "congregate" type is indicated generally by large buildings and care of children en masse, with little individual treatment of inmates. No absolute line can be drawn defining and dividing the two types. The spirit and character of the service rendered, more than the numbers in the groups or the size of the buildings, are type indications.

A real "cottage" institution is said to be one "composed of one or more cottages, each containing no more children than can be given personal and individual care, permeated with a real family spirit, the number not to exceed 30 in any one cottage, and in which each cottage is a complete domestic unit, with its own kitchen, dining room and heating plant."

In like manner a "congregate" institution is defined as one "in which children are gathered in one or more large buildings, each of which usually houses 40 or more inmates, with spirit and methods adapted to mass care, and the treatment of the children collective rather than individual." If general kitchens, dining rooms and dormitories are used, and the methods employed are adapted to groups rather than persons, institutions will be counted "congregate" even though only a score of inmates are in care.

The "congregate" type is the one longest in use, and comes down to us from ancient times. Some of the first built in this country are more than a century old. Many of those erected in the last few years are of fire-proof construction and fully modern in equipment. Although many are practically perfect from a structural standpoint, they nearly all institutionalize their inmates. The "cottage" type is of recent date, and is the



outcome of efforts to give needy children group care without setting upon them the stamp of institutionalism. The great majority of child-caring institutions recently erected, or in process of erection, are of the "cottage" type, as all leading experts now recommend.

The best approved type of building and service for modern child care in institutions is aptly described in these words of Dr. Hastings H. Hart:

"In the twentieth century orphan asylums the superintendent is a man or woman of culture, with the instincts of a high-grade school teacher. The children live in cottages containing from 12 to 30 children. Each cottage has its own kitchen, dining room, and living room, with a housemother who is in close personal touch and sympathy with the members of her family. The dining room, the kitchen, and the living room resemble as closely as possible those of an ordinary family home. There is a carefully chosen library supplied not only with books but with games. The children give parties to the children in other cottages, keep pets, build rabbit hutches and playhouses, earn a little money and learn to spend it. The children either attend a good public school or have schools of their own which are equal in their curriculum and instruction to those of public schools. They are instructed in some practical vocation, and when they leave the orphanage remain under the friendly watch-care of its officers until they are fairly established in life."

Most of the Colorado institutions are of the "congregate" type. Even in recent years several large and costly congregate buildings have been erected. One, first occupied in 1920, has a capacity for 300 children and cost over \$300,000. Those who have studied the trend of events in many states, and have noted the decided advantages of the "cottage" type of buildings, regret exceedingly that conservatism is so apparent in this state. It is to be hoped that other institutions expecting to erect new plants will consider favorably the benefits to be derived from the "cottage" type of structure, and the facilities "cottages" furnish for the better development of dependent children.

**FUNCTIONS AND SERVICE.** The first duty of an institution is to determine the class of children it can serve most efficiently; define its limitations in regard to field, race, age and sex of wards; and decide upon the functions it will perform in behalf of its inmates. Yet this first duty is seldom intelligently performed. Many institutions, like Topsy, just grow. They are produced by circumstances rather than planned by careful study.

They are created under the stimulus of particular, immediate, and often very limited needs; organized more or less wisely; incorporated under lax and indefinite state laws; and operate with only vague and restricted ideas of institutional responsibility, standards of institutional care, and the cost of institutional service.

As a result, scores of institutions are today opening their doors to classes which they are unfitted to serve, or that should be refused service; are struggling against community competition for funds to continue their uncertain existence; and are performing their supposed functions in such unskillful and inferior ways as to invite criticism almost amounting to condemnation.

The majority of child-helping agencies and institutions have grown up without any vital relation to others, and each goes its lone way without realizing or attempting to understand its relationship to larger or general social conditions. Those in the same city compete for financial support, run the whole gamut from best to worst in the physical care of their wards, duplicate unnecessarily each other's functions, leave untouched as out of their line real and vital community needs while wasting much of their strength on the barren ground of ancient and outgrown activities, and live at the expense of the people on the good deeds of the past while allowing the community to suffer because of unsolved social problems.

But this is an age of unified social systems, definite community programs, limitation of institutional functions, and general co-operation. Constructive child welfare work sees not merely the isolated child lifting up its puny hands for help, but also that same child as a member of its family, as related to a widening circle of kindred and friends, as an element in a neighborhood, as a unit in a school or a church, and finally in its relations to government, as an immature citizen of the City, the State, and the Nation. Institutional functions and service should be based upon ability to do more for a child in some or all of these connections than can or will be done by any other agency.

Functions and service will vary according to the age of the

beneficiaries, their personal condition, and their social status. Expert child welfare workers have outlined types of dependent classes to facilitate decisions in these matters, and a modification of their suggestions is here presented. Admission into institutions should be arranged and limited according to ability to provide properly for and positively benefit children of the following types:

### I. Age Basis:

1. Infants, including all children from birth to two years of age.
2. Children from infancy to school age.
3. Children from school age to working age.
4. Children from working age to majority.

### II. Personal Conditions:

1. Children who are physically normal.
2. Children who are mentally normal.
3. Children with definite degrees of mental defects.
4. Children with definite degrees of physical defects.
5. Children of abnormal conduct without apparent mental or physical defects to which their conduct might be attributed.

### III. Social Status:

1. Dependent orphans, meaning children lacking both parents and entirely without natural support.
2. Dependent or neglected half-orphans, children with one living parent, whose inability, unwillingness, or unfitness to provide a proper support makes the children subjects for philanthropic care.
3. Neglected or dependent children, with both parents living, who although worthy are unable to provide for their children properly, or who are unworthy, and whose gross unfitness constitutes cause for the child's removal from their custody.
4. Children who are violators of laws and ordinances, or are incorrigible, and thus require correction, restraint, or custodial care.
5. Children of unmarried parents, who either can not or will not provide for their progeny.

**CASE STUDY.** The successful treatment of a dependent, delinquent, or defective child demands first of all a careful study both of the child himself and of his family and environment. This case study is no longer a matter of choice. It is now a matter of necessity. Social welfare work has progressed to a point where neglect of case study by an agency or an institution is counted a serious omission. Nor can the unsupported statements of alleged facts by persons most interested in having the child accepted by an agency or admitted to an institution be counted sufficient. Personal investigation by trained or expe-

rienced agents, of the child and its family, of existing conditions and environmental influences, is now required by the practically unanimous voice of the social service world.

Not all of the Colorado institutions are meeting present-day requirements along these lines. Clayton College and the Myron Stratton Home appear to be making excellent case studies of all applicants for admission. The Denver Orphans' Home, and perhaps one or two others, have had their case studies made by the Denver Social Service Bureau. But the majority of the child-caring institutions of Colorado are more or less neglectful in regard to this important matter. Limited inquiries are made by superintendents and matrons, or by the Board's committee on admission, and children are received when this superficial study of persons and circumstances seems to warrant it. Many improper and unnecessary receptions thus occur, and the institutions are handicapped in their service by a lack of clear and definite information.

It should be required of each agency or institution that either on its staff or closely connected with it shall be trained agents and equipment for case work and thorough examinations. To more clearly indicate the scope and character of the investigations now held to be essential, an outline is presented below, condensed and arranged from several recent publications by leading child welfare workers and groups of agencies and institutions. Adequate case study involves three related but reasonably distinct lines of investigation, one social and the other two personal in their elements.

### I. Social Status of the Child:

1. Investigation of parents and other members of the family, ascertaining facts pertaining to personal history, marital life, physical and mental health, conduct, habits, character, education, industry, working positions, income, financial ability and stability.
2. Investigation of maternal and paternal grandparents, aunts and uncles, covering largely the same items of concern as in cases of the parents, with especial regard to ability and fitness to either personally aid in or plan for the child's care and future.
3. Inquiries in regard to secondary family resources, such as distant relatives, special friends, or even interested acquaintances, for the purpose of rounding up all possible natural sources of help and care.

4. Searching out and consulting with community resources related to the child, such as the school, the church, clubs, legal agencies, public and private relief agencies,—any or all of which may have important facts to give that will modify decisions and action.
5. Direct study should be given to the neighborhood and environment in which the child has lived, to show special influences relating to manners, habits, advancement in school, moral associations, etc.
6. The social status of children born out of wedlock should be determined by the same standards of investigation as are applied to children born of legal parents although the manner of approach and inquiry may vary according to the conditions and circumstances.

## II. Physical Study of the Child :

1. Drawn from the first section, but specially applied to the subject himself, should be a study of the child's heredity, to discover if possible whether he is likely to be a victim of feeble-mindedness, insanity, epilepsy or syphilis; or is liable to develop tendencies toward alcoholism or tuberculosis.
2. A study of the child's physical condition. This will require a thorough examination by a physician especially qualified to cover all the points related to general normality of body, digestive apparatus, heart and lungs, genital organs, blood circulation, and condition of the skin, eyes, ears, nose, throat and teeth. Some progressive organizations now insist on examinations by specialists on these various lines.
3. All infants and children, whose conduct or whose parental or social history is such as to indicate the possibility of specific physical trouble, should have the Wasserman test, or the blood tests for tuberculosis, or both of them.

## III. Study of the Child's Mentality :

1. All children over three years of age (some say only those over five), whose conduct or whose parental or social history indicates possible mental defects, should be given a thorough mental examination. This implies a psychological examination by an expert, using the Binet-Simon and other tests, to determine normality or abnormality, special aptitudes, relative mental age, and educational progress.
2. In some cases additional study will be required if children are found to be erratic, emotionally upset, or nervously disordered. In such cases a psychiatrist, that is a physician who has made a specialty of mental and nervous disorders, in other words, a psychological specialist, should be consulted.
3. In cases of children of school age the tests for relative mental age and advancement must be supplemented by inquiries as to home conditions, opportunities for schooling afforded or denied, kindness or cruelty of parents, and other conditions that affect progress. Many dullards have been shown to be merely backward by no fault or imperfections of their own, and under proper stimuli have later made up even several years of deficiency noted in mental tests.

**SOME ADMINISTRATION ESSENTIALS.** To suggest detailed changes and improvements to particular institutions without personal observation of their methods, would be like a doctor prescribing for a patient without knowing the ailment. It is possible, however, to designate some methods and conditions of almost universal application, that are now accepted by the most progressive institutions, and that should be given serious consideration by all others. Among these are a number of administration essentials of considerable importance.

1. **Limited Activities.** Each institution should limit its activities to the work for which it is specifically organized, and for which it has arranged its plant and acquired its equipment.

2. **Institutional Staff.** The staff of workers should consist of broad-minded men and women who have an understanding of the true nature of childhood, and who will remember that the child is only temporarily in the institution and must soon return to the associations and conditions of ordinary life. They also must realize that any attempt to crush the initiative and individuality that the child possesses helps to make it unfit to enter the fight for existence on equal terms with other members of the community.

3. **Sufficient Workers.** There should be sufficient trained workers in every institution to adequately supervise all its activities, and enough attendants to perform the institutional work without unduly burdening the children old enough to assist. It should be noted that at present the employes of many institutions are greatly overworked and badly underpaid.

4. **Proper Schooling.** Education in all of the institutions where the children are not directly related to the public school system, should be brought up to the standard of the public schools.

5. **Minimum Requirements.** The meal menus and diet of the children, the dining room equipment, clothing, sleeping quarters, bathing and lavatory facilities, recreational arrangements, and general sanitation should be brought up in every institution to certain minimum requirements, to be designated by a proper state authority.

6. **Uniform Standards.** The standards of living and training, physical, mental, and moral, to develop the child's individuality and foster its higher life, should be raised in many institutions, and should in some measure be made uniform throughout the state. This uniformity should be secured without interfering with denominational religious instruction.

7. **Satisfactory Record Keeping.** Adequate records of all child-caring work, whether by agencies or institutions, are as essential to modern forms of service as are temperature charts in fever cases. This fact can not be too greatly emphasized, as many institutions are exceedingly careless about it. They seem to think that if they keep good financial records, those relating to the children themselves are of small moment. Really, the records of the children are infinitely more important than those in regard to mere money. Yet of all neglected matters on the part of institutional administrators, the slighted and slouchily kept records of inmates are pre-eminent.

No institution does its duty by its wards that neglects to put down in black and white every essential matter connected with their institutional life. The results of the case study, heretofore described and advocated, obtained at or before the time of reception, should be carefully filed for future use. All legal or court action should be represented by original documents or cer-

tified copies. Correspondence with relatives, legal officials, or with the child himself, should be sacredly kept. After the child leaves the institution, all papers giving details concerning its whereabouts and welfare should be put with the documents already in hand. To do this for the child's sake is only decent and humane, and all of these papers may be important in after years as relatives seek to trace their kin, as executors endeavor to locate heirs of property, and for various civic and social reasons.

Forms for the chief records of case study, family history, physical and mental examination, court orders assigning children to agencies and institutions, papers necessary in the legal process of adoption, records of the visitation of individual children by public or private agents in institutions or in family homes, and forms for annual reports to the State Board for control and supervision, should be provided by the state, and be uniform for all of the same or allied classes.

Suitable forms for the general records of institutions covering both children and finance, can now be obtained at very moderate prices. The Department of Child-Helping of the Russell Sage Foundation, 130 East 22nd Street, New York City, will give advice and information on this matter at any time, without cost save postage. One of its publications, *Elements of Record Keeping for Child-Helping Institutions*, by Georgia G. Ralph, can be had for \$1.50 a copy, and is a real mine of valuable information. Poor and insufficient records are a disgrace to any institution that pretends at all to a place anywhere except at the rear of the procession.

**ELEMENTAL STANDARDS OF CARE.** There are wide differences among the institutions of every state in regard to the essentials of physical care. Indexes of institutional conditions, not conclusive but suggestive, are cost of plant per bed and per capita expense of maintenance. It is evident that an institution that expends only \$250 annually per child can not provide service equal to that of an institution with a per capita expense double or treble that sum. It is not possible to establish off-hand a standard of physical care that will apply to all institutions; but we may define a number of important essentials, and suggest that any institutions below par in these regards endeavor to raise their work to a higher plane.

Children cared for in institutions need for healthy development just what is needed by those outside of them. They should have food of right quantity and quality, proper clothing and suitable housing. Their care should include the establishment of correct health habits. Their social rights should be conserved, and they should be entitled to contact with friends of both sexes. They ought to learn citizenship through participation in community activities. They should be given appropriate educational, recreational, vocational, and cultural opportunities.

They are likewise entitled to careful but not narrow or bigoted moral and religious teaching and training.

1. Living Conditions. Living rooms in institutions should be cheerful, glowing with sunshine and adorned with pictures. They should possess the free atmosphere of a family home. At New Orleans recently a visitor inquired if the children never slid down the big black-walnut bannisters into the front hall. "No, indeed," said the attendant, "they know better than to do that. Our children always go down the back stairs." The front rooms of this orphanage were well furnished although in an old-fashioned way, but it was evident that no children ever lived or played there; to the rear were ill-furnished and disorderly quarters where slatternly attendants watched over and scolded the poor juveniles there imprisoned through no fault of their own. It was an example of living conditions as they ought not to be. Dark halls, disorderly and badly furnished living rooms, and snarling attendants to keep down childish spirits and limit childish actions, disgrace the idea of humane institutional care.

2. Dietary. Every child-caring institution should have a well arranged and varied dietary. Few are now giving sufficient attention to food values or to the necessity of building strong bodies. In some there is an excessive use of starchy foods, with nothing to balance them. The deepest ruts in some institutions lead from the kitchen to the dining room; that is, at all seasons, the same food takes the same track. We know of institutions that have "bean day; soup day; meat day; fish day"; and so on, the year around. You know in the morning just what will be on the table that day at every meal; and it is a gastronomical crime against childhood to perpetuate such a system. Menus should not be established because they are easy for the cook, but should be arranged and rearranged for the benefit of the children.

3. Dietitians. The Boys' and Girls' Aid Society of Portland, Oregon, and the Jewish Orphans' Home of New Orleans, Louisiana, are among the institutions that have set an example for others in the regular employment of graduate dietitians, who are put in charge of the purchase of food, the making of menus, and the kitchen and dining room service of the institutions. These institutions are mentioned because they have had these official assistants for the past eight years, and thus have demonstrated their worth and desirability. They have found the results more than satisfactory in the improved health and development of their wards. The food cost is no greater, the meals are more varied and appetizing than formerly, they possess the proper elements to meet the needs of growing children, and the service is in every way improved. Their example is cordially commended to the institutions of Colorado.

4. Dining Rooms. Many institutions ought to improve their dining rooms and their equipment. They are imitating the orphanages of 50 years ago. The writer has seen within a few weeks long oilcloth-covered tables, with backless benches for seats, very poor and discreditable dishes and cutlery, no napkins, and a general air of desolation in the dining room itself, which was pervaded with a "stale institutional smell." Tablecloths and napkins have a distinct educational value, to say nothing of their need for decent service. Chairs should take the place of the rude benches, and cheerfully decorated walls should surround the transformed tables. As far as possible, light and beauty should be utilized to make the youthful diners happy, and promote the digestion of well-selected food.

5. Milk Supply. To disregard the sources of the institution's milk supply is to invite epidemics of typhoid, diphtheria, scarlet fever, sore throat, and bowel troubles, often involving deaths of both children and adults. When



the cows, stables, and farm hands are dirty; when pails and cans are not sterilized; when milk is left exposed to flies and filth; or when the cows are actually diseased, the milk becomes alive with bacteria and sickness and death result. Every executive officer of an institution should know, not take it for granted, that none of these things is true in regard to the milk supply of the institution.

6. Bathing Facilities. Adequate bathing facilities include both an adequate number of tubs, supplied with hot and cold water, and well-arranged showers. There is a physical and a moral tonic in frequent baths. Many superintendents now favor the shower for all purposes except for the special soaking and scrubbing of newcomers, for the babies and littlest children, and the frail and delicate ones, all of whom must be aided by attendants. A few large institutions may be able to afford a bathing pool, but this is possible only to those financially favored.

7. Toilet Articles. Each child should have for his own exclusive use a number of toilet articles, including comb, hair-brush, tooth-brush, tooth-paste, soap, and towels. It is usual to keep these in the wash room. Each child should have a small case or compartment to hold them, marked with his name. Towels should not be hung so closely together as to touch, for if this happens the danger is almost as great as the use of a common towel, that former spreader of eye troubles and skin diseases.

8. Dormitories. Formerly it was customary to have large rooms with from 20 to 100 beds in them for institutional children. This type of dormitories is not extinct in Colorado or in many other states. But the tendency of all progressive institutions is to have fewer children occupy the same sleeping room, thus promoting both modesty and healthfulness. It is very unsanitary to crowd dormitories or smaller sleeping rooms. As a minimum each child should have about 50 square feet of floor space, and not less than 500 cubic feet of air surrounding him in his sleeping quarters. The New York law requires 600 cubic feet of air for each dormitory inmate in a child-caring institution. Some dormitories, even in Colorado, have only small windows on a single side, with no cross ventilation. The ideal in this respect is reached in a few institutions where large windows on three sides provide unlimited ventilation. The use of exterior "sleeping porches" is also heartily commended.

9. Care of Infants. Colorado has no foundling asylums, that is, institutions wholly engaged in the care of infants, although there is perhaps a hospital ward so employed. There are three institutions that care for mothers and babies. In all of these there seem to be trained nurses, good medical care and oversight, careful general management, and only a moderate death rate. Many foundling asylums have an average mortality among their inmates of over 50 per cent, and some in the eastern states have reached a mortality of over 90 per cent in the first year of life. This fact is noted to discourage if possible the establishment of a foundling asylum in Denver. There is another way to care for dependent babies that is now used extensively in many states, and that produces even better results than the finest institutional care. In several states practically all such babies under one year old are boarded in selected private families, no more than two or three to be in the care of one woman at the same time. This plan gives individual care to every infant, and prevents epidemics and the spread of bowel trouble and other diseases. The cost is no greater than good nursery care, averaging from \$4.00 to \$6.00 per week, according to age and condition. The society or institution arranging for such care of infants must supervise thoroughly, by a trained nurse and an attending physician.

10. Clothing. The wearing of a uniform dress by the children has been abandoned by most up-to-date institutions. Fifty years ago it was a very

common institutional practice. Nor should an institution use the scarcely more desirable plan of clothing the home group from a mass of donated stuff, assorted by sizes, and not belonging to anybody in particular. Clean and attractive clothing, not necessarily expensive, but definitely assigned to each child, so that it is his own, will help cultivate personality and self-reliance.

11. Cleanliness. The standard of cleanliness is that of the average private home. If this standard is maintained, the visitor will not meet at the door that "indescribable institutional smell" which is inseparably associated with the average orphanage of the old-fashioned type. And, of course, the mingled malodors of ill-kept lavatories, filthy kitchens, littered storerooms, and neglected beds, will be agreeably absent. Flies and mosquitoes, those personal torments of children and evil carriers of disease, will be killed or driven out of doors, and every door and window will be equipped with first-class screens. Cleanliness is the basal essential of health in an institution. Yet, as a word of caution, let it be remembered that even cleanliness may be carried to an extreme. There is a golden mean in home and personal cleanliness, as well as conduct and discipline. Boys and girls as well as older people may be made absolutely unhappy by too careful housekeeping, and the insistence upon order and exactness of condition. Really, the institution is for the benefit of the children, and the plant should be so used as to make them as happy and comfortable as possible.

12. Children's Work. A reasonable amount of the daily domestic work of the home should be done by the older inmates. Every normal child should be required to attend to suitable duties regularly; but some institutions are inclined to carry child labor to an unwarranted extreme. The small child of six as well as the larger boy or girl should tender some service, but none should be exploited for the benefit of the institution. The right and reasonable basis on which to determine the work for institution children is: What sort of work and how much of it would we assign to them if they were our own flesh and blood? The children in the institutions are not alien and barbaric sprouts of humanity; they are the children of our unfortunate neighbors, and in the main are of the same fiber and natures as those of our own fireside.

13. Desirable Play. It is as truly a duty of the home to provide recreation for the children in care as it is to give them meals three times a day. Play is a necessity of well-being in all people, but is especially necessary to juvenile humanity. It is also an essential factor in education. The writer is inclined to think a play director about as indispensable to the home corps of workers as a nurse or a matron. At any rate, the nurse or matron must be a capable play leader to make the home work a success, if no one is employed specially as a play director. Keep the children happy, and they will be more healthful, learn more quickly, have better dispositions, and pay big dividends in improved conduct.

14. Educational Advantages. Some institutions, especially those of denominational character, feel it best to maintain a school of their own, and teach the children generally up to the eighth grade within the institution. The majority of progressive institutions have their wards attend the public schools, thus keeping them in touch with associates in ordinary family life. The latter plan is most heartily approved as it enables the children to mingle with those from normal homes, gives them access to numerous school privileges and entertainments, and puts them on their metal in competition in classes and on the playground.

15. Vocational Training. Great emphasis is now being put upon pre-vocational and industrial training in all parts of the country. It is a necessity that all institutions for dependent and delinquent children, and in some

degree those for defective children, especially the morons and the physically crippled and deformed, heed this call of the age. Some measure of training should be inaugurated in every institution or be made accessible to all children ten years of age or older. Many of the leading institutions are sending their older wards out to special schools, business colleges, dressmaking establishments, and other manufactories, to fit them for self-support as soon as they are old enough to go out and do for themselves. Some Colorado institutions need to "speed up" in this regard.

16. Sex Separation. One of the conditions to be found in many institutions for children that tends to retard initiative and individuality is failure to permit the proper mingling of the sexes. In most institutions doing a general work there will be found brothers and sisters who, on account of this failure, are unable to communicate freely with each other. In the dining rooms of these institutions you will find the boys ranged on one side and the girls on the other side of the room, regardless of the relationship of the children, and they are fortunate if in addition to separation there is not a rule of silence at meals. Even on the playground the same separation is enforced by many institutions. Such arrangements are contrary to what exists in the natural home of the children. They should not be deprived of the right to live as nearly as possible in the natural way. Let brothers and sisters and classmates eat and play together, allow them to walk to school together, give them a home and family atmosphere to live in, and such proper mingling of the sexes will create a healthier and better moral tone.

17. Religious Privileges. It is taken for granted that whether denominational or nonsectarian the institution is deeply interested in the moral and religious development of its wards. It will, therefore, provide suitable teaching, training, and religious privileges for them. This does not imply narrowness or sectarianism. There should be brief but earnest daily services or exercises within the institution, attended by all, and made a real and vital part of the day's doings, but the main spiritual stimulus must come from the officers and attendants in their personal and intimate relations with the children. The officers and their helpers are for the time in the place of parents, relatives, pastors of churches, and others who exercise helpful influence over children in ordinary life. Every employe should therefore be clean and truly religious in thought and action. Theirs is the responsibility to set a daily example of right living, personal control, high purpose, sympathy, and spiritual discipline.

Attendance at church services should be encouraged. It is a habit that should be early formed, and the duty of it should be tactfully enforced. Officers and attendants should set the example of regularity in church going, and desire not to miss the services. Sometimes all will be able to attend the same church, but it will sometimes be best, for denominational or other reasons, to divide the children, some going to one church and some to another. Attendants should accompany them as parents would, to look after their welfare and to aid the restless ones in keeping their conduct in harmony with the place and the time. Two things seem to be specially important: (1) That all institutional children should have adequate and suitable religious privileges; and (2) that their own faith, if established, or that of their parents, be honestly and wisely recognized.

In some institutions a group of neighboring clergymen alternate in conducting services for the children. Such a plan may be desirable for the institution located in the country; but regular attendance at some church is preferable.

Dr. Hastings H. Hart says in his book, "Preventive Treatment of Neglected Children":

"Religious instruction should be given to the children by religious

teachers chosen and authorized by the superintendent and trustees. They should be chosen with special reference to their piety, wisdom, sympathy and aptness in dealing with children.

"The religious training of the children must be directed, and its general methods regulated, by the authorities of the institution. The practice of allowing every zealous clergyman, every representative of the Young Men's Christian Association, or of a Christian Endeavor Society, or of Woman's Christian Temperance Union, to administer religious instruction to the children, as they may see fit, is not only a wrong educational method, but it is a wrong religious method. However good their intentions, and however correct their teaching, they necessarily lack the experience and the knowledge of the needs of the children which are essential to the accomplishment of the best results. Scientific method is just as essential in the religious training of the child as in his intellectual and physical training. It would be as reasonable to try to carry on the day school of the institution by means of a succession of visiting teachers trained and untrained, as to carry on the religious training by the same method."

## CHAPTER VIII.

### CHILD-PLACING IN FAMILIES.

**T**HE use of selected family homes instead of large child-caring institutions, and of altruistic foster parents instead of hired attendants, in providing for neglected, destitute and homeless children, is an important part of child welfare work in every commonwealth, in fact throughout the civilized world.

To many of our people child-placing is a term of vague and perhaps of even unpleasant meaning. Many have no adequate conception of the ideals, work and methods of child-placing agencies. Qualified social workers in other lines of service often fail to recognize the field, the connections and the services rendered by child-placing organizations. Officers of child-caring institutions frequently oppose child-placing from a mistaken idea that the two methods are antagonistic, when in reality they are the two hands of the mother state to lift depressed children into higher social and living conditions. Therefore it is quite important to here indicate the relations, essentials and advantages of this type of social service.

**COLORADO AND OTHER STATES.** The State of Colorado is committed by statute to the plan of child-placing in families through its State Home for Dependent Children, but its general practice is about as closely identified with the institutional method of care as any state in the Union. Less real placing-out in family homes by organized agencies is done in Colorado than in any one of the six states personally studied by the writer in the last ten years. Social workers say of Colorado: "The state is very much institutionalized."

Although various agencies for child-placing have been started within the state, none have prospered; and it is probable that there is now less interest in Colorado in this method of child saving than there was twenty years ago. Dependence upon the

institutional care of all classes that require charitable aid apparently has steadily increased with the passing years, and the use of the foster home has been increasingly neglected and to some extent opposed. One finds it difficult to account for this exceptional situation.

In most states the tendency has been just the other way. The institutional care of children has been the subject of constant although friendly criticism, and institutional methods have been very materially modified and improved since the present century began; and the use of family home care has been immensely increased. Everywhere, north and south, child-placing seems to be receiving more and more attention each year; multitudes of new agencies for this kind of work are being established; and larger numbers of children are being placed-out according to ever-improving modern methods.

The large and varied American agencies for this service are partly under public and partly under private management. The public agencies of states, counties and cities annually place many thousands of children in family homes, some on board, some for adoption, and some with home privileges as a part or all of their wages for services; the public agencies of Massachusetts alone having now over 7,000 wards thus placed-out and under careful supervision.

However, the majority of child-placing organizations in the United States are under private management. At New Orleans, April 12-13, 1920, was held the annual conference of the National Home and Welfare Association, a federation of 35 child-placing societies under private management but covering state-wide fields, and the statistical secretary there reported the handling by this group of 50,000 children within the previous year. There are now in this country over two hundred private child-placing agencies, that by conservative estimates handle annually over 100,000 children.

While the placing of children in family homes is mainly in the hands of these regular agencies, placing-out is done as an incidental work by nearly all child-caring institutions, especially in arranging for wards who have reached the age or time for

dismissal. A large amount of sporadic and unsystematic child-placing is done also by juvenile courts, humane societies, associated charities, directors of the poor, hospital officers and nurses, lying-in home keepers, midwives, baby farmers, lawyers, physicians, and clergymen.

**IDEALS AND PRACTICAL NECESSITIES.** The central conviction of the advocates of child-placing is that the family home is the natural and divinely instituted place for the rearing of children, and that man-made substitutes in the form of institutions, no matter how well they are equipped and managed, are positively inferior in possibilities of physical care, development of high personal qualities, and training the children in the essentials of social and religious life. Even the average private home, where a welcome child is accepted as a member of the family, is counted superior to most institutions where many children are herded together. The advocates of child-placing also sincerely believe that: "There is a proper foster home for every homeless child." They emphatically declare: "There are two things that should not be—a home without a child and a child without a home."

But homeless children do not gravitate naturally into proper foster homes. Too often, if not rescued and humanely located, they become the prey of selfish and unscrupulous people. Ignorant, careless and conscienceless persons place infants and even older children in homes and families that are utterly unfit to care for them. If children so placed live to grow up, too often they become vagrants and criminals. Wrong methods of placing-out produce uncertain and generally evil results.

Suitable and really altruistic organizations to find proper homes, place needy children within them, and follow up the placements with adequate personal supervision, are practical necessities in child-placing work. Careless and haphazard placing-out by irresponsible individuals and temporary organizations is now looked upon as a social crime. Therefore such child-placing should be prohibited, and the work done always by approved permanent agencies and institutions. Every applicant, his home, and its environment, should be personally and thoroughly inves-

tigated. Every child placed-out should be just as closely studied, and then carefully fitted into the new relationships and environment. Both the home and the child should be kept under personal and adequate supervision until the latter receives legal adoption or attains legal age. Child-placing wisely and watchfully done under such conditions, will prove in the highest degree economical, satisfactory, and successful.

**WORKING BASIS OF AGENCIES.** It is believed that in the near future new child-placing agencies, both public and private, will be established in Colorado. They should be founded and maintained on a working basis both scientific and enduring. It is highly important that right ideas of their functions, and of the necessary basis for their proper operation, should be in the minds of their sponsors and supporters and throughout the commonwealth.

Each agency, society, or public department for child-placing, in order to work along modern lines, must have suitable facilities, appropriate equipment, and capable working forces, to meet its varied needs and carry on its numerous related activities. Present-day standards require more than was demanded even five or ten years ago. An outline of the principal essentials of a modern child-placing agency, and the chief requirements of its work, is here given. It will both illustrate the functions and activities of such organizations and place before the readers of this report the minimum working basis the State of Colorado should demand of all agencies engaging in child-placing work. If these essentials are not present, or any agency fails to measure up to them reasonably well, the agency should be reconstructed, standardized, or abolished.

Essentials of a modern child-placing agency:

1. The agency must have a stable organization, duly approved by proper State authorities; be adequately financed to do effective work; have good equipment for the use of its workers; employ capable trained or experienced people; and as a rule use a society headquarters that includes a receiving home for the temporary care of children.
2. It must be authorized to assume the guardianship of the persons of the children served, and be prepared to receive them legally and formally into care at any time.
3. It must give to its wards immediate care and shelter, no matter what part of the field they are received from, either by hiring them boarded in private families, or cared for in established institutions, or by putting them temporarily in its own receiving home.



4. It must seek out and carefully investigate good families that are willing to receive homeless children as parts of their households, and place its wards in such only as shall pass rigid tests for quality and fitness.

5. It must by wise and tactful agents fit the young lives for which the agency has become responsible into homes and environment suitable for the right development of each individual.

6. It must be ready to replace any child that fails to fit reasonably well into the home to which it is assigned, or where changes in the home itself make it wise and best to provide for it anew.

7. It must have an office force competent and sufficient to arrange for all society activities, formulate and file the endless and cumulative details of the ever-increasing army of wards, and accurately record all financial matters to meet all possible auditing and adverse criticism.

8. It must have a field staff of trained and experienced workers to receive, place, and supervise the children committed to its care.

9. It must have a receiving home staff adequate for the temporary care and preliminary training of its new and returned wards.

10. It must provide constant and adequate personal supervision of all placed-out wards and the homes in which they are located; and this supervision must continue until the wards receive legal adoption or attain legal age.

11. Child-placing agencies are expected to care only for children who are normal in body and mind, as only such can be placed in private homes as members of families. If diseased, or malformed, or feeble-minded children are taken at all, they should be transferred as soon as possible to hospitals, orthopedic institutions, or homes for the feeble-minded.

12. The agencies are expected to obtain full legal adoption whenever it is possible for infants and other young children who are not expected to be reclaimed by parents or other near relatives; the older wards are placed, as a rule, without formal adoption, or legal indenture, or apprenticeship, but with definite agreements as to personal care, home privileges, schooling, and religious training.

The topics included in these twelve items are not academic theories but practical matters, and every child-placing agency operating in Colorado or any other commonwealth should be required to conform to the standards they indicate. The principal object of this study is not merely to show what exists, but to point out constructively what may be, if suggestions for improvement eventuate in action. Helpful and definite results from this or any other study are possible only when the basal ideas it advances and the advanced methods it advocates are carefully examined and judiciously applied.

RECEPTION OF CHILDREN. In the arrangements for the assignment of a child to some organization those concerned too frequently forget that even buds and blossoms from the tree of human life are of far greater value than factory products or gold from the mine. Therefore "it is the duty of the people

to demand, and of the State to require, that only properly established, well-equipped, carefully examined, and fully approved public and private agencies and institutions be allowed to receive into their care and control the dependent children of a nation."

There are three things that are of prime importance in the reception of children by a child-placing agency: (1) that all children offered for reception be made the subjects of intensive case study, of which complete records should be placed on file and permanently preserved; (2) that the formal transfer of responsibility from parents or a guardian be made strictly in accordance with law, and the papers duly filed as the agency's "title" to its ward; (3) that the personal reception of the child be kindly and cordial, with due appreciation of the fact that the agency is dealing with real personalities, boys and girls with sensitive natures, loving hearts, and inquiring minds.

In most of the states it is legally permissible for parents to assign their rights and titles to their children by a simple written instrument, usually called a "surrender." Often such action is hastily taken, under the spur of financial distress, the advice of unwise friends, or the nerve-broken condition of unwelcome motherhood. In our judgment such disposal of children should no longer be permitted. The voluntary relinquishing of parental authority over children to other individuals or to children's organizations, should be totally prohibited. Laws should be enacted forbidding parents thus to dispose of their children, and requiring a court proceeding to transfer parental rights to others or to incorporated child-caring organizations.

In cases where it is undesirable, for valid reasons, to have the parent appear in court, the difficulty can be met by legal provision that the parent may file a formal "appearance and consent" with the clerk of the proper court.

**TEMPORARY CARE.** The receiving home of the child-placing agency, although it is intended to be only a temporary abiding place for children on the way from homelessness to a home, should have all of the excellencies required in a first-class institution for permanent care, and add to these a number of facili-

ties not essential to all such institutions. To meet its requirements it must be a first-class home, specially equipped, and manned by high-grade workers.

In this "wayside inn," the children should have varied and expert attention paid to them. They will feel strange and be lonely; so efforts must be made to make them feel at home and be happy. The medical examination made in the case study must be continued, and action taken in regard to ailments and imperfections, including skin trouble, adenoids, enlarged tonsils, and ear or eye defects. The receiving home also is a school for brief courses in manners and conduct; a place for psychological examinations to ascertain the mental age and characteristics of the children; and a place where human love and sympathy may reach lives that too often previously have suffered physical, mental, and spiritual neglect.

By a carefully arranged dietary, anemic and under-nourished children may be built up. By careful directing many may in a few days or weeks be taught various elements of household and other service. Directed play may help them to become both more healthful and more happy. Contact with school life under favorable conditions may stimulate new ambitions and mental powers. And participation in religious privileges, which are neither superficial nor narrowly sectarian in their influence, and which go neither to the extreme of formality or to excess in frequency of services, may sweeten the memories of a stay at the receiving home for all of after life.

One of the best examples of modern receiving homes is that of the New England Home for Little Wanderers, 161 South Huntington Avenue, Boston, Massachusetts. In addition to being a home for the temporary care of children, this institution is a complete laboratory for child study and a well-equipped hospital for child renovation.

**TYPES OF PLACEMENT.** There are three types of placement in general use by agencies and institutions. The form to be used in any individual case is determined by the needs of the child, its partial or entire homelessness, its legal relations, and its age and capacity for service. Clear conceptions as to the purposes

of these three types of placement are essential to good child-placing.

1. Boarding Homes. It is usual to recommend placement in family homes on board, the expense being borne or guaranteed by the agency, for such children as are temporarily separated from friends and relatives, or whose legal status is not yet determined. Social workers in Denver, who have tested the matter by actual trial, say that excellent boarding homes can be obtained in Colorado at a reasonable rate and that give satisfactory service. This plan is often used for partial dependents, whose parents can pay a part of the expense of their children's care.

2. Free Homes. Child-placing in families is generally understood as referring to placement in selected private homes, as members of the families. the entire expense of support and responsibility for training being assumed by the foster parents. Infants and the younger boys and girls are usually taken with the expectation of legal adoption. This is the form of child-placing with which the people of Colorado are most familiar. It is the standard and dominant type of child-placing, and is heartily recommended for all suitable dependent children.

3. Working Homes. For large boys and girls, able partly or fully to earn their support, places are found in good families where they can have home conditions and protection, while at the same time beginning to do for themselves. Both agencies and institutions use working homes. Modern usage requires careful selection of the homes; fitting the child to the proposed service; the payment of suitable wages, which are either given to or held for the child; safeguarding the child's interest by definite agreement; adequate supervision after the placement is made; and reservation by the placing agency of the right to remove the child whenever in its judgment it is for his best interests.

**ADEQUATE SUPERVISION.** The family homes in which children are placed must have adequate supervision. Each agency must watch over the welfare of its placed-out wards with an eagle eye. The work must be done with tact and tenderness, but with no letting down the bars in relation to requirements and righteousness. Personal visits by responsible trained agents should be made as frequently as are necessary to keep in real touch with the child's development, and should continue until the child comes of age. Successful and constructive visitation often results in the actual training of foster parents for the care of children, so that the agency may gradually diminish its direct supervision, and personal visits be less frequently required.

Supervisory safeguards will follow every child assigned to foster family life, if the child-placing agency does its part faithfully. Correspondence with foster parents will help, reports from friends in the same community are excellent, but nothing can equal the effectiveness of the visits of a trained social

worker who comes unannounced and unexpected, with authority and in the line of duty.

In the opinion of leading welfare workers, adequate supervision by a society placing children in free and permanent homes, requires visitation several times during the first six months after the placement is made. After the first six months have expired, in which most cases quite fully adjust themselves, the frequency of visits should depend on circumstances, but, in any case, visits should be made by an expert field agent at least once a year. In event of any rumor or evidence of wrong conditions, a personal visit at once is always necessary. Five points in regard to adequate supervision are here given as a summary of the best thought of experienced workers now available.

1. Visiting agents should be thoroughly grounded in the ideas relating to excellence in foster homes, and in those indicating favorable conditions for placed-out children.

2. Visitation should be made without previous notification and at unexpected times.

3. During the first six months after placement visits should be as frequent as possible, probably not less than three visits being made during this period.

4. After the first six months, if conditions are normal and favorable, the period between visits may be lengthened, but every child should be visited at least once a year as long as it remains under the jurisdiction of the organization. In event of adverse reports of any kind, immediate personal visitation is a prime necessity.

5. Continuity of service by trained and experienced visitors is a great help in supervisory work. Good field workers should be retained on the same districts as long as possible.

NATURAL AND DESIRABLE CO-OPERATION. The child-placing agency is not the rival of the child-caring institution, but the two are mutually complementary. The institution needs the agency to arrange for its wards when they reach the time or age for return to ordinary home life, and the agency needs the institution to provide custodial or remedial care for its wards that are physically or mentally unfit for location in family homes, or who are legally or otherwise disqualified for placement. Neither should try to get along without the other, and both should frankly and freely co-operate for the welfare of the children they mutually serve.

The child-placing agency also should constantly keep in touch with the family relief and rehabilitation associations, so

that whenever it is necessary such aid should be given that children may remain in or return to their own families. It should likewise be closely related to the juvenile and other courts, so that it may serve them in an administrative capacity in the care of children, especially those who are entirely homeless, and therefore available for placement in family homes for adoption. In brief, it should relate itself co-operatively to all other social agencies connected with the child welfare work of its field, whether that be a single community or an entire state.

As above hinted, not all of the children taken into care by a child-placing agency can properly be placed in family homes. Some will be found to be so badly afflicted with specific or other diseases that long hospital treatment is essential; others will be found to be so wayward that a period of custodial care is demanded; still others will prove to be feeble-minded and only suitable for residence in a state institution. In any adequate scheme for the disposition of agency wards there must be arrangements for close co-operation with many public and private institutions and organizations.

**DEFINITE RECOMMENDATIONS.** After personal study of the Colorado situation, and consultation with a number of social workers interested in this line of child welfare work, the following suggestions are offered:

1. That in providing for neglected, destitute and homeless children, special efforts be made to utilize more generally the family homes of the state, rather than increase the investment and population in juvenile institutions.

2. That state laws be enacted to safeguard and standardize child-placing in families, prohibiting placing-out by unauthorized individuals and organizations, and providing that child-placing be done only by approved and authorized officers, agencies and institutions.

3. That an enlarged and more fully empowered State Board, charged with the supervision of child welfare work throughout the state, be provided with a division or department devoted to child-placing in families and the supervision of placed-out children; said department to do case work, make investigations, receive children from courts, issue licenses, co-operate with all child-caring agencies and institutions, and have authority for effective general supervision and standardization.

4. That the child-placing and supervision work now done by the State Home for Dependent Children be automatically transferred to the above proposed State Agency upon its organization; limiting the work and responsibility of the State Home to the temporary care of dependent state wards, and their special examination, treatment, education, and training, until the children are prepared for family placement by the State Agency for child-placing and supervision.

## CHAPTER IX.

### JUVENILE AND FAMILY COURTS.

**J**UVENILE Courts are founded and organized not to try and punish criminals, but to save and protect children. In them action is taken not against but in behalf of immature citizens. To this end they exclude as far as possible the harsh methods; rigid formalities, austere proceedings, and punitive judgments of ordinary courts.

Since their first formal establishment in Illinois and Colorado in 1899, juvenile courts have been organized all over the Union. Most of them are in cities of over 25,000 population, and complete organization is found in few cities with less than 100,000 inhabitants. In general they are so useful and so fully approved that they need neither advocacy nor defense. Yet in some respects they are still tentative and incomplete. Their functions and character are even now not fully defined or understood. The methods they employ, the authority they possess, and the limits of their field of service, are yet to some extent questioned, challenged, and misinterpreted. In other words, they have not yet reached the stable equilibrium of full growth.

Yet juvenile courts are now "of age." They have passed through a probationary minority of twenty-one years. They are here to stay. No one thinks that they should be discontinued or abolished, although in their present form they have not entirely met expectations. Some prominent jurists and social experts now advocate changes and improvements based on experience and the requirements of new community conditions. It is urged that juvenile court laws be clarified, simplified, and probably amplified; and especially that juvenile court administration be more closely co-ordinated with that of other courts.

The juvenile court system has not yet secured universal acceptance. It is estimated that in 1919 over 175,000 children's cases were brought before courts in the United States, and that of these over 50,000 were handled by courts not adapted to juvenile work. The importance of a wider extension and develop-

ment of juvenile court organization, especially in the smaller towns and rural regions, is quite generally recognized. The most pressing problem for the immediate future is the working out of practical methods by which the principles of the juvenile court may be universally applied.

**JUVENILE COURT FEATURES.** There are three special modifications of court methods and procedure necessary in the development of juvenile courts: (1) New methods in the hearing of cases and detention of children; (2) new kinds of evidence admissible, and obtained in new ways; (3) new and more liberal judgments and decisions, and more varied disposition of the children concerned.

Conservatism still balks at some of these things. Therefore, the juvenile courts have made both strong friends and bitter enemies. In their administration they are simply human, hence open to criticism. To their friends juvenile courts are legal instruments for the accomplishment of almost unlimited results. To their enemies they are only advanced police courts where children are "tried", and those "convicted" are committed to ordinary child-caring or semi-penal institutions. One group expects too much of juvenile courts; the other either ignores or is unable to grasp their central ideas and their legitimate possibilities.

The main features usually considered essential to the proper organization of a juvenile court may be summarized as follows:

1. Separate and generally private hearings for children's cases.
2. Informal proceedings, including the use of petitions and summons instead of subpoenas and warrants.
3. The substitution of chancery proceedings for criminal proceedings in the greater number of juvenile courts.
4. Regular probation service, with trained officers if possible, both for investigation and for supervisory care.
5. Children up to a certain age (14 or 16 years) not to be classed as criminals, but as state wards to be protected.
6. Special court and probationary records, both legal and social, some of which should be sealed when filed, to be opened only on judicial order.
7. Detention separate from adults, and segregation of classes as far as possible, to prevent the association of delinquents and those merely destitute or held as witnesses.
8. Provision for special physical and mental examinations, to be given by physicians and psychologists employed by or connected with the court, records of the examinations to be used by the court in determining action.



JUVENILE COURTS IN COLORADO. The Colorado statute provides for a separate Juvenile Court in counties with a population of one hundred thousand or over. Denver is the only county meeting this requirement. The Denver Juvenile Court was one of the very first organized in the United States, its administration has been given unusual publicity, and Judge Ben B. Lindsey who presides over it is well known in all parts of the Nation. Into the methods and details of its work, and the personnel of its officers, this study need not enter. They are already so well known that review here would be mere repetition.

For the rest of the state the county courts have jurisdiction and are served in children's cases by the regular county judges. In some counties there are well organized Juvenile Divisions of the County Court; but in many there are merely separate hearings for children's cases, held only on demand, and the judges carry out within their jurisdictions in such degree as they are able the central ideas and principles of juvenile courts. It is with the methods employed and the difficulties encountered in these counties outside of Denver that we are mainly concerned.

The rural County Courts hear relatively few children's cases each year. Many of the rural judges lack in social knowledge, interest, and experience. An organized probation staff is impracticable. A regular detention home can not be maintained. Proper physical examination of children by competent physicians is often difficult, and expert mental examination by trained psychologists is generally impossible. Few organized social agencies exist in the small towns, and their co-operation with the court, however willingly assistance is given, is not always efficient. The rural court in children's cases must cover a wider range of problems often than are usually met in a city court, with a mere fraction of the city court's facilities for gathering information. There is great need of more advanced work in many of the rural counties of the State.

In several counties of comparatively large population and progressive spirit, where there are well organized Juvenile Divisions of the County Court, the children's work compares favorably with that done in the large cities. Boulder county, seat of

the State University; Weld county, location of the State Teachers' College; El Paso county, whose capital is Colorado Springs, also a college city; and Pueblo, the county with the largest population in southeastern Colorado—should have special mention. Leadership is given by gifted and interested judges; there are able and experienced probation officers; and there is close cooperation with auxiliary agencies and with the officers and teachers of the public schools. Special assistance along the line of mental tests and other psychological examinations is given by professors in the State Teachers' College and the University of Colorado.

STATE BOARD BULLETIN QUOTED. A recently published Bulletin of the State Board of Charities and Corrections, edited by the Secretary, Mrs. Alice Adams Fulton, contains a number of very interesting items of information, some of which are here reproduced.

"Colorado has 63 counties, of which 11 are urban and 52 are rural. Denver has a specially organized court presided over by a judge especially elected for the juvenile court. Colorado Springs has specially organized sessions, although the judge has general powers as a Civil and Juvenile Judge. The other judges have only general powers.

"Five courts—Denver, Huerfano, Kit Carson, Las Animas and Lincoln—state that family and child problems are combined in one court.

"Seventeen courts—Adams, Boulder, Denver, El Paso, Fremont, Garfield, Gunnison, Lake, Larimer, Lincoln, Logan, Mesa, Montrose, Pueblo, Routt, Weld, and Yuma—report handling numbers of cases informally outside of court.

"Fourteen of the courts have probation work. All urban counties but one, and three rural counties, \* \* \* reported (officers) to serve four years; Fremont county to serve one year, and the remainder (serve) during the pleasure of the judge. Salaries range from \$240 and expenses, to \$1,800. Denver has a Jewish officer covering the Hebrew section.

"Physical examinations are made in the following courts: Adams, Boulder, Denver, El Paso, Fremont, La Plata, Las Animas, Mesa, Routt, Teller, Washington, Weld, and Yuma. In eight counties this is done by the county physician; in Adams by the school physician; in Las Animas by the teacher. In Denver the City Board of Health, University Clinics, City Physicians, and Municipal Clinics make the examinations. Weld county uses the State Teachers' College. Boulder county uses the University of Colorado in its various departments; and a newly created 'Medical Social Service Department of the University of Colorado Dispensary,' as well as the Home Service Institute of the American Red Cross, also located at the State University, co-operate.

"The Denver juvenile court hears cases of non-support, contributing to delinquency, child labor, mothers' pensions, and feeble-minded children (in addition to ordinary dependency and delinquency cases). The county court may hear cases of contributing to delinquency, child labor, and mothers' pen-

sions; and also have reported hearing some cases of non-support, divorce, feeble-minded children, and adoption, but it is not clear whether these were held in juvenile sessions.

"One of the greatest evils that stand today is the placing of children for detention in our jails. In Adams county, where they need a new jail badly, after securing the funds for it the erection of the jail has been postponed, because those interested in child welfare conditions urged that another sort of building be erected, and that it be designed, first of all, as a Detention Home, which might contain a clinic, hospital and laboratory, and the paraphernalia necessary in an institution of this kind.

"The law (A. 1909, C. 158) provided for the appointment by the judge of two or more persons in each city or town, or justice of the peace precinct, to receive petitions, hear cases and make findings of fact with recommendations. They have powers and duties like a Master in Chancery. The court may approve their recommendations and act thereon, or review the case. Only one county has a court referring to these Masters of Discipline. Adams county has five such persons to do probation work in the outlying districts."

**JUDGE BAKER'S MESSAGE.** Weld county, of which Greeley is the county seat, and which has a population of at least 50,000, has a thoroughly organized Juvenile Division in its County Court, whose efficient and progressive presiding officer is Judge Herbert M. Baker. From a personal letter describing the essentials of juvenile court work, extracts are taken giving Judge Baker's ideas and practice, which seem desirable in the lesser towns and cities as well as in the great centers of population, although not all of the items and facilities for service are possible of attainment in the more sparsely settled regions of the State.

"1. There should be connected with every juvenile court a complete psychopathic clinic, composed of a psychologist, physician, nurse, probation officers, social workers, and secretarial assistants. It should be equipped with a laboratory and technical paraphernalia.

"No juvenile case can be intelligently handled without accurate information about the mentality of the child. The environments of the feeble-minded are usually vicious. Feeble-mindedness is a prolific cause of poverty and vice. An accurate knowledge of the mental ability of the delinquent will frequently disclose effective methods of preventing further delinquency. A psychological examination prevents waste of time in useless and misdirected efforts in placing children on probation, and in poorly adapted methods of reformation and correction. It prevents mistakes in commitment of children, so that they are not sent to wrong institutions.

"2. Of almost equal importance is physical examination. Bad eyes, teeth, defective hearing, adenoids, infected tonsils, and other curable ailments may be causes of juvenile delinquency. Among the older girls venereal diseases are not uncommon; and such girls should be restrained so that they can not spread the infections.

"3. No less important is thorough sociological data. The court should know about homes, neighborhoods, family histories, and characters. With special reference to delinquents, it is silly to bring a girl before the court, read her a lecture about her moral lapse, and then send her on probation

directly back to the same life and environment that caused her delinquency, and expect her to reform. In nearly every case a change of environment is necessary to the reform of any delinquent.

"4. At present many juvenile courts, which depend almost entirely on volunteer and unpaid assistants, find efficient work almost impossible. Nowhere has the uneducated kind heart done more mischief. The volunteer officer provides the gush and sentiment that have prevented the accomplishment of much possible good.

"5. An adequate force of probation officers is a prime necessity to a juvenile court. Good officers can not be obtained without remuneration. They should be carefully chosen and liberally paid. The work should be done by trained workers; others are worse than useless. Nothing is so important in this work as capable officers who are qualified by research and experience.

"6. Our courts fall down in the probation of delinquents because they do not have an adequate force to follow up their cases. To place a child on probation without supervision is worse than silly. Proper supervision is possible only with specially qualified paid officers. There should be a probation officer for every 25 to 50 probationers. Lack of enough officers to follow up the cases has been the chief draw-back in my court.

"7. Sometimes, when a good home is offered a child, I allow him to be adopted directly without sending him to the State Home. I know all the conditions surrounding the case in such event. Usually, however, I send the child to the State Home. I have two reasons for this. First, it is not always possible to find, in a short time, a good home for the child. The State Home can take all the time it needs. Second, unless I personally know the home to be good and suitable, I have no way of checking it up. Even if I could do this, I can not long keep in touch with the child to ascertain if its adoptive parents are treating it well. Moreover, adoption is for life, and the term of a County Judge is for four years. I might look after the child during my term, but I have no assurance that my successor would continue the supervision. By sending the child to the State Home to be adopted from the institution, careful investigation and continued supervision are assured."

**JUDGE RALSTON'S FIELD AND WORK.** The County Court at Trinidad, Las Animas County, is presided over by Judge David M. Ralston. Weld County is in the north, and Judge Baker presides over a court for a large population, with one of the best organizations in the State outside of Denver. Las Animas County is in the south, therefore a study of Judge Ralston's field and work will illustrate conditions in a less populous and far distant part of the State. The following paragraphs are in reply to a letter sent to the Judge asking for some details in regard to juvenile court methods and problems in southern Colorado.

"In area the county of Las Animas is nearly as large as the State of Connecticut. A large part of it is very sparsely inhabited.

"The special problems of child welfare in this part of Colorado are as follows:

(a) The large number of different nationalities residing within the limits of this county.

(b) The shifting character of the population and the lack of stability in

home life, always a prolific cause of child dependency and delinquency.

(c) The large area of the county, and the difficulty imposed thereby of keeping in touch with the work and children in the outlying districts.

(d) The lack of local accommodations for even the temporary care of children.

"My court has only one probation officer, and it is out of the question for him to personally keep in touch with all children who pass through the court in a year.

"We are sadly in need of a detention home at this point.

"There are no child-caring institutions in this county or in any of the adjacent counties nearer than Pueblo, and the Pueblo institutions are always full to overflowing.

"In the outlying districts, I generally place the children more or less under the supervision and direction of the school teacher in that community, and depend upon him or her for reports on the conduct of the child.

"It has not been the practice to place many on probation under the supervision of the probation officer. Yet he makes it his business to call from time to time upon delinquents to ascertain how they are progressing.

"Delinquent children are usually cared for through the parents, by advice and counsel, and through the assistance of the local Humane Society and the Rotary Club. Delinquents are sent to the State Industrial Schools only when absolutely necessary.

"Here it is very difficult to place children in private families when they have passed the period of babyhood. The adoption of children above three years old is very rare.

"There are only two means available in caring for dependent children in Las Animas county: (1) They can receive relief through the Board of County Commissioners; (2) they may be sent to the State Home for Children at Denver.

"In regard to additional legislation, I would favor a law authorizing county and juvenile courts to administer corporal punishment under proper safeguards and restrictions. Once in a while there is a case that I am satisfied needs such an effective corrective.

"I would also advise an amendment to the law relating to the State Home for Dependent Children. As the law now stands, when the court commits the child to this Home the State becomes the guardian of the child, and the right of the parent as guardian is extinguished. Courts should have power in certain instances, where the mother is a worthy woman, but through sickness or other cause beyond her control is unable to care for her child, to commit the child to the State Home, until such time as the mother may be able to resume its care and custody."

**SUGGESTIONS ON RURAL WORK.** The situation in Las Animas County is probably typical of that in many other counties of the State, only the conditions in some counties are even more adverse to proper juvenile court work. There is in some of them a relatively smaller and worse scattered population, there are fewer and less important towns, with poorer highways and little or no railroad mileage. Under these circumstances operation of the Juvenile Divisions of County Courts must be modified to fit the actual conditions and necessities.

Dr. Hastings H. Hart believes it is both possible and prac-

tical to guarantee sufficient employment for at least one paid probation officer in every county containing 10,000 inhabitants or more. It is possible to unite the duties of a juvenile court probation officer with those of a county truant officer, and thus divide the expense between the court and the Board of Education. Possibly in some instances two counties, properly related to lines of railroad, might jointly employ a trained agent to attend to the probationary work of their county courts. The development of a State probation system is another possibility, and would have the great advantage of promoting uniformity and standardizing the work. A new and interesting method is employed in some eastern states, in which the county probation work is done by County Superintendent of Public Welfare, a plan that a little later will be given extended description.

In the numerous cases in which children can not be cared for in their own homes while awaiting court action, the lack of a regular detention home may be met in several ways. One is to employ a suitable person or persons to conduct a detention home in a private residence, at the expense of the county. Colorado Springs thus provides for its needs in this respect by employing a lady in her own home and supported by the city.

Perhaps the simplest and most practical method appears to be to make arrangements for the care of children singly or in families on board in selected family homes. The juvenile court of the city of Boston, which deals with thousands of cases and children every year, has gotten along for a generation without any detention home, making use of family homes for this purpose. The same plan is successfully used in various counties of the States of Ohio, Indiana, Illinois, and Missouri. In the eastern section of Colorado several counties might be served by cooperation with private child-caring institutions in Pueblo and Denver.

Case study must be provided for as fully as possible by careful selection of probation officers, with such assistance as can be given by any available local officers of humane societies or associated charities, and by school teachers. The local physicians must be depended upon for physical examination of juvenile

court children, and if possible some young and ambitious practitioner in each county should be stimulated to make definite preparation for the general diagnosis specially required in such cases. The need of special preparation is also apparent in regard to psychological examinations, and the county judge should endeavor to arrange for the same or another local physician to make himself proficient in mental tests and other matters along this line.

**FAMILY COURTS.** Under ancient Greek and Roman law, the rights of the state as against the individual were paramount. As a result great national systems were developed that exalted the state and relatively depressed its individual citizens. Our American statutes, which are derived from English law, are founded upon the rights of the individual. Our system makes the rights of persons the first consideration, and all social and civic matters secondary, except in emergencies or calamities threatening national life or perpetuity. Every man under any accusation has a right to his day in court, and is presumed to be innocent until he is proven guilty. It is the legal exaltation of the individual, reversing the ideas of ancient Greece and Rome.

The juvenile court was the final application of this idea in respect to the units of humanity. Formerly the child was owned by the parent as completely as was his dog or his horse. In China and Japan, even now, the father has the right of life or death over his children. Even Christianity in supposedly civilized lands has not yet wholly changed this attitude toward infantile humanity, at least before actual birth. Until recently in many states, parents could bind out their own little children into virtual slavery until they became of age. It was only as the twentieth century dawned that a new and growing sense of the rights and needs of the child led to the formal installation of children's courts for their proper care, guidance and protection.

Another development of more recent years was a special and legal recognition of the family as the real unit of social life, and the organization of Domestic Relations Courts to conserve, arrange, harmonize, and if necessary re-establish family circles as essential factors in community progress. These courts in some

sense are to seek the golden mean between the rights of individuals and the rights of society, whose initial unit is the family. Individual rights no longer stand alone, silhouetted against the background, as problems for judges to settle. Groups of individuals are seen as related to one another and to society as a whole. Family rights have been noted and recognized as never before in legal jurisprudence.

In large measure these courts have come from a conviction that although the juvenile court "in its treatment of the child has fully justified itself," it has "almost wholly failed in its treatment of the adult responsible for the child's condition." Therefore, Messrs. Flexner and Baldwin, in the introduction to their book, "Juvenile Courts and Probation," advocate "a legitimate extension of the present court's functions." Their conception of the new jurisdiction is as follows:

"It \* \* \* will deal with all charges against minors, with neglected children, and all cases such as divorce, adoption, etc., in which the custody of children is in question. It will likewise embrace within its jurisdiction all violations of law where children have been wronged such as child labor laws and compulsory attendance laws. It follows as a matter of course that it will have exclusive jurisdiction over all cases of adults who contribute in any way to the conditions of delinquency or neglect in children."

Enlarging upon this conception, and carrying it out to its legitimate conclusions, a committee of the National Probation Association, led by Judge Charles W. Hoffman, of Cincinnati, in 1917, produced and advocated a plan for a Family Court, with a general jurisdiction covering all matters related to parents, children, homes, and families. Such courts have been favored by able jurists in many states, and court action has been taken along the line of the Family Court plan as far as the existing statutes permit. Besides Judge Hoffman, a number of these advocates of the Family Court can be named: Edward J. Dooley, Judge of the Court of Domestic Relations, Brooklyn, N. Y.; J. Hoge Hicks, Judge, Richmond, Virginia; Prof. William B. Bailey, Yale University, New Haven, Connecticut, and Dr. Victor V. Anderson, National Committee on Mental Hygiene, New York.

It should be understood that the Family Court is not intended to limit or restrict the jurisdiction now possessed by



juvenile courts, but rather to enlarge it, and especially to coordinate it with jurisdictions now in great measure entirely separated and sometimes unfriendly to the juvenile court. In fact, the juvenile court will become an integral part, or division, of the work of the proposed Family Court. By reason of this organization and amalgamation, it is believed that the administration of matters now adjudicated in the juvenile court will become more effective and significant.

To put this new departure clearly before the people of Colorado, not as a definite recommendation, but as a proposition well worthy of general and constructive study and attention, the substance of the recommendations of the National Probation Association is here presented, arranged to cover in one statement the presentations of the last four years.

**ORGANIZATION AND FIELD OF FAMILY COURTS.** The National Probation Association recommends that Juvenile or Children's Courts and Domestic Relations Courts, where organized, be united under the title of Family Courts. Where Domestic Relations Courts are not organized, that the Juvenile Courts be absorbed by courts with increased powers, so that there shall be one court in each community to be called the Family Court, which shall have the sole jurisdiction in respect to all family problems, both adult and juvenile. Family Courts therefore would include in their jurisdiction:

- (a) All paternity cases relating to unmarried persons.
- (b) All matters now included in the present jurisdiction of the juvenile courts, known in some states as children's courts, and arising under special acts pertaining to juvenile courts.
- (c) All matters, whether or not included in (b), relating to the care and treatment of neglected, destitute, dependent, delinquent, and defective children.
- (d) All cases where adults are accused of contributing to the delinquency of children.
- (e) All matters pertaining to adoption and guardianship of the persons of children.
- (f) All court action connected with the enforcement of child labor laws.
- (g) All cases of parental desertion and non-support.
- (h) All divorce and alimony cases and arrangements.

Each Family Court is to be under the direction of a single judge, except in jurisdictions where the work of the court is so great as to require more than one judge for the convenient and proper disposal of the matters coming before the court; in

which case the court should have special divisions to which are assigned certain classes of cases, the court as a whole to be under the supervision and direction of a presiding judge.

Such courts are to be provided with ample probation departments upon which shall be conferred power to make all necessary investigations, medical, pathological, social, psychological, or otherwise, as shall be considered necessary, and in pursuance of this work there shall be provided psychopathic laboratories sufficiently equipped to conduct the necessary scientific investigations.

It is recommended that laws be passed that will allow the report of the officer of a Family Court, appointed by such court to investigate a family condition, or the results of a psychopathic clinic conducted by persons authorized by such court, to become a record of such court of which judicial notice can be taken.

It is recommended that a defendant imprisoned for non-support of his children should be put at such work as will not conflict with union free labor, and after deducting the cost of his maintenance the balance should be applied to the support and maintenance of the neglected children.

All moneys decreed for payment of alimony or for the support and maintenance of children by delinquent fathers or mothers shall be paid into the court, and no private institution or organization shall be vested by law with authority to receive money or take charge of cases requiring probation except under the direction of the court.

All cases involving children and intimate family relations shall be conducted as privately as possible, consistent with the law and the constitutional rights of the individual. Publicity concerning abnormal family conditions shall be discouraged.

The proceedings in Family Courts shall be informal, and as great powers of summary action shall be conferred upon Family Court judges as are consistent with the general laws of the state. Both equitable and criminal jurisdiction shall be conferred on the court. to enable them to deal with all cases, and to enable them to effect the adjustment of individual and family conditions with the minimum of legal formalities and the least possible delay.

## CHAPTER X.

### THE BOULDER COUNTY SURVEY.

**A** RESEARCH movement of considerable promise and importance was inaugurated in 1919 by the Extension Division of the State University, and the Mountain Division of the American Red Cross. It was a Social Survey of Boulder County, to gather data concerning a number of subjects of general concern and that should be matters of general knowledge and interest.

The central purpose was a stock taking or inventory of social and economic needs, conditions and resources, in order that the needs might be more wisely and fully met, and the county's social, charitable and economic activities carried on more intelligently and effectively.

The principal subjects covered in the survey were health and sanitation, county and municipal administration, business and industrial life, education, recreation, adult and juvenile delinquency, mental deficiency, and relief work, the last named including family assistance and rehabilitation and the various provisions for child dependency.

The plan of the work called for leadership by a few social and educational experts, and co-operative assistance by many officials, organizations and private citizens. Among the agencies that cordially co-operated in the Boulder County Survey, made during the fall and winter of 1919, were the private social, educational and religious organizations of the various communities; public school boards and teachers, town and county officers, local chapters of the Red Cross, the State Food Commissioner, State Dairy Commissioner, State Board of Health, and the Departments of Engineering, Political Science, Education and Psychology, of the State University.

**WHY BOULDER COUNTY?** This County was chosen to "try out" the county social survey work for various reasons. It is the seat of the State University, where the Red Cross Institute

courses, giving training for social service, are conducted under the joint auspices of the University and the Mountain Division of the Red Cross. The students in these courses receive some instruction in the technique of surveys, and a part of their time is available for practical assistance in gathering data.

Boulder County is also comparatively small in area, while greatly diversified in topography and industry. It has its plains and its mountains; its dry farming, its grazing land, and its intensive farming by irrigation; it contains important coal and metal mines, with their own special communities; it has great rock quarries and oil wells; it possesses both industrial towns and educational centers, its tourists' resorts and its partially or wholly abandoned mining camps; and it has a population varied in nationalities, and containing wide extremes of wealth and poverty.

To go a little more into details—Boulder is a city of about 12,000 people, and is a typical residence town with an almost exclusively American-born population. Longmont is the center of a very prosperous agricultural section of the county, and its population of about 8,000 contains large numbers of Russians and Mexicans who work in the beet fields or in the sugar factories. Other towns are Louisville and Lafayette, each with about 2,000 inhabitants, and Marshall and Superior, each somewhat smaller in population, all four of which have all the problems peculiar to coal mining sections. Out in the mountains is Nederland, seat of the great tungsten mines, where once over ten thousand people received their mail, but which is now reduced to three or four hundred inhabitants. There are a dozen or more of the camps and towns among the gold and silver mines, ranging in population from twenty-five to one hundred and fifty people. Throughout the county almost every nationality, degree of culture, and physical condition are represented. Boulder is, therefore, a typical county for the initiation of a series of county social surveys.

**PLAN OF ORGANIZATION.** The scheme of organization adopted for the survey was arranged to win the confidence and co-operation of the local people in each town, so that they would

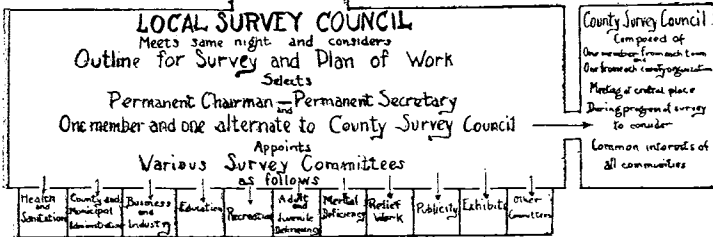
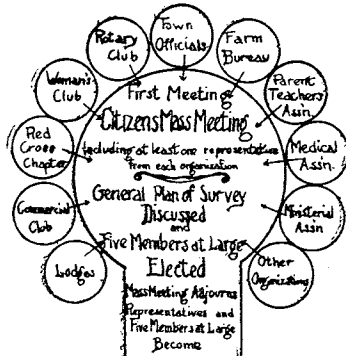
work earnestly and cordially with those from the outside in collecting data, and in the desired follow-up work. The plan definitely had in mind provision for bringing the facts before the whole public, and for discussing and interpreting them, so that under leadership good and lasting results would be possible.

One scheme of organization will not fit equally well to the elements and conditions of a dozen different towns; but the plan adopted fits all communities in many respects, and is flexible enough to conform easily to any local conditions. Local survey councils are organized in each of the towns in the territory covered. These councils are composed of a representative from each agency and organization in the community, including churches, schools, charities, civic officers, and important clubs and associations. Each local survey council selects its own chairman and secretary, and these officers appoint committees to cooperate in gathering the data required.

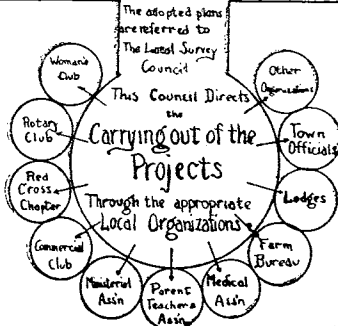
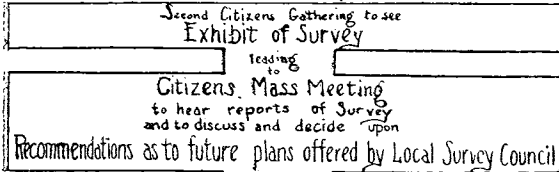
The plan calls for analysis and interpretation of the data as soon as possible after the material is in hand, and the arrangement of all the salient and graphical facts and figures into form for an exhibit. In Boulder County it was planned to have in half-a-dozen of the principal towns a "Know Your Community Week," during which time an exhibit would be held of the survey data, emphasizing in each place the local matters most important, and stressing the things most needful for welfare, progress and prosperity.

**RESULTS EXPECTED.** It is hoped by the sponsors and workers of the county survey plan that out of it will come valuable information for present guidance, stimulation of thought and effort on the best lines, and organization for permanent work long after the survey and the presentation of its data have been completed. It is also hoped that other counties will follow Boulder county's initiative, and make a systematic study of existing social and economic elements as the basis of wise and progressive action.

A striking graph of the central ideas and working forces of the plan is herewith presented for the information of interested



During following week  
 Committees Complete their Organization  
 and Study Plan of Work  
 Then with co-operation of experts carry on  
Community Survey  
 Meetings of Local Survey Councils as needed  
 At Completion of Survey



**Central Ideas and Working Forces,  
 BOULDER COUNTY SURVEY**

social workers and the people of other counties. The profitable results of a similar survey in every county of Colorado are thought to be unquestionable. One for Denver City and County is especially recommended. For each community to thus define itself to itself and to the world opens the way for untold progress and benefit.

REASON FOR PRESENTATION. Our direct interest is limited to matters connected with the present study of dependent, delinquent, and defective children and the provisions for their welfare. These are, of course, included in the Boulder study, so far as they exist within that area, although these matters constitute only a small part of what is embraced in the scope of that survey. Yet indirectly every matter touched by the county survey is related to child welfare and so of vital interest. When published the Boulder County Social Survey should be studied by the entire State.

SOURCE OF INFORMATION. For the above facts and descriptions the writer is indebted to the directors of the survey, whose publication is expected in the fall of 1920. Interested citizens and social workers desiring further particulars or to arrange for similar service should consult Dr. Loran D. Osborn, Director of the Extension Division, State University, Boulder, Colorado.

## CHAPTER XI.

### SATISFACTORY STATE SUPERVISION.

**S**TATE supervision of organized child welfare work is far more important than is generally recognized. It is not merely the enforcement of law. It has other functions equally significant. Supervision means watch-care or oversight, and as applied to child welfare work and child-caring institutions, that official observation and regulation of individuals and organizations intended to insure and if necessary compel right and proper action and conditions.

A supervisory board or department is the mouthpiece for wise counsel, the bond for practical co-operation, the lever to raise the plane of service, and the key to state-wide standardization. If tactfully conducted under broad statutory powers, supervision will greatly stimulate progress, improve methods, and better conditions in all child welfare organizations.

The main purpose of state supervision is not to follow up a few dollars raised by taxation, although to insure the right use of public funds is one of its functions; its chief duty is not even the enforcement of the mandatory provisions of the law, although official inspectors must see that the statutes are carried out in both letter and spirit. The principal work of right supervision is to secure the welfare of thousands of immature citizens, who are handled by agencies or held in continued care by institutions, but who are always and everywhere the wards of the commonwealth.

The right and duty of such supervision of both public and private charitable organizations are now generally conceded. The three main problems or difficulties in the way of putting satisfactory supervision into effect are—first, to arrange an acceptable plan or basis of action; second, to provide a suitable agency to do the work, unhampered by politics or sectarianism; third, to secure as support sufficient legislative appropriations.

Systems of supervision are many, and all have their imper-



fections. The only really perfect systems are theoretical, and they are perfect only to their authors and advocates. Yet any one of them can be made reasonably successful by right organization, conscientious expert workers, and ample funds for support. Success is always conditional. It is difficult to establish a board or department that shall not be dominated by churches or politics or its officary dictated by pull or limited by prejudice. It is hard to find expert workers who combine tact and capacity with wisdom and high character. And legislatures too often must be persuaded, sometimes slowly and gradually, to willingly appropriate sufficient funds for proper supervision.

**FAULTS AND NEEDS IN COLORADO.** The supervisional forces in Colorado are too small, and their powers are inadequate. Intensified and satisfactory supervision can not be given where insufficient forces operate under dubious authority. No amount of "absent treatment" by letters from boards or secretaries can be a substitute for personal visitation. It is not enough to have an agent or inspector call for an hour once or twice a year, usually giving notice in advance of his coming, so that the institution may be in trim to receive him. More frequent and lengthy visits, by trained social workers, vested with reasonable authority, are necessary to the proper supervision of agencies and institutions.

The larger business of supervisory boards and their agents is on the lines of advice and instruction. They are to give special counsel, encourage tried and puzzled executives, teach improved methods, establish and maintain right standards of service, arrange for co-operation between organizations, gather and publish data, and disseminate information among social workers and other citizens. They are to offer expert advice on the location, types, and best architectural plans for buildings; aid in arranging medical, surgical, and psychological clinics for the sick or the defectives; formulate and distribute scientific menus and dietaries for all sorts of children, but especially for those in child-caring institutions; enforce methods of physical care that will promote health and right juvenile development; arrange for systematic recreation of unobjectionable character; promote right

academic education and prevocational training; exercise wise oversight of moral conditions within institutions; and control as far as possible the general environment of dependent, delinquent and defective children. This larger work of the state supervisory board is practically impossible under present conditions.

As was shown in the chapter on State boards, state supervision of child welfare work in Colorado now seems to lack vigor, definiteness, power and authority. The functions of the different boards overlap, and the appropriations are insufficient. The workers are too few, and some of them are unfit and inexperienced. Reliable citizens also claim that at least part of the employes and activities are related more to political expediency than to social efficiency. For these and other reasons it seems best to recommend a general reconstruction of the present system, and the organization of state supervision on a broader and better basis.

A DELICATE PROPOSITION. To propose the replacement of one or more of the present state boards with a practically new organization, is to invite a storm of protest from interested parties, and their pronounced opposition to such reconstruction. Nevertheless, although the writer has the kindest feeling toward all concerned, it seems best to advocate just that kind of a change. It would be almost impossible to rearrange present organizations so as to accomplish the desired results, without a general revision of present statutes. Many believe it better to start anew, with the right elements and personnel, and build satisfactory supervision upon a solid foundation.

It should, however, be realized that the suggestion of a new start did not originate with the writer. On page 76 of the Fourteenth Biennial Report of the State Board of Charities and Corrections is this interesting statement:

"This Board should be reorganized in such manner as to enable it to perform its natural functions, or it should be abolished. A digest of the laws of other states, the reports of the best authorities in the country on recent tendencies in state supervision and control, and the observations which I have made when inspecting and investigating institutions in other states and noting the marvelous results accomplished in some of them, all lead me to the conclusion that the law governing our own State Board should be amended, converting us into the 'Board of Administration', or better still, the 'Board of Public Welfare.'"

Many of those connected with the Child Welfare Bureau, after less than a year of effort to provide for it adequate functions, and to co-ordinate it with the other state boards, also feel that it has but little excuse for existence, and might well be merged into a broader and more efficient state organization. The Bureau of Child and Animal Protection seems to have no desire to retain the supervisory functions laid upon it by statutes, some of which have been "dead letters" ever since they were enacted. Probably the State Board of Health would in like manner welcome release from all supervisory responsibilities except in matters of health and sanitation. Therefore, although delicate the proposition to reorganize the Boards is not new, and is neither strange nor alarming.

**ESSENTIALS OUTLINED.** It is necessary to get entirely away from the old idea that supervision pertains merely to safe-guards on money raised by taxation, and institutions that receive subsidies from the public treasuries. The more general field and functions indicated above should be emphasized. To do this, and to more definitely explain the essentials of a satisfactory system of state supervision, an outline is presented in twelve brief paragraphs:

1. Proper power and authority must be vested by legislative action in a suitable central board or department.
2. The board and its working force should be absolutely non-partisan and non-sectarian.
3. Its entire service should be impartially administered, whether relating to public or to private institutions.
4. Only trained or experienced agents of high quality should be employed; all should be chosen on the basis of merit and fitness.
5. The State should make regular and liberal appropriations for its support.
6. It should have authority over all sorts of child-caring institutions, whether supported or aided by public funds or wholly dependent upon private benevolence.
7. It should control the establishment of new institutions, by requirements in regard to charters and articles of incorporation, and investigations in regard to the need of the proposed service, the character and standing of the incorporators, the probability of permanence, etc.
8. It should have power to compel the rectification of any neglect or abuses of children in institutions, proper supervision by agencies or institutions of children placed out in families, and right to transfer any children improperly located or placed.
9. It should establish minimum standards of child care, both physical and administrative, and require the keeping of systematic records of all children, service and finance.

10. It should grant certificates of approval annually, after careful inspection, to all approved agencies and institutions.

11. It should wisely and tactfully enforce all laws relating to the children served, but this work should be secondary to efforts to improve the service rendered to the children and to secure their welfare.

12. It should make formal reports to each successive legislature on child welfare conditions, the work of the department and the changes and improvements recommended in child-caring institutions, and the State laws governing their work. These reports should be printed at State expense, for use in the legislature and for distribution to the child-caring institutions and all interested citizens of the State.

STATE SUPERVISORY BOARDS. There are five methods or systems of supervision in operation in the various states that now exercise official observation over organized child welfare work:

1. The State Board of Charities system, nominally or actually used by 24 states, including Colorado; the duties of the boards being primarily supervisory, but in some cases advisory and administrative functions have been added.

2. The State Board of Control system, used by 17 states, including four states which have both State Boards of Charities and State Boards of Control.

3. The State Commissioner or Department system, in which there is either a single salaried Commissioner of Charities for the State, or a single salaried executive of a department of a State Board. Oklahoma has the single State Commissioner of Charities; Ohio the Children's Welfare Department of the State Board of Charities, with a high salaried expert in charge of all matters relating to children.

4. The Director of Public Welfare system is to date in operation only in Illinois. It is a general plan centralizing and unifying authority and administrative functions relating to practically all the penal, correctional, and charitable agencies and institutions of the State. In Illinois 120 boards and commissions of various sorts were consolidated into nine departments, each with a director or superintendent in charge, these nine officials constituting a cabinet to the Governor. One of them is a Superintendent of Charities. Illinois adopted this plan in 1917, so it already has had three years' trial. This plan, or a modification of it, is now under consideration for the State of Colorado.

5. The State Child Welfare Commission is the title of the Oregon Supervision and Standardization department. It was established in 1919. It consists of an uncompensated board of five selected citizens, and an executive secretary properly salaried, with paid expert assistants. It is a real child welfare department with large powers for investigation, supervision and standardization. Oregon is the only State that has thus honored child welfare work with a full department.

Of these five systems it is believed that the best results may be obtained with either the Illinois or the Oregon plan; the former bringing all charities, including those for children, into close official connection with the executive authority of the State.

the latter giving larger and better recognition to child welfare and child-caring organizations.

**NORTH CAROLINA MODIFICATIONS.** The State of North Carolina has a State Board of Charities and Public Welfare, the term Public Welfare indicating a recent enlargement of the scope, powers and duties of the Board. One 1919 modification and addition is of special interest to states with comparatively small and scattered population, like Colorado, where the problem of proper salaries for probation and truant officers in rural counties is a difficult one. The new North Carolina legislation creates county "Boards" and "County Superintendents of Public Welfare." To quote from the January-March, 1920, Bulletin of the State Board will give the plan in the briefest terms:

1. County Boards. "The State Board shall appoint in each county three persons, to be known as the County Board of Charities and Public Welfare, whose duty shall be to advise with and assist the State Board in the work in the county, to make such visitations and reports as the State Board may request, and to act in a general advisory capacity to the county and municipal authorities in dealing with questions of dependency and delinquency, distribution of poor funds, and social conditions generally. The members of the County Boards of Charities and Public Welfare shall serve without pay. \* \* \* The County Superintendent of Public Welfare shall act as secretary of the Board. The County Board shall meet at least monthly with the County Superintendent of Public Welfare and advise with him concerning the duties and problems of his office. In those counties where the population is not more than 25,000 the Superintendent of Public Instruction may be appointed Superintendent of Public Welfare."

2. County Superintendent of Public Welfare. "The County Commissioners and County Board of Education in each county shall in joint session, not later than July 15, 1919, appoint a County Superintendent of Public Welfare, who shall serve at the pleasure of said boards, and whose salary shall be fixed and paid jointly from the public funds of said boards. The County Superintendent of Public Welfare shall be the chief school attendance officer of the county, and shall have other duties and power as follows:

(a) To have, under control of the County Commissioners, the care and supervision of the poor, and to administer the poor funds.

(b) To act as agent of the State Board in relation to any work to be done by the State Board within the county.

(c) Under the direction of the State Board to look after and keep up with the condition of persons discharged from hospitals for the insane and from other State institutions.

(d) To have oversight of prisoners in the county, on parole from penitentiaries or reformatories.

(e) To have oversight of dependent and delinquent children, and especially those on parole or probation.

(f) To promote wholesome recreation in the county and to enforce such laws and regulate commercial amusements.

(g) Under the direction of the State Board to have oversight of dependent children placed in said county by the State Board.

- (h) To assist the State Board in finding employment for the unemployed.
- (i) To investigate causes of distress and make other investigations of social welfare under the directions of the State Board.
- (j) The County Superintendent of Public Welfare shall be the chief probation officer of the county, and may be used by the State authorities in carrying out the child labor law, and the inspection of factory and business plants."

Here is a plan for a local officer, salaried by the county, with a wide range of duties, including poor relief, the work of a probation officer, the enforcement of child labor laws, supervision of dependent and delinquent children, especially those placed-out in homes, and supervisor of recreation and commercial amusements. Some consideration of this system might result in a modification that will meet the needs of Colorado, especially as related to the sparsely settled rural counties of the state.

**SPECIAL RECOMMENDATIONS.** As was indicated in the chapter on State Boards and Special Organizations, and as emphasized in this chapter, there is a need for the consolidation and rearrangement of these departments of service in Colorado. It is therefore recommended that the legislature be asked to modify and strengthen the supervisory and directional powers of the State Boards at its next session.

1. Because of the deficiencies in its plan, scope and purpose, the State Child Welfare Bureau should be discontinued by repealing the statute creating it.
2. As proposed in its own bulletins, and as seems necessary to provide satisfactory State supervision, the State Board of Charities and Corrections should be thoroughly reorganized, a new name, powers and functions given to it, and enlarged appropriations asked, so that in its new form it may properly control and supervise all charitable and correctional institutions, with a wide field of propaganda, education and general action in regard to all public and private welfare work in Colorado.
3. To carry out the reorganization indicated, the General Assembly should create by a new statute a strong, energetic and comprehensive State Board of Welfare and Supervision, giving to it recognition, authority and appropriations commensurate with its importance, and fitting it to become one of the greatest of the State Departments.
4. The Board of Welfare and Supervision should be taken entirely out of partisan politics, and be unhampered by sectarianism. Its members should be experts in lines related to the classes to be served, and be chosen for their ability, high personal character and special interest in charitable and correctional work.
5. To secure uniformity of action, and to prevent duplication of effort and friction among departments, any powers or duties relating to charities, or to welfare institutions, that should belong to the central Supervisory Board, but are now by statute related to any other Boards or Bureaus,

should be assigned definitely to the reorganized Board, releasing the other Boards from further responsibility.

6. As the Illinois plan of consolidation of Boards and departments is under consideration in this State, with present indications favorable for its early adoption by the General Assembly, modified to meet local conditions; which plan would probably put all of the penal, correctional and charitable agencies and institutions of Colorado under a Commissioner of Public Welfare—it should be understood in case such a plan should be adopted, that with some slight changes of verbiage the present and proposed Boards would easily and naturally become sections or divisions under superintendents appointed by the Commissioner.

## CHAPTER XII.

### SOME NEEDED LEGISLATION

**T**HE facts presented in the foregoing reports, and the discussion of significant matters in succeeding chapters, clearly indicate the necessity of some changes in methods of service and of some new laws to guide and control child welfare work in the State of Colorado. To properly meet the situation prompt and progressive action is required.

In many respects Colorado is one of the most progressive of the states. This makes more noticeable all important matters in which the State lags behind any of the other commonwealths. From the national viewpoint two deficiencies stand out prominently—the lack of satisfactory state supervision of charitable and correctional institutions, and the need of improvement and standardization in child welfare work.

The rivalry of political groups and parties, and the strong personal prejudices and antipathies that sometimes influence or even control the views and actions of excellent people, should never be allowed to hinder the development of agencies and elements that are essential to the welfare and progress of the rising generation. This is as true in regard to dependent, delinquent and defective children as it is in regard to those normal in person and environment. The citizens of the State should demand, and the General Assembly should gladly embody in statutes, whatever clearly will be for the best interests of the children of the commonwealth.

**TWO BILLS DRAWN.** To cover the two deficiencies above mentioned, two bills have been drafted for consideration by the people of the State, and especially by members of the coming General Assembly. One of these is intended to accomplish the desired reorganization of the State Board of Charities and Corrections. It was found by excellent attorneys who were consulted in the matter, that it was practically impossible to revise the statutes relating to this Board, with the various amendments



passed by different legislatures, so as to make adequate provision for the service desired, detail the functions the Board should possess, and properly empower it for efficient work; therefore an entirely new bill was drafted to meet the necessities of the case.

The second bill, which is a complement to the first, is directly connected with child welfare work. It outlines the proper organization and control of child-caring agencies and institutions through the Board of Welfare and Supervision, and provides improved methods in the legal relations and in the personal care of dependent and delinquent children. The major part of it is entirely new matter, never previously included in statutes in the State of Colorado. It does replace a law of 1911 in relation to Maternity Homes, and one of the same year in relation to Binding Out Children, but in so doing both simplifies and centralizes the authority of the Board controlling such matters. Most of the provisions of the bill do not take the place of any laws now operative, and where they touch the same subjects as do existing statutes they are intended to designate proceedings in regard to certain classes of children, safeguarding them and the community by specified methods of action. It is believed that they do not antagonize or replace any present procedure in cases involving children in ordinary home associations. In a very few instances there may be a slight verbal conflict with existing laws, but not more than may easily be managed through a liberal construction by the courts.

**OTHER FIELDS TOUCHED.** For instance, the sphere of the Juvenile Court is touched in the paragraphs on commitments; but commitments are already authorized and recognized by present laws, and the purpose of this bill is to define a system of court work and commitments in relation to dependent and delinquent children, where mere mention was all that previously existed. The courts should welcome definite provisions where before were general statements, leading often to divergencies in practice.

Guardianship of the persons of dependent and delinquent children is mentioned in present laws in connection with organ-

ized institutions; but this bill defines the institutions that shall have the right to take such guardianship, the method by which it is given, and the powers it confers.

Adoption of children is arranged for in existing statutes; but the special processes necessary to safeguard this sacred and intimate relation when agencies and institutions take the place of natural parents have never before received attention by the Colorado Legislature.

**SIMILAR LEGISLATION.** The legislation offered is not new. It is in line with the ideas and methods advocated by the leading social workers in all of the states; and nearly every provision suggested is found in recently enacted laws in various commonwealths, although in most cases the statutes are in disconnected, short and scattered Acts. This lack of connection and harmony of arrangement of laws in other states, is a great disadvantage: and the writer has endeavored to overcome these defects in the states where he has labored by the inclusion of a number of related subjects in a single child welfare bill. The scattered legislation in all of the states also is the prime reason why Code Commissions for the harmonizing and revision of all laws relating to children are necessary.

Similar bills prepared by the writer, and covering in one title most of the provisions in both of those here presented, but adapted in their details to the needs and laws of other commonwealths, were enacted into laws by the State of Wyoming in 1915, by the State of Tennessee in 1917, and by the State of Oregon in 1919. In Colorado, as in the other states, special effort has been made to fit the bills to the local conditions. The only object in view is to improve effectively, and to systematize and modernize the statutes and customs of the State in regard to the care, treatment, training, disposition, legal relations, and supervision of neglected, dependent and delinquent children.

**REORGANIZED SUPERVISORY BOARDS.** It must not be thought that the writer arbitrarily decided on the method of improving the central and official supervision of welfare work. He counseled with many before reaching the conclusions expressed in this report. Strong and definite opposition developed when it

was proposed to enlarge the scope and powers of the new Child Welfare Bureau; and in view of the stated intentions of political leaders to consolidate and centralize such work and authority, the only alternative was to suggest that the Bureau be discontinued and the statute creating it repealed.

Like antagonism appeared when a mere revision of the statutes on which the State Board of Charities and Corrections is based was suggested, and a general strengthening of that Board without reorganization was proposed. It was only after writing and rewriting a bill to reorganize the State Board of Charities without destroying its basis, and finding the work in vain, that it finally was decided that the only hope of a strong and satisfactory Board of Supervision was through a practically new organization.

Therefore, the plans presented have not been arbitrarily chosen, but have been adopted after careful study of the situation and conversation with many interested parties. They appear to be the only plans feasible at the present time. No doubt some will oppose any reconstruction whatever, and desire that the present Boards continue, with, of course, larger appropriations; but it is hoped that the wise thought and action of the majority will crystallize on or near the lines here drawn. A number of prominent citizens who have read the bills in manuscript have expressed themselves as believing that their enactment would be an important advance for the State of Colorado.

**SPECIAL ASSISTANCE RECEIVED.** The writer is greatly indebted to Mr. Halsted L. Ritter, well known as an attorney and as a member of public and private institutional Boards, and Mr. C. H. Sherrick, Special Assistant to the Attorney General of Colorado, for superior assistance in the form, arrangement, and legal verbiage of the two Bills. Both of these gentlemen very kindly gave several days of their valuable time to study of the Bills, whose plan and purpose they very heartily endorse. Also Dr. Hastings H. Hart, known all over the Nation as an expert on social welfare laws and service, and a New York lawyer who is specially experienced in laws relating to child welfare work, gave considerable time and attention to the Bills; and their sug-

gestions as far as possible were embodied in the final draft here printed. These facts are given for two reasons—to express the writer's deep appreciation of the help and counsel given, and to remove any impression that the Bills are the hasty or inconsiderate work of any single individual. While the Bills must stand or fall on their own merits, the names above given add a reason for their thoughtful consideration.

**CODE COMMISSION NEEDED.** A real need in Colorado is a wise and systematic compilation and codification of the laws relating to children. The General Assembly should authorize the Governor to appoint a special State Commission to prepare a Children's Code, in order to embody, classify, and harmonize all of the laws now operative, as well as add such new or revised statutes as may prove necessary or desirable. The Code should include any preventive measures that can be operated under statute. The present bills, if enacted into laws, would naturally become a nucleus for provisions related to dependent, delinquent and defective children. Other new laws or special revisions would be required in relation to child labor, juvenile courts and probation service, schools and truancy matters, prevocational training, public playgrounds and directed recreation, etc.

Ohio completed such a Code seven years ago. Minnesota adopted one in 1917. Missouri has a partial Code, enacted about 1918, some of the laws advocated by the Commission failing to pass the Legislature. Iowa and Nebraska now have Commissions that will report next winter (1921), after two years of study and effort. Colorado should get into line, and be progressive enough to arrange officially for a Children's Code.

As in other states, no doubt able citizens would gladly serve on the Commission without compensation. But the State should provide a sufficient fund to employ a competent secretary for the Commission, cover mileage and other traveling expenses in the prosecution of the task, and for clerk hire in correspondence and in the transcription of bills and laws. Also there should be provision for the publication of the proposed Code, after its preparation, so that it may be considered intelligently and deliberately before action by the Legislature.

## CHAPTER XIII.

### A WELFARE AND SUPERVISION BILL.

**A**N ACT creating a State Board of Welfare and Supervision, defining its powers and duties, and giving it supervision over the organization and work of all charitable and correctional agencies and institutions, and all welfare work in behalf of adults and children; providing for records and reports of welfare work and organizations, and penalties for violations of the Act; making an appropriation therefor, and repealing all laws in conflict therewith.

BE IT ENACTED by the General Assembly of the State of Colorado:

SECTION 1. A State Board of Welfare and Supervision is hereby created and established, for the organization, control and supervision of all charitable and correctional agencies, institutions and work, public and private, within the State of Colorado.

a. The Board of Welfare and Supervision shall consist of seven (7) members, who shall be selected and appointed as follows:

(1) The Governor of the State shall be a member and *ex officio* Chairman of the Board.

(2) One member of the Board shall be a physician, to be selected and nominated by the President of the State Medical Association; and such appointee shall be specially qualified in child hygiene and the diseases of children.

(3) One member of the Board shall be a highly qualified educator, to be selected and nominated by the State Superintendent of Public Instruction; and such appointee shall be fitted to give expert attention to the proper schooling of dependent and delinquent children.

(4) One member of the Board shall be a person of unusual business ability, to be selected and nominated by the President

of the Denver Chamber of Commerce; and such appointee shall have large interest in the proper financing of charitable and correctional organizations.

(5) One member of the Board shall be a member of the Faculty of the University of Colorado, to be selected and nominated by the President of the University; and such appointee shall be an expert in psychology or sociology.

(6) and (7) Two members of the Board shall be expert social workers, to be selected and appointed by the Governor of the State; one of such appointees shall be trained or experienced in work or institutions for adults or families, and one shall be trained or experienced in work or institutions for dependent or delinquent children; and active service in some agency or institution shall be no bar to such appointment.

b. It shall be the duty of the officials who are authorized to nominate four members of the Board, to present their nominations to the Governor of the State within thirty (30) days after this law becomes operative, and thereafter, as the terms of such members shall end, within the month of January of each odd numbered year; and the Governor of the State shall add his own nominations for the remaining two appointive members of the Board, and formally appoint all the said persons herein specified as the State Board of Welfare and Supervision for the biennial period then begun; provided, however, that if for good and sufficient cause the Governor shall fail to approve any of the nominations, the nominating party shall be notified of such disapproval, and within thirty (30) days shall submit another nomination.

c. It is also provided that in event of failure on the part of any of the officials named in connection with the nomination of four members of the Board to make their selections as directed within thirty (30) days after the beginning of the term of any of said members, or after notification that a vacancy exists, any such omissions shall be filled by appointments by the Governor of the State.

d. Terms of service for members of the Board shall be indicated by the Governor of the State when the appointments are

made; and two of the appointive members shall serve for ... years, two for four years, and two for six years; the terms to begin within thirty (30) days after this Act becomes operative, and thereafter in the month of January of the odd numbered years; and upon the expiration of the terms of each his or her place, or that of his or her successor, shall be filled in the manner provided for, by nomination and appointment.

e. Appointments to fill vacancies caused by death, resignation, or removal from the State, before the expiration of the indicated term, shall be filled in the same manner as for full terms by nomination and appointment.

f. The Governor may at any time remove any members of the State Board of Welfare and Supervision, upon cause specifically stated, and after due hearing; and any such vacancies shall be filled as for full terms by nomination and appointment.

g. The members of the Board may be of any political party or religious denomination. They shall serve without compensation, but each member shall be entitled to receive necessary traveling and incidental expenses in the actual performance of duty.

h. Offices for the State Board of Welfare and Supervision shall be provided by the State Board of Capitol Managers.

i. The Board shall hold meetings quarterly for the transaction of regular business, and may hold adjourned, special, or called meetings, on call of the chairman or of any two members of the Board. Four members of the Board shall constitute a quorum for the transaction of all business. The Board may make, adopt, and enforce rules and forms for the regulation of its own proceedings, as may be necessary to carry into effect the purposes for which the Board was created.

SECTION 2. The sum of twenty-five thousand dollars (\$25,000) per annum is hereby appropriated to pay the salaries of the secretaries of the Board of Welfare and Supervision and their assistants, and the necessary expenses of the Board in traveling, inspecting, instructing, printing, and in otherwise carrying out the provisions of this Act. The State Auditor is hereby authorized to draw his warrants upon the State Treas-

ury for the sum herein appropriated, upon the presentation of proper vouchers, and the Treasurer shall pay the same out of any funds in the State treasury not otherwise appropriated. This appropriation shall be deemed to be one of the first class.

SECTION 3. The Board of Welfare and Supervision shall separate its work of organization, control and supervision into two co-ordinate Divisions. The Senior Division shall relate to charities and institutions for adults, and the general agencies and institutions for all ages and both sexes. The Junior Division shall relate to charities and institutions for children, and to all general phases of child welfare work.

a. The Board shall appoint two Executive Secretaries, one for each Division, who shall be its administrative officers. Each of these secretaries shall be a trained social worker, fitted to perform the service indicated by the Division to which he or she is assigned. The secretaries shall devote their entire time to the work, and shall receive such salaries as the Board from time to time shall determine, but which for each shall not be less than twenty-five hundred dollars (\$2,500) per annum. Such assistants shall be employed in each Division as the efficient performance of the duties of the office shall require.

b. The Senior Division of the Board shall have supervisory control for the purposes of this Act over city and county jails; municipal and county relief work; poorhouses and poorfarms; prisons and reformatories; insane asylums; private retreats for the mentally disordered; homes for the aged, for soldiers and sailors, and for the deaf and the blind; lodging houses for working people; organizations for family relief and rehabilitation; widows' pensions; social settlements; Red Cross home and community service; and any other charitable or correctional agencies or institutions for adults or families, within the State of Colorado; and it shall have advisory and co-operative relations with other general social movements and organizations.

c. The Junior Division of the Board shall have supervisory control for the purposes of this Act over all orphanages and children's homes; child-placing agencies; altruistic institutions for the combined care of adults and children; commercial maternity



homes; private institutions for delinquents; detention homes of juvenile courts; industrial schools; day nurseries and kindergartens; children's hospitals; and any other child-caring agencies or institutions for charitable or correctional purposes within the State of Colorado; and it shall co-operate with parent-teacher associations, movements and organizations for public playgrounds, safe and suitable recreation, and other social movements related to children. It shall also co-operate in propaganda and movements concerning eugenics, home care of babies, better babies campaigns, certified milk and milk stations for the children of the poor, and all other matters connected with child hygiene.

d. In their relations to the agencies and institutions herein specified, the Senior and Junior Divisions shall give special advice and instruction to social workers; teach improved methods of work; labor to establish and maintain right standards of service; disseminate information on charitable and correctional matters; give expert counsel on the location, types, and best architectural plans for buildings; formulate standard menus and dietaries for various conditions of people, but especially for the adult, juvenile, and infant inmates of the various institutions; arrange rules and methods that will promote health and physical welfare; have oversight of the moral conditions within the institutions under observation; and as far as possible shall improve the general environment of charitable and correctional agencies and institutions and their inmates.

SECTION 4. The Board of Welfare and Supervision shall establish within its Junior Division a department or agency for child-placing in families and the supervision of placed-out children; and in relation thereto shall have functions and authority as hereinafter specified.

a. The Board is hereby empowered to receive children from the courts of the State, on either temporary or permanent commitments.

b. The Board may receive children on surrenders from parents or guardians, on the same conditions and under the same limitations as apply to incorporated agencies and institutions.

c. The Board shall be the guardian of the persons of any

children assigned to it by permanent commitments or court orders, with authority to consent to the adoption of such children *in loco parentis*.

d. The Board shall have full authority to arrange for the care of dependent, delinquent, or defective children in appropriate institutions; or may place-out in selected families such as are legally and otherwise suitable for such disposition, when such action by a State agency is necessary or desirable.

e. Dependent children that by court commitment or otherwise pass into the care and guardianship of the Board of Welfare and Supervision, shall be placed in the State Home for Dependent Children for temporary care and training, which shall be the same as are given and provided for other State wards who are committed directly to the State Home; and such wards of the Board of Welfare and Supervision shall remain at the State Home until the Board shall resume direct care of them, for placement in family homes or appropriate institutions, or for other disposition.

f. The State Board of Welfare and Supervision, through the child-placing department of its Junior Division, hereafter shall place-out all State wards that are legally and otherwise suitable for such disposition; and child-placing work shall no longer be a function of the State Home for Dependent Children. When wards that were committed to the State Home are prepared for placement in families, or must otherwise be provided for, the Board of Welfare and Supervision shall take charge of them, and the guardianship of the persons of such children shall at that time pass to said Board, with all responsibility for their care. Also the guardianship and further supervision of children previously placed-out in families by the State Home and yet remaining under official observation, upon the organization of its department of child-placing shall be automatically transferred to the Board of Welfare and Supervision.

SECTION 5. The authority and functions of the Board of Welfare and Supervision shall include specifically the following matters:

a. It shall be the duty of the Board to pass upon the need

and desirability of any new or proposed charitable or correctional agency or institution under private management; and to examine the articles of incorporation of such organization, and grant to it a certificate of approval if it satisfactorily meets the State's requirements.

b. It shall be the duty of the Board of Welfare and Supervision to license or give certificates of approval annually to all incorporated and other charitable and correctional agencies and institutions within the State, after due and thorough examination of their facilities and their work; *provided, however*, that none shall be approved and licensed that fail to meet reasonable requirements, to be made and interpreted by the Board, as to quality and conditions of service.

c. The Board shall require any child-caring agency or institution within the State of Colorado, that was established and operating but not incorporated before the passage of this Act, to incorporate under the laws of the State within one year after this Act goes into effect.

d. The Board shall require proper and adequate supervision by agencies and institutions of all children by them placed-out in families, including those on parole in other than their own homes and families from industrial and reform schools.

e. The Board, through its department of child-placing and supervision, shall officially observe, inspect, and supervise all children placed-out in families or disposed of otherwise by the agencies and institutions of the State; and the Board shall also carefully watch over and supervise the neglected, dependent, delinquent, and defective children who are inmates or wards of the various agencies and institutions of the commonwealth.

f. The Board may order or arrange for the transfer of any unwisely or improperly placed or located child or children under the care and control of any child-caring agency or institution, to proper and suitable organizations, institutions, or private families, as the welfare of such child or children may demand; and in event of any objection or appeal against such action by the persons or organizations concerned, the Board shall at once present the matter for adjudication to a court of competent jurisdiction.

g. The Board at any time may take into its own care and custody any child that in its judgment has been improperly placed or located by any agency or institution, and whose welfare or the welfare of others is menaced by such placement or location; and after taking possession of such child the Board shall present the matter for adjudication of the child's status and relation to a court of competent jurisdiction.

h. The enumeration of the aforesaid special matters shall not be construed as any limitation of the power and authority of the Board in regard to any other matters named or indicated elsewhere in this Act, and which are included in the sphere and exercise of its duties of organization and supervision.

SECTION 6. If any flagrant abuses or derelictions become known to members or agents of the Board of Welfare and Supervision in their inspection of any agency or institution; or unsatisfactory conditions are reported to them by two or more reputable citizens; or the Governor of the State at any time shall request the investigation of any charitable or correctional agency or institution,—the Board shall at once carefully examine into the conditions in said agency or institution and take such action as shall be required.

a. If said abuses or derelictions are found to exist in any State institution, they shall be reported at once to its governing Board and to the Governor of the State; and, where the person responsible is an employe in the classified service, to the State Civil Service Commission; if found in any other public agency or institution they shall be reported to the proper authority or controlling Board; and if such abuses or other wrong-doing are not corrected within a reasonable time, the same shall be reported in writing to the next session of the Legislature.

b. If said abuses or derelictions are found in any private agency, society, or institution, they shall be reported at once to its trustees or board of management; and if not corrected within a reasonable time, the State Board of Welfare and Supervision shall suspend or revoke the license or certificate of approval of such agency or institution. In serious or aggravated cases the Board or its agents may present the objectionable or menacing

conditions to the District Court having jurisdiction in the county where the offending organization or institution is located, and such court, on due and sufficient evidence, may order the institution's articles of incorporation annulled, and the inmates then in care properly distributed and located.

SECTION 7. The State Board of Welfare and Supervision shall have full authority, to be enforced by any court of competent jurisdiction within the State to carry out all of the provisions of this Act.

a. Any agency or institution herein specified, or any officer, agent, or person connected therewith, who interferes with or prevents the free and proper carrying out of any provision of this Act, or violates any of the provisions thereof, shall be deemed guilty of a misdemeanor, and punished by a fine not exceeding one hundred dollars (\$100), or not exceeding three months in jail, or both fine and imprisonment, in the discretion of the court.

b. It shall be the duty of the Attorney General of the State, and of the District Attorneys in the various judicial districts of the State, to advise the Board of Welfare and Supervision, or any of its agents, in any legal matters or court actions, and to appear in behalf of the Board in the prosecution of any person or persons, or any agency or institution, that violates any of the provisions of this Act; provided, however, that in case of neglect or refusal of any of the above to advise or act for the Board, the Board may select its own legal representative.

c. The District Courts in this State shall have jurisdiction in all cases of violation of the provisions of this Act, and shall enforce any order of the Board upon proper application by the Board, its members, officers, or agents, as herein provided, and after full hearing thereon; and in enforcing the same the court shall have the same jurisdiction as in all civil or criminal cases.

d. The courts of the State of Colorado are to construe this Act liberally, so as to effectually carry out the intent of the General Assembly in its enactment.

SECTION 8. Annual and biennial reports shall be made by all charitable and correctional agencies and institutions in Colo-

rado, and by the State Board of Welfare and Supervision, as follows:

a. Each public or private agency and institution within the State shall make an annual report of its work to the State Board of Welfare and Supervision, in such form and detail as the Board shall prescribe.

b. The State Board of Welfare and Supervision shall prepare and supply to the various agencies and institutions all necessary printed blanks to record the desired information.

c. All of the agencies and institutions within the provisions of this Act shall conform their records to the statutory fiscal year of the State; and all annual reports required of said agencies and institutions shall be filed with the State Board not later than December 15th of each year.

d. The State Board of Welfare and Supervision shall prepare biennially, for presentation to each regular session of the Legislature and for general distribution, a comprehensive report of welfare, charitable, and correctional work and conditions; and not less than two thousand copies of such report shall be published at State expense.

SECTION 9. It is the intent of this Act to transfer and place in the Board of Welfare and Supervision all of the powers, duties and functions heretofore possessed and exercised by the State Board of Charities and Corrections, as set forth in Chapter 22 of the Revised Statutes of Colorado, 1908, and all amendments thereto; with additional powers and functions as provided in this Act; and to specifically repeal the following:

a. Chapter 22 of the Revised Statutes of Colorado, 1908, entitled "Charities and Corrections and Board of County Visitors," is hereby repealed.

b. Chapter 83 of the Session Laws of 1911, entitled "An Act Amending Chapter 22 of the Revised Statutes of Colorado, 1908, Concerning the State Board of Charities and Corrections," is hereby repealed.

c. Sections 573, 576, 582, and 583, of the Revised Statutes of Colorado, 1908, are hereby repealed.

d. Chapter 19 of the Session Laws of 1919, entitled "An Act to Create and Establish a Child Welfare Bureau, Defining its Duties, and Making an Appropriation Therefor," is hereby repealed.

e. All other Acts or parts of Acts now in force in the State of Colorado, that conflict with the provisions of this Act, are hereby repealed.

f. It is hereby declared that this Act is necessary for the immediate preservation of the public peace and safety.

g. In the opinion of the General Assembly an emergency exists, therefore this Act shall take effect and be of force from and after its passage.

h. If any part, section, subsection, sentence, clause, or phrase of this Act is for any reason held to be unconstitutional, or otherwise invalid, such decision shall not affect the validity of the remaining portions of this Act. The General Assembly hereby declares that it would have passed this Act and each part, section, subsection, sentence, clause, or phrase, irrespective of the fact that any one or more other parts, section, subsection, sentence, clause, or phrase be declared unconstitutional.

## CHAPTER XIV.

### A GENERAL CHILD WELFARE BILL.

**A**N ACT relating to the organization, powers, control, and supervision of child-caring agencies and institutions; defining and authorizing private agencies and institutions for neglected, dependent and delinquent children; defining and controlling commercial maternity homes; arranging guardianship of the persons of dependent and delinquent children, and consent to their adoption; classifying court commitments to child-caring agencies and institutions; systematizing and regulating child-placing in families; providing penalties; and repealing all laws in conflict therewith.

BE IT ENACTED by the General Assembly of the State of Colorado:

SECTION 1. For the purposes of this Act the terms agency and institution shall be defined as follows:

a. An Agency is a public bureau or department, or a private society or association, incorporated or unincorporated, which is engaged in social service in behalf of individual children or children in families. A child-placing agency is a public or private organization whose main function is to provide for homeless and dependent children by placing them in family homes.

b. An Institution is a child-caring organization whose principal function is to provide board and care for children in buildings which it owns or controls. All such institutions under private management shall be incorporated. No organization with buildings and equipment to accommodate less than fifteen (15) children shall be classed as an institution.

SECTION 2. The organization and control of private child-caring agencies and institutions shall be as follows:

a. Private agencies and institutions for the care of neglected, dependent, delinquent, or defective children, shall be or-



ganized by the association of not less than five reputable and responsible citizens of the State as a Board of Trustees or Managers, and by the formation of a society, a corporation, or an institution, on the lines hereinafter specified for securing the approval of the State Board of Welfare and Supervision; and shall be incorporated under the general laws of this State.

b. The approval by the State Board of Welfare and Supervision of a new or proposed charitable or correctional private agency or institution shall be based upon reasonable and satisfactory assurance on the following points:

(1) The good character and intentions of the applicants and sponsors for the proposed agency or institution.

(2) The present and prospective need of the service intended by the proposed organization.

(3) The employment, or pledge of the employment, of capable, trained, or experienced workers.

(4) Sufficient financial backing to ensure effective work.

(5) The probability of permanence in the proposed or existing organization.

(6) That the methods to be used and the disposition to be made of the children served will be in their interests and that of society.

(7) That the articles of incorporation and by-laws are wisely and legally drawn.

(8) That in the judgment of said Board of Welfare and Supervision the organization under examination is desirable and necessary for the public welfare.

c. New agencies and institutions under private management, for charitable or correctional work for children within the State of Colorado, shall each present a certified copy of its articles of incorporation to the State Board of Welfare and Supervision, for filing in the records of the Board, and as a basis for recognition on a petition for a certificate of approval.

d. All agencies and institutions under private management, for charitable or correctional work for children within the State of Colorado, legally incorporated in this State previous to the passage of this Act, and including those created and administered

by officers of religious denominations, shall be subject to all of its requirements as to certificates of approval, and shall be rated by the Board of Welfare and Supervision on the same basis as new corporations, in granting or withholding such certificates.

e. All agencies and institutions under private management for charitable or correctional work for children within the State of Colorado, whether newly incorporated under this Act, or previously incorporated and approved under this Act, and including those created and administered by officers of religious denominations, shall obtain annually from the Board of Welfare and Supervision a license or certificate of approval authorizing their work.

(1) The Board of Welfare and Supervision for determining the quality of an agency or an institution, and the quality of its work, shall use the eight points of excellence enumerated in paragraph "b" of this section as the basis of judgment in granting or withholding such certificates.

(2) Any violation of the provisions of this Act by private agencies or institutions, or the establishment of such an agency or institution, or the continuance of any persons or organizations in such child-caring work, within the State of Colorado, without such certificate of approval from the State Board of Welfare and Supervision, shall be a misdemeanor for which prosecution may be entered before any court of competent jurisdiction; and the same shall apply as a misdemeanor to any officer, agent, or person connected therewith. Each day an institution is operated, and each child placed-out by a child-placing agency, without such certificate, shall constitute a separate offense.

SECTION 3. Commercial lying-in or maternity homes shall be defined and controlled as follows:

a. As used in this Act, a lying-in or maternity home shall be held to mean a house or other place maintained and conducted for pay, in the care and treatment of women during pregnancy and confinement and subsequent to the birth of children. Any place in which such work is done, and in which within six months two or more women are treated during pregnancy or after delivery, except women related to the owner or proprietor of such

place by blood or marriage, shall be accounted a lying-in home or maternity hospital.

b. The State Board of Welfare and Supervision shall have power to grant licenses for a period not exceeding one year to persons or organizations to maintain and operate lying-in homes or maternity hospitals, on conditions similar to those provided for more general child-caring institutions in paragraphs b, c, d and e, of Section 2 of this Act; with the additional provision that the physical and medical facilities offered are adequate for the safe treatment, confinement, and after-care of mothers, and the proper care of infants. No lying-in or maternity home shall be permitted to receive and care for women and children which does not hold a certificate of approval or license from the State Board of Welfare and Supervision; and such license may be revoked by said Board whenever such home shall fail to meet the requirements of this Act.

c. Institutions of this class shall not place-out children in private homes for adoption, or to be reared as members of families; nor give away or sell children unwanted by their mothers or parents; and all disposition of unwanted children from these maternity homes shall be through the courts or through regularly incorporated child-caring agencies or institutions.

d. Any violation of the provisions of this Act by lying-in or maternity homes, or the establishment of such an institution, or the continuance of any persons or organizations in such business, within the State of Colorado, without a license from the Board of Welfare and Supervision, shall be a misdemeanor, for which prosecution may be entered before any court of competent jurisdiction; and the same shall apply as a misdemeanor to any officer, agent, or person connected with any such place or institution guilty of such violation.

e. The provisions of this section as related to maternity work and the care of infants shall not be interpreted as referring to regular or general hospitals which receive other cases than lying-in patients, unless said lying-in patients shall constitute more than one-fourth of the total cases treated; nor to incorporated institutions for the combined care of adults and children

not operated on a commercial basis, whose status is provided for in Section 2 of this Act.

SECTION 4. Guardianship of their persons and consent to adoption for dependent and delinquent children in Colorado shall be held or given as follows:

a. Incorporated private child-caring agencies and institutions, which have been duly certified or licensed under this Act, shall be the guardians of the persons of the children committed to them through permanent orders by courts of competent jurisdiction. They may retain such children in institutional care, or place them in private family homes, either temporarily or as members of families; and where they deem such action to be for the welfare of such wards, may consent *in loco parentis* to their legal adoption.

b. Such agencies or institutions may receive needy or dependent children from their parents or legal guardians for special, temporary, or continued care; and the parents or guardians may sign releases or surrenders, transferring to said organizations the guardianship and control of the persons of said children during the period of such care, which may be extended until the children arrive at legal age; *provided, however*, that such releases do not surrender the rights of said parents or guardians in respect to the adoption of said children, and do not entitle such organizations to give consent to the adoption of said children; and that any complete severance of family ties shall be accomplished only by formal order of a court of competent jurisdiction; and *provided, further*, that it shall be unlawful to present a child surrendered to an agency or institution by a parent or a guardian, for a court to pass upon the adoption of said child, until at least six (6) months have elapsed after the signing of said surrender.

c. Parents or legal guardians of children whom they have by releases or surrender agreements given into the guardianship of certified child-caring organizations, at any time at least thirty (30) days subsequent to the signing of such surrender, may waive their right to personal appearance in court in matters of the adoption of said children, and file their appearance and con-

sent in a duly signed and attested certificate, which the court may recognize as a valid basis for judicial action in such cases.

d. If parents or guardians do not appear in court in such cases to give consent to an adoption, and no waiver of appearance as above provided is filed, the court at its discretion may order notice to be sent by the clerk of the court by mail to the last known address of the parent or guardian of the child to be adopted, or may order notice by publication in the manner provided by law for service upon non-residents in cases of attachment; and such mail notice or publication notice shall include the name of the child to be adopted; the name of the person or persons desiring to adopt the child, if the court so orders; the name of the court in which the petition for adoption is filed; the date on which the hearing is to be held; and such other information as the court may direct.

e. In court proceedings for the adoption of a ward of a private agency or institution, such agency or institution shall file with the clerk of the court in which the adoption proceedings are pending, special documents as follows:

(1) A certified copy of an order of a court of competent jurisdiction formally and permanently assigning the child to the guardianship of the organization.

(2) A written statement showing that sufficient and satisfactory investigation of the adopting parties and their home has been made, and duly recommending them.

(3) A written formal consent by the organization to the proposed adoption, executed by the responsible officers of the agency or institution.

(4) When children are presented for adoption who have been surrendered to an agency or an institution by parents or guardians, there shall be filed with the clerk of the court a certified copy of such surrender, a written statement of the investigation of the adopting parties and their home, and a formal consent to the adoption. If the parent or guardian does not appear to give consent to the adoption, or a formal waiver of such right is not filed, the court in its discretion may order notice by mail or publication as provided herein elsewhere, before the decree of adoption.

f. When foundlings or other abandoned children, whose parentage is unknown or whose parents can not be found, and who have not been assigned previously by a permanent court order to any certified child-caring organization, are presented for adoption, the judge having competent jurisdiction shall require the persons or organization presenting the child to file with the court a written statement duly attested of all the known facts concerning the child and its relationships, and shall otherwise be satisfied of the propriety of the action before decreeing the adoption.

g. The court decreeing the adoption of any foundling, abandoned, or known illegitimate child, at its discretion may require that all papers relating to the personal history of such child, or its family history, if there be any, be sealed and filed in the registry of the court, to be opened only on judicial order.

h. Nothing in this Act shall be construed to be in conflict with or to prevent proceedings under any statute providing for the adoption of children and heirs at law, other than in the relations and conditions above cited.

SECTION 5. Commitments by courts of competent jurisdiction of dependent, neglected, or delinquent children, to approved and certified child-caring agencies and institutions, shall be defined and limited as follows:

a. Courts of competent jurisdiction shall in their discretion commit dependent, neglected, or delinquent children to appropriate State, County, or City agencies or institutions, or to suitable private agencies or institutions that have been approved and licensed by the State Board of Welfare and Supervision. Such commitments shall be of two grades or kinds, temporary and permanent; and each court order shall specify definitely to which grade or kind it belongs.

b. Temporary commitments shall be made when the court for good and sufficient reasons decides that final adjudication of the case must be delayed, or that the children involved may be expected to return reasonably soon to home conditions in their own families; and in temporary commitments guardianship of the persons of the children shall remain with the committing court, which shall be responsible for arrangements for their care

until finally disposed of, and any children under such commitments may be recalled by the court for further action at any time.

c. Permanent commitments of dependent or delinquent children, whether to State, County, or City agencies or institutions, or to approved and certified private agencies or institutions, shall include guardianship of the persons of such children; and the responsible public officials or officers of private agencies or institutions to which the children are thus assigned, shall be accountable for the welfare, guidance and supervision of such wards during their minority, or the specified period of care and control, or until they are brought into court on a new petition and are otherwise disposed of by a court of competent jurisdiction.

d. No children shall be assigned to any private agency or institution by permanent commitments, unless said agency or institution is duly incorporated under the laws of the State, and unless said agency or institution shall have been duly approved and certified by the State Board of Welfare and Supervision.

SECTION 6. Child-placing in families, that is the placing of destitute, neglected, or dependent children, temporarily or permanently, in families other than their own, for the purpose of providing care and homes for them, shall be systematized and regulated in the State of Colorado as follows:

a. The Junior Division of the State Board of Welfare and Supervision shall establish a department or agency devoted to child-placing in families and the supervision of placed-out children. It shall place-out wards from the State Home for Dependent Children, and any other children that may come into its care for whom such disposition is desirable.

b. Public officials, agencies and institutions that are specifically authorized to do so by statute, may engage in child-placing in families.

c. Incorporated private agencies and institutions that have been approved and certified by the State Board of Welfare and Supervision, as provided in Section 2 of this Act, are authorized to do child-placing work.

d. Private individuals, including mid-wives, physicians, nurses, keepers of lying-in homes, hospital officials, lawyers,

clergymen, and all officers of unauthorized institutions, are forbidden to engage in child-placing work.

e. No person, or agent, or agency, or institution, of another State shall place a child in a family home in this State without first having furnished to the State Board of Welfare and Supervision such guarantee as the Board may require, against disease, deformity, feeble-mindedness, and delinquency, and against the child becoming a public charge within five (5) years after such placement.

f. Private child-caring agencies and institutions, in placing-out children, or Industrial Schools in paroling wards to homes and families other than those of the children's own parents or guardians, shall safeguard their welfare by thorough investigation of each applicant for a child, the home, and its environment; shall carefully select the child to suit the new relationship and location; and shall personally and adequately supervise each home and child until the latter returns to the direct care of the organization, or if permanently placed receives legal adoption or attains legal age.

g. So far as is practicable all children placed-out in private families by either public or private agencies or institutions shall be located with those of the same religious faith as that held by the children themselves or their parents.

h. The State Board of Welfare and Supervision may require any child-caring agency or institution, public or private, to divulge to the Board the locations and relationships of all of its placed-out children; and these may be visited by the Board's members or agents to ascertain the condition of said children, and the quality of the child-placing work done; *provided, however*, that the location and relationships of placed-out children shall be confidentially held by the Board and its agents, and only revealed when in the judgment of the Board expressed at a regular or special meeting the welfare of the children demands such action, or on order of a court of competent jurisdiction.

SECTION 7. Any agency or institution within the purview of this Act, or any officer, agent, or person connected therewith, who interferes with or prevents the free and proper carrying out



of its provisions, or who violates any of the provisions thereof, shall be guilty of a misdemeanor, and punished by a fine not exceeding one hundred dollars (\$100), or not exceeding three months in jail, or both such fine and imprisonment, in the discretion of the court.

SECTION 8. The intent of this Act is to add definitions and provisions to existing statutes so as to cover more fully the needs and special relations of child-caring agencies and institutions and those of neglected, dependent and delinquent children; and to substitute better conditions and regulations of certain phases of child-caring work for some that are unsatisfactory. The courts of Colorado are to construe this Act liberally so as to effectually carry out the intent of the Legislature in its enactment.

a. Chapter 80 of the Session Laws of 1911, entitled, "An Act to authorize the placing of poor orphan children in charitable educational institutions and binding them thereto," is hereby repealed.

b. Chapter 168 of the Session Laws of 1911, entitled, "An Act for the supervision of lying-in hospitals, maternity homes and other like places for the reception and care of girls and women, and to prevent the improper disposition of children thereby," is hereby repealed.

c. All other laws, or parts of laws, now in force in the State of Colorado, that conflict with the provisions of this Act, are hereby repealed.

d. It is hereby declared that this Act is necessary for the immediate preservation of the public peace and safety.

e. In the opinion of the General Assembly an emergency exists, therefore this Act shall take effect and be in force from and after its passage.

f. If any part, section, subsection, sentence, clause, or phrase of this Act is for any reason held to be unconstitutional, or otherwise invalid, such decision shall not affect the validity of the remaining portions of this Act. The General Assembly hereby declares that it would have passed this Act and each part, section, subsection, sentence, clause, or phrase, irrespective of the fact that any one or more other parts, section, subsection, sentence, clause, or phrase be declared unconstitutional.