

Child Welfare

The general social awakening begun in Louisville in the late nineties was given a new impetus at the turn of the century. Following in the wake of Mrs. Florence Kelley's visit to Louisville in 1901, the Consumers League of Kentucky was organized with Mrs. R. P. Nalleck as its chairman. The League's program was a high light in the picture. The settlement co-operated to the fullest extent in furthering the League's program. It worked for the passage of the compulsory education law advocated by the League and ~~later~~ for its child labor law which was presented to the General Assembly by the Kentucky Federation of Labor for passage.

Among the innovations of that period was the Juvenile Court. This new institution which the members of the Neighborhood House Board had been interested in promoting, functioned through the County Court. Judge Arthur Peter officiating at that time was searching for the best methods in the solution of the problems of this new court. He appointed as probation officer, a Mrs. Rogers who had made a fine record in this type of work in another city.

In its attempt to adjust the community to the higher standards imposed on it by the passage of the new laws, the Consumers League developed a scholarship plan. It first secured ^{permission} from Judge Peter to investigate all the applications for labor permits filed at the County Court. ^(over) This investigative committee was soon in possession of many baffling facts.

The entrance thus gained into the home offered many opportunities to the friendly visitor who caused a number of parents to withdraw their applications because there was no real need for the child's assistance. In some instances the children were either tired of school or unhappy because they were temperamentally antagonistic to the teacher. The good advice of the visitor solved many of these difficulties. Work was secured for older members of the family, shoes and clothing were supplied children kept out of school on that account and others were sent to a physician to have some eye, ear or skin trouble corrected. Where the family was absolutely dependent on the earnings of the child, a scholarship was awarded, paying the child the amount it would earn by working. This was given on condition that the child

attend school and was paid at the end of each week on the presentation of a note signed by the teacher. The worthiness of the case was passed on first by the Consumer's League and then by a trained investigator of the Charity Organization. These scholarships were granted to children eleven and twelve years of age.

To insure the working out of the new laws many conferences were held with court, school and labor authorities - with a most gratifying response on the part of all concerned. But the committee soon realized two things. First that the Child Labor Law was inadequate and must be revised.

Second, that the new heavy demands made on the Charity Organization for scholarship work necessitated the further development of the program of that agency.

To meet this need the Kentucky Child Labor Association was organized in ~~December~~ ^{Feb. 1907} 1906.

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A conference was held with the Board of Directors of that agency and Mr. Francis M^cSean, the field director of the National Agency was called on for advice. He suggested that those interested in this scholarship problem might form themselves into an advisory Committee to the Charity Organization Board with one of the members of this Board acting as Chairman. This plan worked out very successfully and soon the Committee as a whole was elected to the Board of Directors of the Charity Organization. Later the name was changed to Family Service Organization and later still, to the Associated Charities Service Organization. I served on this Board from 1908 to 1923.

Child Welfare Chapter.

1901

- I Co-operation with Consumers League - Organized in 1901
 - (a) in promotion of a better child labor law.
 - (b) in passage of a truancy law
 - (c) and for the co-ordination of these laws.
 1. by investigating applications for child labor certificates in the county court.
 2. and the awarding of scholarships where there was need!
2. Organization of the Ky. Child Labor Association ¹⁹⁰⁷ (1906)
Then later taking over the scholarship work of the Con. League by that organization (Child Labor Association)
3. Building up the Charity Organization by a group interested in the promotion of the scholarship work - so that the families found by scholarship committee could be given aid by the proper agency - namely the Charity organization. ~~This~~
 - (a) Family Service Organization, Board Member, 1908-1923
4. This same group responsible for appointment of Genement House Commission in 1909.
5. Louisville Conference of Social Work, Pres. 1919 and 1920.
6. Board of Trustees, Louisville Jeff. Co. Childrens Home 1919-1926
7. Ky Conf. So. Work - 1915-16 — 1916-1917.
8. Public

8. Public Welfare Commission 1918-1919.
(a) 1919 Survey made by Nat. Child Labor Com.

(b) Miss Sarah Brown's Report.
(The Institutional Child).

9. Children's Code Commission
1920-1922 - Gov. asked me to call members together - Aug 9-1920.

10. Ky Child Welfare Commission 1922-1924
(appointed by gov. Edwin J. Morrow)
Reappointed by gov. Fields, 1924-1928

11. Ky. Children's Bureau
Op - by gov. - Flem. B. Sampson. 1928
Reap - by gov. Ruby Laffoon 1932

12. (Reorganization Bill - Rebecca's Report.)

→ Nat. Pro. Assn - Sec. for Ky - 1935-1935.

13. Ky Fed of Women's Clubs
Rev. of Public Welfare
1918-1925

National Conf. of So. Work - 1911 - 1912.

Nat. Con. of So. Work - Chr. Social Com^{munity} Committee 1911-1912

The Filson Historical Society

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THE ADVANTAGES OF A
CONTINUING CHILD WELFARE COMMISSION.

*Paper read by
Mr. Hodson's
meeting
Nov 9 Conf 930
118h*

Mr. Chairman, ladies and gentlemen:

Originally, the Kentucky Child Welfare Commission was not a continuing Commission. It began as the Kentucky Children's Code Commission, a temporary Commission appointed only for a year. The act authorizing the Governor to appoint the Kentucky Children's Code Commission was passed by the Legislature in 1920. This Act authorized the Governor to appoint a Commission of five members to survey the field of child welfare and to report with recommendations to the Governor and the Legislature at the next session of the General Assembly.

Fortunately, several surveys ^{had} ~~have~~ recently been made in the field of child welfare in Kentucky ^{when this act was passed.} The Commission was able to avail itself of the facts gathered in these surveys. It only remained for it to make a study of the institutions in the state caring for delinquent, dependent, or defective children. This survey revealed a most deplorable state of affairs. ~~It certainly revealed the skeleton in Kentucky's closet.~~ Although there were institutions maintaining high standards, the majority violated every recognized standard for the care of children in institutions. It was shown that any Tom, Dick ^{or} and Harry in Kentucky could open an institution for the care of children and conduct it as he pleased.

The outstanding finding of the study was that in Kentucky, ^{the report} quoting from ^{the report} "there ~~was~~ no state-wide authority responsible for making plans for the care of children left homeless and dependent-- no one vested with the authority and responsibility necessary to insure the protection of such children. Children left homeless have

no friendly authority with final responsibility for their care, and as a result fall into the hands of whoever happened to know and care enough to see that a home ^{was} secured for them."

In order to give you a more complete idea of the situation, it is necessary to speak of two other Acts of the 1922^o Legislature. One was that creating the Kentucky Educational Commission. The other was that creating the Board of Charities and Correction.

The first of these two commissions, the Educational Commission invited the General Education Board of New York City to make a survey of the public school system of the State. ~~The~~ revelations of the survey were most depressing. In illiteracy Kentucky ranked forty-fifth, where formerly, in 1890, she had ranked thirty-fifth. An optimistic Kentuckian took hope in the fact that if we were forty-fifth in illiteracy we were only ^{fourth from the bottom} ~~fifth~~ in ignorance. With such a serious situation in the educational field existing, it is obvious that far-reaching changes must be made in that field before the general child welfare situation can be fundamentally improved. The State Board of Charities and Correction created in 1920 administers state institutions for children and inspects private and child-caring institutions, which receive state funds. ~~It has made many improvements in the institutions under its care. Because of its efforts to secure a better-trained personnel and to better conditions generally, it was misunderstood, and in consequence~~ ^{the State Board} ~~was probed throughout the legislative session of 1922, the session following its creation.~~ ^{the politicians were much concerned}

The Act creating the ^{Stat} Board ^{of Charities & Correction} did not give it the right to inspect or license privately supported child-caring institutions. This is

perhaps the most serious defect in the entire system of child-welfare legislation in Kentucky today. It violates the generally accepted standards outlined by the Federal Children's Bureau in 1919, which state that a State Board of Charities, or some similar state agency should be held responsible for the regular inspection and licensing of every child-caring institution or agency, public or private, and that the incorporation of all privately supported agencies should be required and should be subject to the approval of the state supervisory body.

The most outstanding need was the creation of such a supervisory body, but to quote from the report of the Commission: D

do not read

"It became more and more evident as the year advanced that it would be inadvisable to attempt the presentation of a comprehensive program of child-welfare legislation in 1922. It was felt that extensive changes in law and administration should not be agitated in the absence of opportunity for due consideration on the part of both the public and the Legislature.

"So the Commission determined to submit a very modest legislative program of its own, and to lend its aid to certain important bills sponsored by the Educational Commission and by the state Board of Charities and Corrections.

~~It readily can be seen that 1922 was not quite the psychological year for the Commission to advocate the creation of a Children's Bureau under the supervision of the State Board of Charities and Corrections as that Board had to fight for its existence. During the two preceding years that Board had made a change in over two hundred of the employees in its institutions, these changes had aroused the politicians~~

over the state who demanded a probe of the State Board.

This probe lasted throughout the legislative session. ^{#A} ~~as I said before, the Commission determined~~ ^{And so} ~~to submit only a very modest program and to give itself to the support~~

~~of the bills of the Educational Commission and the State~~

~~Board.~~ ^{#11} In consultation with Charles L. Chute, Secretary

of the National Probation Association, bills were drafted providing for the amendments to the Juvenile Court Act,

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① the creation of a State Probation Commission and the es-
tablishment of adult probation. The Commission presented
② also an amendment to the Desertion Act extending its provisions
to include pregnant women, ③ a minor amendment to the child-labor
Act and ④ a new bill providing for a permanent child welfare
commission. The last measure passed both houses unanimously,
and the amendment to the Desertion Act was made law. The
child labor legislation failed and the Court and probation bills
failed to reach the orders of the day, although reported
favorably by the Committees to which they were referred.

The net result, however, in terms of educational publicity,
was most gratifying."

The Kentucky Child-Welfare Commission hopes to develop a comprehen-
sive, well-rounded program for child protection and to shape legislation
as rapidly as the will of the community permits. As the advance of
this program depends on the public will of the people of the State,

It can readily be seen that 1922 was not quite
the psychological year for the Commission to advocate
the creation of a Children's Bureau under the supervision
of the State Board of Charities and Correction. An extension
of power was hardly possible when that Board was

the Commission must bring home to the people the needs of its children. It must keep in touch with the work of other commissions, study their methods ^{of child care.} sift out the most effective, and present these ^{methods} to the citizens who have not the time to sift out such ~~facts~~ for themselves. The Kentucky Commission expects to present the cause of child welfare to the people of the state through every organized group in the State.

It is a problem to bring to the citizens of any state the need of a change in method in the child welfare field. For instance, in a highly institutionalized state, how can the truth be borne home to ^a man who is trustee of an institution that a good placing-out system is ^{a better method of} ~~far better~~ ^{of} ~~than keeping children in institutions.~~ ^{caring for children} ~~than~~ ^{them} ~~keeping children in institutions.~~ Recently I heard a gentleman, who was the trustee of an institution housing about 500 children, say "We hope we will some day have a village of 1000 children. It would be so nice to see so many children playing around." It is always a difficult problem to bring home the truth to people in an old state. Now Kentucky is an old state and a highly institutionalized one. ^{Recently} ~~I heard~~ ^{a citizen took notice in the fact} ~~another gentleman says~~ that Kentucky had more institutions to its population than any other state in the union. ~~I do not know whether~~ ^{Probably this state} ~~this statement is true or not,~~ ^{situation} but if it were such a ~~state of affairs~~ should be deplored. ~~I am glad to report to you that~~ ^{has recently} the Episcopal church in Kentucky ~~pointed the way, in the right direction recently.~~ At the request of the bishop of Kentucky, the Committee of Social Service of the Episcopal church sent a member of its staff to confer with the orphanage boards of that church in Louisville as to the best method of consolidating the girls and boys orphanages of that state. ^{The} ~~these~~ ^{two} ~~boards~~ ^{were advised} not to build another orphanage but to establish a ^{home-} ~~home-~~ ^{The members of the} ~~child~~ ^{of the}

~~This placing of the children of the Episcopal orphanages in homes under the supervision of a well organized department with a trained personnel is of great moment in the history of the child welfare movement in Kentucky.~~

placing department which would operate under the direction and supervision of the church. ~~This is a great step forward. The mere fact that the trend has been turned in the proper direction will probably mean as much for the betterment of the children as any other factor in child welfare field in Kentucky.~~

Recently, the Kentucky Sunday School Association published a booklet entitled "Child Welfare in Kentucky." The young man who conceived the idea of interesting the Sunday Schools in Child Welfare is

chairman of the Adult Bible Classes of the ^{Kentucky} Sunday School Association.

~~He believed that if the churches could be interested in the child welfare movement, especially in the rural communities, that a powerful force would be arrayed in the interest of the child.~~ *He knew that if the serious child welfare problems confronting the state could be brought to the attention of the churches, especially those in the rural communities, this powerful force would be arrayed in the interest of the child.*

being used as a manual in the adult Bible classes throughout the State.

The manual contains thirteen articles dealing with the most pressing needs of the State in the field of child welfare.

Let me cite one: The outstanding recommendation of the education survey was that the State Superintendent's office should be taken out of politics. Such a change meant an amendment to the Constitution of Kentucky. This amendment was submitted to the people at the 1921 election and defeated in the rural communities. It cannot be submitted again before 1927. ^{in the meantime} ~~but~~ If each adult Bible class in the state becomes ^{interested} ~~an educational center in its community~~, probably this amendment may be carried ~~over~~ by a sweeping vote in 1927.

the interest of the child.

~~Another chapter of this book relates to the Sheppard-Towner Act in our rural communities in the mountain regions where it costs \$10,000.00 to build a mile of road, there are many places where they do not know of the social hygiene work of the State Board of Health and do not know of that Board's connection with the administration of the Sheppard-Towner~~

** Another chapter ⁱⁿ of this book ^{tells the story of the working out of} relates to the Sheppard-Towner Act ^{in Kentucky}*

the people

The state in Kentucky

Perhaps this chapter may prove helpful to ~~Act in Kentucky~~ ^{By putting them} ~~this story has been told and women are thus brought~~ ^{in touch with the clinical work of the State Board of Health} who otherwise would

never know the value of a doctor or a nurse.

Another chapter ^{tells} of the Junior Agricultural Club work under the Extension Department of the University of Kentucky. The Smith-Lever Bill passed by Congress made it possible through Federal and State aid through the United States Department of Agriculture and the Agricultural Colleges to take directly to the farm and to the farm home the latest and best information upon the science and practice of Agriculture and Home Economics. One of the most important fields of extension work is that conducted with the boys and girls and is known in Kentucky as Junior Agricultural Club Work. The object of a Junior Agricultural Club is to furnish through its organization an opportunity to improve farm and home practices by instructing the boys in correct agricultural methods and the girls in home making. In Kentucky we have 85 pauper counties and it would be much to the advantage of these counties if they were enabled through the Junior ~~and~~ Agricultural club work to build up their county through the training received in these clubs, ^{which practically} bring ^{the} University ^{practically} to the door of the people.

There is also a chapter on ^{the} feeble mindedness. The situation in Kentucky, so far as it relates to ^{the} feeble mindedness is bad. ^{By} ~~We were~~ the last state in the union to do away with the pauper idiot law. ^{the old} ~~our~~ ^{When the law} ~~old~~ law dated ~~was~~ back to 1857, ^{which} ~~it~~ was only repealed in 1918. ^{At that} ~~time~~ ~~we~~ ~~were~~ giving \$165,000.00 to the feeble minded in their own homes.

As the new law carried no provision for the building of institutions and there were not institutions enough to ^{house} ~~care~~ for ^{the} ~~our~~ feeble minded and

It was necessary again
idiots ~~we had~~ to pension ~~the~~ idiots in their own homes ~~again~~, until ~~the~~ State
~~we are~~ ^{is} able to build institutions enough to house the pauper ^{its} idiots.
~~in Kentucky.~~ It is very important for ^{the} every citizen in Kentucky to ~~to~~
realize ~~what an~~ ^{that this} emergency ^{exists in connection with} the feeble minded, ~~situation is in Kentucky,~~
so that they will stand back of a request at the next ~~in~~ session of
the legislature for an appropriation with which to build buildings
sufficient to house the ^{pauper} idiots and ~~feeble minded~~ of the state.

The Commission stands for high ideals of social service for every
child. Its program is elastic, as any program dealing with human in-
dividuals should be. 5

The advantages accruing to children under the development of
a well-ordered program are obvious. Time is saved on the part of
individuals and groups interested in better legislation. Such a
program is insured in ^a more steady advance than was possible by the
haphazard hit-or-miss policy of the past. Energy is saved. How
often have laws been put on the statute books ^a one year only to be
wiped off the next! By building on the knowledge and experience gained
through its ^{orderly} program, the state will acquire a strategic position
in the field of child-welfare.

In closing, I should like to ask Mr. Hodson if he thinks it would
be practicable for the Child Welfare Commissions of the various states
to link up thru a central bureau for their mutual benefit? If it is
possible to work thru Mr. Hodson's bureau, each Commission could report
to this central agency and in turn receive helpful suggestions from the
successes or failures of other commissions. Each Commission could bring
its problems to Mr. Hodson ~~for advice.~~ ^{who} He could either ^{advise himself} ~~give the~~
~~necessary advice~~ or refer ^{for help} to another commission whose experiences in a
particular field would qualify it ~~to do so.~~ ^{to give} ~~helpful~~ ^{the needed} advice.

During the ^{first} ~~recent~~ meeting ^{of} ~~conducted by~~ Mr. Hodson, ^{series on legislation} ~~preceding this,~~

the discussion emphasized the need of such a central agency. Judge Ricks ^{expressed his} ~~was~~ much concerned ^{in regard to} ~~about the question of~~ street trades. ^{and said he wanted} ~~any~~ to discuss

~~any~~ ~~Commission who had struggled with this problem would be able to help~~ ^{the question with others at this conference,} ~~him and the Virginia Commission.~~ Another gentleman questioned an institution not having the right of appeal from the decision of a state board. ^{perhaps the} ~~the~~ ^{study} findings of a recent ~~survey~~ ^{in answering this question,} of another state might prove helpful ~~to this gentleman.~~ ^{It seems to}

There are so many ways the commissions of the various states could be helpful to each other that I hope Mr. Hodson will ask for discussion on the working out of such a central agency. Respectfully submitted

Francis Ingram, Chairman
K. O. M. C.

~~Another~~ ^A suggestion ^{for publicity} ~~for~~ ~~propaganda~~ is the giving of talks over the radio.

~~The four minute talks in the little pamphlet which was printed to~~ ^{of the} ~~interest the adult~~ Sunday School ^{Manual} ~~Classes,~~ were read over the radio

broadcasting station in Louisville. ~~Comments on these talks came to us from Maine to Texas.~~ These talks were also printed in the twenty leading newspapers of the state, ^{one} ~~one~~ talk being ~~five~~ published each week

for thirteen weeks. ^{An other suggestion for publicity is thru} ~~the~~ ^{the} ~~state booster trips.~~ ^{expects to conduct such a trip} ~~Another method of publicity is through a Boosters trip conducted by~~

~~the Louisville Board of Trade.~~ ^{Another method of publicity is through a Boosters trip conducted by} ~~Many members of the Board of Trade go~~

~~on this trip to boost trade in Louisville throughout Kentucky.~~ A member of the Kentucky Child Welfare Commission has been allowed the privilege of speaking ^{on this trip} ~~in behalf of~~ Kentucky's children ^{on this trip} ~~and urging~~ better methods in caring for these chief assets of the state.

~~of the work of the Commission for~~ ~~Kentucky's~~ ~~the~~ ~~chief~~ ~~assets~~ ~~of~~ ~~the~~ ~~State.~~ ~~Kentucky's~~ ~~children.~~

Mr. Selvon's modesty - best work in Boston
 only more extensive -
 Excellent work by State Child Labor -
 \$585 - report

There is a growing
 realization that the
 home even tho not
 the child's own is
 the best preparatory
 school for life
 Using this as a
 basic principle
 Boston has been doing

its orphanages and placing
 its children in homes for
 adoption if possible. Mr.
 Charles W. Bertwell, Secretary
 of the Children's Aid Society
 of Boston is working out
 a very excellent plan of
 placing out in that city.
 If the children are not placed
 for adoption and they are
 old enough, they are placed
 for wages. If neither is possible
 then they are boarded temporarily
 at least.

The key note of the agent's
 efficiency is his ability to
 determine when they should
 be free placing and when
 placing for board.
 If a child proves unworkable
 and is unable to fit into

3.

factorily into a home after a trial in several, he is sent to the school of reform as a last resort. Defectives are consigned to institutions - idiots to asylums and cripples to schools where their special needs will receive attention.

Much of the success in placing depends on a careful investigation of the family where the child is placed. Mr. Dintwell uses what he calls the "neighborhood test" by an invisible jury. The application is received

55x26
71x55

4.

several weeks before the child is placed. He selects from gazetteers, from lists of banks, clergymen and so forth a list of ten people at random and writes each a letter saying "Mr. Smith has applied for a child but has not given you as a reference and he does not know that we are writing to you. We want to know if his is a good family in which to place a child. Your answer will be kept in the strictest confidence."

71x55

Mr. Birtwell claims that people are generally very conscientious and careful about answering and that in this manner it is generally possible to get at the skeleton in the closet.

Careful supervision follows the placing. A family is told never to keep a child a moment after he is not wanted. But changing is bad because it causes restlessness. Sometimes when reports are bad the agent resorts to bribes with success. The Birtwell

Children's Aid Society divide its territory into districts and an effort is made not to give an agent or charity visitor as he is sometimes called more than 45 or 50 children.

The charity visitor must know the kind of moral error and must help the child to get the best lessons from the family. The family is not always told the full extent of the child's delinquency. Mr. Birtwell says that the charity visitor must be the chemical process to cause precipitation of impressions.

7

The state board of Massachusetts has 4000 children under its care; a little less than $\frac{2}{3}$ are boarded in homes. A little more than $\frac{1}{3}$ are placed in free homes. Three visits are required a year by the agent but many more are paid. The state pays from \$2.25 to \$2.75 a week for board and furnishes clothes.

8.

Illinois is doing splendid home placing work. Recently the United States Census Bureau issued a report on Benevolent Institutions giving information never before collected respecting orphan asylums and children's homes. Comparing the amounts expended on dependent children by New York and Illinois, the report showed that Illinois spent millions less than New York. The saving was due to a radical difference in policy for which the splendid placing out work

9.

of the Illinois Children's Home and Aid Society was largely responsible. Illinois has fewer and smaller orphan asylums than New York. The work of the Children's Home and Aid Society makes larger ones unnecessary. New York follows the institutional system of caring for dependent children. In New York, the subsidy plan, of supporting private orphanages and children's homes by appropriations from the public treasury

10.

is the prevailing plan. In Illinois, this plan has for the most part been avoided.

May I quote Homer Folke, Secretary of the N. Y. Charities Aid Association. In his book on the "Care of Destitute, Neglected and Delinquent Children" he says -

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Home placing is the humane method because children crave home life and parental care. Children taken from the most beautiful, comfortable and well ordered institutions, even to a plain

A humble home, where affection & cheerfulness prevail will almost invariably choose the family home. The institutional life is artificial, unnatural & unknown to child life.

The orphan's home has its place as a temporary refuge, a clearing house, where a child should be kept long enough to secure for it a home on a good farm.

There is a crying need here for temporary homes for children. Scarcely a week passes but that Judge Peter feels this need in the juvenile court. He is forced to send many children to the House of Refuge for lack of a better place.

What a splendid thing if this body could help solve this problem to-night.

Is there a State Board of Charities
in this state?

The Filson Historical Society

Summary of Mr. Rowland Hayne's 6 points given at Annual
Meeting of Family and Child Welfare Council - March 31, 1932.

1. Relief through taxation.
Private giving cannot go on increasing its giving.
Growth of Public Welfare Departments to help bear the responsibility.
2. State taxation - audit of needs and resources council's job.
3. Made work - American method
Distinct from unemployment - insurance and dole in Europe
4. Relief economics
Budgets prepared by dietitian
Saving in trained case workers
5. Cutting of recreation agencies.
Family and Child Welfare Council should insist on adequate support for
these agencies.
6. Employers awakened responsibility for steady employment of own workmen.
Council should widen planning to include this group.

AN ADDRESS DELIVERED BEFORE THE STATE PARENT-TEACHERS ASSOCIATION

IN SOMERSET, APRIL 26, 1933

Homer W. Nichols, Secretary
Committee on the Education of the Handicapped Child

THE FORGOTTEN CHILD

The modern social order is sick. American institutions are ailing. There is nervousness in industry, pessimism in economics, less respect for governments, laxity in morals, doubt as to facts, indifference in religion, and uncertainty in education. The whole social order is in a tangle.

The current of American life is torrential. It is personified by a new and changing scene. The American mind glibly stops, looks, listens, searches, doubts, and then wonders what it's all about. Human beings now active and then slumbering, doubting, dreaming dreams no dreamer ever dared to dream before. Then sowing, now reaping, a quivering social order is ushered in. Trembling and amazed, the world looks on.

1932
Thus out of this changing and shifting scene was born, more than one year ago, the idea of the Kentucky Educational Commission, the purpose of which is to diagnose and take an inventory of educational conditions in the Commonwealth and try to find out where we are and what should be done.

As a part of this program of investigation, inspired by the work of the Kentucky Parent-Teachers Association and other organizations rendering service to the handicapped child, Superintendent James H. Richmond appointed a committee to study educational conditions with reference to the forgotten child. This indeed is history for the Commonwealth. After five months of intensive study, the Committee has completed the major part of its report which is now before the Kentucky Educational Commission for final action. The findings and recommendations of this committee of fifteen and the Commission should be a very interesting educational document for public consideration.

During the past year your committee has been able to assist more than 300 different handicapped children reported to this office by the various Parent-Teacher units throughout the State. Strengthened by the report of a committee of fifteen and the Kentucky Educational Commission of which the very efficient president of the Parent-Teachers Association is a member, we look forward next year to launching a great and far-reaching program to help the handicapped child throughout the common school system in the Commonwealth.

As evidenced by this study recently made by the Committee of fifteen, it is my privilege to bring you some of the glaring existing inequalities of the handicapped or forgotten child.

We now quote from President Franklin D. Roosevelt who said,

"Today we are reaching out into the highways and byways, the back country district, the slums of our cities, so that there shall be no forgotten child. It is our responsibility to rehabilitate the body and to so adapt the mind that every crippled child may become in some degree a useful and a practical citizen. There is no work anywhere that is more useful, economic, or humane."

In this humanitarian service, Kentucky has made but little progress toward a state-wide program of special education for the forgotten child.

The term "handicapped child" as used in the study includes all children who are so physically, mentally, morally, or socially handicapped that they are unable to attend or make satisfactory progress in a regularly established public school. This includes the crippled, speech defectives, blind and defective sight, deaf and hard of hearing, delicate (T. B., cardiac and others), mentally subnormal, and socially maladjusted.

As a basis or text for this study the Committee took the following as self-evident:

Every handicapped child is entitled to as sound body as medical science can provide and to training adapted to his own individual needs to the end that he may become a self-reliant, self-respecting, and self-supporting citizen.

Although the Constitution specifically implies that the General Assembly shall make provisions for all the children of all the people, whether normal or abnormal "an efficient system of public schools", Kentucky has made special provisions for less than twenty per cent of her sixty thousand handicapped children, who are unable to attend or make satisfactory progress in a regularly established public school.

It was found in this study that although there are no general provisions for a program of special education, there are, however, specific authorizations with reference to special groups of handicapped children including the blind, deaf, feeble-minded, incorrigibles, delinquents, and those with defective sight.

The function of state residential schools is coming to be increasingly recognized as a service for those extreme handicaps which can not be adequately taken care of in local communities. The inevitable outgrowth of the limitations set upon the enroll-

ment of state residential schools must be the organization of educational facilities within local school systems which will comply with the varying needs of handicapped children.

All state residential schools are rendering a definite and commendable service notwithstanding their many limitations. A study of these schools indicates the need of expansion and improvement along modern lines.

Commissions, authorized by law to assist the handicapped child, are also instilling new life into these human souls as far as the state's provisions will permit. The study indicates very definitely their great need for extended opportunities.

All state residential schools with the exception of two are governed by separate boards of control similar to other educational units in the Commonwealth. The Kentucky Houses of Reform at Greendale and the Kentucky Institution for the Feeble-Minded at Frankfort are placed in the same class, as far as control is concerned, as the penal institutions including the Frankfort and Eddyville penitentiaries. It seems evident that these two residential schools have nothing in common with the two state penitentiaries. The results of the study indicate that in keeping with Kentucky's backward step educationally the mentally subnormal and the incorrigible children are placed, as far as control is concerned, with the aged and hardened criminals of the Commonwealth. These two schools -- the Kentucky Houses of Reform, and the Kentucky Institution for the Feeble-Minded should be divorced from the penal institutions. The names of these two residential schools should be changed to more appropriate titles. All state residential schools should be a distinct and recognized part of the Commonwealth's school system.

Section 298F-1, Kentucky Statutes, (Acts 1918) provides that deaf children between the ages of seven and sixteen inclusive shall attend some public, private, or parochial school in the Commonwealth.

Section 4521-1, Kentucky Statutes, (Act of 1924) provides that boards of education are hereby authorized to provide for the instruction and education of children of the proper school age, who, by reason of defective eyesight, require special books or special instruction, or both, in order to profitably and safely attend the public schools in such city or county district.

Section 4521A-4, Kentucky Statutes, provides that boards of education shall not undertake to provide for the instruction of pupils with defective eyesight ----- except by permission and in pursuance of advice and authority of the State Superintendent of Public Instruction ----- and said Superintendent may designate one or more of his assistants to supervise the classes and instruction of children with defective eyesight as herein provided for. (Acts 1924)

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Notwithstanding these provisions, it was found that there is practically no special effort manifested by the public school system to train the handicapped child. A survey recently made indicates that only seven educational units attempt any programs in this direction. They are all inadequate.

This study brought out the fact that a complete state program of special education will include not only legislative authorization and special financial aid, but it will also provide general state supervision of the work done. Standardization of teacher qualifications, regulations regarding organization and maintenance of classes, provisions of suggestive curricular material and of facilities for the preparation of teachers are state responsibilities. It was found that these functions are properly centered in a division of special education within State Departments of Public Instruction.

It also becomes very evident, in the light of these studies, that provisions should be made for special training programs for teachers and supervisors. If equal educational opportunities are furnished all these sixty thousand maladjusted cases, the Commonwealth needs three thousand specially trained teachers and supervisors.

This army of handicapped children in the Commonwealth, who are today serious deviates in mental, physical, or temperamental traits, will one day become an army of adults and a very real part of the great citizenry of our Democracy. Shall they be a contributing part of the social order? or shall they become liabilities that will drain the resources of society? Shall Kentucky spend part of the public money today to train them for social efficiency? or shall the State later be required to spend a much greater sum for almshouses, hospitals, reformatories, and prisons in an attempt to protect society and reform the handicapped adult? Kentucky's answers to these questions will be expressed in the provisions which she is willing to make for them while they are still children; in the sincerity with which she undertakes to capitalize their powers and minimize their handicaps; in the effectiveness with which the Commonwealth plans to educate them in those things which they can do and to prevent the helplessness that results from lack of training; finally in the skill with which Kentucky diagnoses their difficulties and averts the un-social attitudes that are the outcome of maladjustment.

Our American philosophy in education proclaims equality of opportunity for all children regardless of maladjustments. The importance of training for all members of the social order to the successful operation of a Democracy was fully realized by the founders of our Republic. Within the century, education has become America's largest business, but it is only within the past few years that society's obligations to certain under-privileged groups have been recognized in the light of modern education. Programs of special education are necessary to fit the requirements of these special groups.

This study indicates that the Commonwealth, local communities, boards of education, and state educational institutions should consider their responsibilities for the handicapped child as equal to their responsibilities for the more fortunate members of the social order.

It seems but fitting at this point to raise the following question for careful consideration:

What right has any school system, which levies public taxes, to educate all the children of all the people, to spend the major portion of public money on the normal child, while the less fortunate or handicapped child remains untrained, because of failure to provide opportunities for him?

In light of studies made, the Commonwealth should proceed upon the well established principle that all education is a public responsibility and that governments should participate in making it available to all the children of all the people. With this in view, the Committee has adopted the following as basic recommendations:

1. "Handicapped child" as used in this study will include all children who are so physically, mentally, morally, or socially handicapped that they are unable to attend or make satisfactory progress in a regularly established public school.
2. "Special education" as far as this study is concerned has to do with only those types requiring special facilities or instruction because of physical, mental, moral, or social deviation.
3. The law providing for a school census should be re-written to include all handicapped children with certain definite information concerning each child.
4. Legal provisions should be made authorizing boards of education of all school units to provide special facilities and special instruction for all groups of handicapped children.
5. Legal provisions should be made for financial aid for a state-wide program of special education.
6. Legal provisions should be made, authorizing the adoption of rules and regulations governing the organization, administration, and supervision of a state program of special education.
7. Provisions should be made, as now authorized by law, and as the demands justify, for training personnel for this special type of service.

8. State institutions for the handicapped should be improved and modernized to provide for all those committed to their supervision.
9. Provisions should be made, as now authorized by law, for a Division of Special Education in the Department of Education.

The educational trend today is toward the solution of social problems. A major part of the legislation, having as its purpose, the solution of these problems, has been enacted since the beginning of this century. Special education for the handicapped groups is a rapidly developing phase of our general education program. Local educational officials and social agencies in many communities have become interested in organizing within their school systems, programs of special training.

It is coming to be a common problem for school administrators to find themselves confronted with situations comparatively new in school procedure. They need to know the number and the various types of handicapped children in their jurisdiction, the kind of facilities needed for their proper care and training, and what types of teachers and other workers are essential to the well-being and mental and physical development of the under-privileged child.

If society does not keep handicapped children busy in a constructive way during their school lives, they, in a destructive way, will keep society busy during their adult lives.

The handicapped child is most certainly an economic factor. An intelligent consideration of the issues involved from that point of view alone would force us to double our efforts to bring to him those facilities which will help him to realize his maximum capacity despite his handicap.

Yet surely the conception of educational opportunity is not limited to the economic aspects alone. If the educational philosophies of Dewey, of Kilpatrick, of Bode, of Rugg, and of other national educational leaders, agree in any one phase more than in another, it is in the emphasis that is placed upon the child and upon his welfare as a child. Happiness, contentment, adjustment, achievement -- these are some of the key words which apply to the education of every child, no less to the handicapped than to the normal.

A twofold service, then, is the cornerstone upon which any program of education is built that considers the special needs of the handicapped pupil. Namely, service to the child and service to society. These two are inextricably interwoven. Neither one can suffer without harm to the other. The needs of one are reflected in the needs of the other, and both are paramount considera-

tions in the welfare of the Commonwealth.

Students of State School Administration advise that it is the function of the State to encourage, to stimulate, and to guide the development of educational practice; to give assistance and general supervision in the new ventures that express thoughtful and intelligent progress.

In the light of studies made, the Commonwealth should take the responsibility of pointing the way toward capitalizing its resources and realizing its maximum progress, giving such assistance as will make possible a constructive and complete program of special education.

The creed of the handicapped lad:

"Not sympathy! Not charity! Just an equal chance with other men -- to see pity in the eyes of my friends replaced with commendation -- to work, to produce, to provide, and to feel that I have a place in the world. Seeking no favors and giving none -- to become a man among men in spite of my handicap."

The crippled lad speaks:

"God takes the clean, moist Earth to make us of,
The loam that wind and sun breathe blessings on
He makes the meadows green to race, hills to climb and
paths to pace
He makes you lads to run, so neatly framed and swift
in flight.
Your footsteps come and go. They mock me all the time.
They keep my heart just burning to follow where they go.
But, Pain, you are my master. You bind my feet, my spirit
blight.
How is it, I can never dance and run in merry sprite?
Did God's Great hands just tremble, then, when God made me?"

NEIGHBORHOOD HOUSE
428 SOUTH FIRST STREET
LOUISVILLE, KY.

Oct 15, 17

SECOND MEETING OF WELFARE COMMITTEE.

I Miss Ingram:

Six Sub-Committees - -

Mrs. Bishop and Miss McKay , Chairman
Patriotic League.

II Mrs. Bishop :

Y.W.C.A. is leading movement -
Permanent, protective league means neighbor-
hood influence.
Headquarters of Central League are at Y.W.C.A.
Leagues are self governing.

League on the Point:
Girls elected their own officers,
Suggestion made to make quilt,
Idea of service to, protection of, prevention
for younger children,
" Your Flag & My Flag " a favorite song.

III Miss McKay:

Five and Ten cent store girls (80) in league
Kaufman - Straus girls have formed a league
Community efforts to be centralized .
After units are formed all over the city
they will have a definite work.

IV Miss Ingram:

Miss Durham, Chairman of Vigilance Committee

V Miss Kahn :

Number of soldiers in court were taken from
negro women's homes. Soldiers con-
stantly in Tin House , around Green,
Pearl, Preston & Jefferson Streets.
Negro women in court have been notorious
characters - not young girls.

VI Mr. Griffith :

Negroes as boot-leggers.

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Mr. Griffith :

Protection for girls and visitors at camp has been asked.

Suggestion - Girls in camp must be chaperoned
(Mrs. Robinson)

This was done at Armory.

Plans to establish the Hostess House - Girls might be taken to this house by some guide stationed there to direct them. (Dr. North)

Girls have had to ask for certain name of soldier (Mrs. Bishop)

Send complaints to Chairman of Vigilance Committee
Miss Mayora Durham, Mr. Griffith , Miss Ingram.

Veneral disease ordinance not passed .

VII Miss Ingram:

Committee on Talks - Chairman Dr. Louise Lawrence
Health talks from Sex Standpoint

VIII Dr. Lawrence:

Saturday night on Preston & Green there were many , many soldiers .

Any one may communicate with Dr. Lawrence of the Committee .

IX Miss Ingram:

Committee on Recreation .

To organize classes and clubs in city -peagant and community singing . (Chairman not selected)

Committee on Legislation .

Committee on Dance Halls.

Nine dance halls visited.

X Dr. North :

War Recreation Board is not anxious to get mixed up with any commercial enterprise.

Conditions have not been adequate. This Board has given Mr. Ditmar of the Arcadia, assurance that he has the approval of this Board.

Paid chaperone and Supervisor will be there to have a strictly first-class dance hall. Tell people of this first-class dance hall.

NEIGHBORHOOD HOUSE

428 SOUTH FIRST STREET

LOUISVILLE, KY.

XI Miss Ingram: --

XII Dr. North :

Unless city administration goes back on us we will have their support in regard to dance hall problem. Supervisor will be given full charge of dance hall and if her requisitions are not carried out the hall will be closed.

XIII Question :

Will dance halls have to be declared as such and pay \$250 license before supervisor can be put in ? (Mrs. Bishop)

XIV

If dancing schools remain as schools they will be supervised . If not they will be proven dance halls and supervisor will be put in. If they will not admit to supervision, hall will be closed - Hall will have permit and this board will have charge of those halls (Dr. North)

XV Miss Ingram : Colored Question

XVI Miss Durham : Is willing to name negro on her committee and thinks more than one negro representative should be on different sub-committees .

XVII Mrs. Semple : Is glad to have intelligent negro people who would be on board.

XVIII Mr. Little :

All committees will need advice of intelligent people . Some mothers among colored people are yearning for advice. Some members might be selected and would work for best interests. Women of culture and refinement (1 Or 2) could be invited on committee and on sub-committee and would be a strong help . " If I were to undertake work for the negroes I would need the help of their intelligent people." They ought to have a separate committee where they meet by themselves. They should feel their responsibility.

XIX Question brought up for vote. (Mrs. Ottenheimer)

NEIGHBORHOOD HOUSE
428 SOUTH FIRST STREET
LOUISVILLE, KY.

XX Miss Woolfolk :

Colored Library asked for help in Neighborhood and streets. Judge Green and Miss Woolfolk invited to speak before East-end Library. Appointed patrol women to undertake problem of the child. Colored women would express their own opinions about conditions in city better in a meeting of themselves. They could appeal to this committee and also to Doctor North for any help. Also we of this committee might appeal to them. (Miss Shank) - Miss Belcher has for six years worked with negro people She has been chosen as field worker for several states. (Mr. Little) - Colored people need the power behind them to put a thing through. If they might have a connecting link with this committee they would be able to accomplish things. (Mrs. Semple) - We need a close co-operation with the negroes, not to look to them as though we were organized for criticism. (Mrs. Robinson) - Moved that, sub-committee be appointed to co-operate with Miss Belcher in her work with colored women. Doctor North - Plan, one of policies.

XXI Miss Shank :

Motion that we ask chairman of committee similar to this of the colored work to be present on this Welfare Committee of War Recreation Board.

Vote taken - 4 did not vote . Others voted "Yes"

XXII Miss Ingram:

Time of meeting -Monday at 4:30
Place of meeting-Norton Building.

Kentucky Child Welfare Commission,
428 S. First St. Louisville, Ky.

Monday morning, October 22, 1923.

Present- Mr. Hartley, Miss Lenroot, Miss Ingram, Mr. Mackoy, later Miss Neville and Dr. Veech. Discussion of educational program with special reference to the physically defective child.

Miss Lenroot-Do you keep in touch with compulsory attendance law?

Mr. Hartley- Not in direct touch.

Question of the local status of attendance department was asked by Miss Lenroot. Mr. Hartley gave the information that there were seven officers and one director. Following a discussion of the attendance department and its scope of work, Miss Ingram recommended that all physically defective children be included in the school census, since it was brought out in the general discussion that they were not included in the census, as specified as such, that the census takers enumerated the number of children of school age but did not describe the type child. Following this there led to the problem of taking care of the crippled child in the school. Mr. Hartley was of the opinion that the city could organize special classes for crippled children since they had already organized special classes for aemic retarded and delinquent children. The question of text books was then brought up, and it was the general opinion that these could be bought with competitive bids. When questioned with regard to the classes for atypical children, which had been discontinued in Louisville, Mr. Hartley stated that the Board of Education had ruled that these classes were not a legitimate expense of public funds- that these funds were not to provide for such special classes. He also stated that at the time this decision was reached the present teacher had married and they were unable to secure a teacher to take her place.

The question was then brought up as to the number of blind children, attending the Blind School and what degree of blindness determined their entrance. Mr. Martin was phoned regarding this, and he stated that a child did not have to be totally blind to be admitted to the school, that all children were examined by their examiner, Dr. Lederman before entering the school, that some children were admitted who could not use their eyes for focusing but were not totally blind, but that they did not admit the totally blind and defective child.

Miss Neville, who at this point of discussion, entered took up with Mr. Hartley the question of the conservation of vision. She spoke of the special classes for conservation of vision in Boston, and also of the special text books used by the children. Mr. Hartley agreed with Miss Neville that every abnormal child should be taken care of throughout the State. The Ohio plan of legislation, where there are seven crippled children, in the county, it is compulsory to have a teacher- was discussed and commended.

The question was asked of Mr. Hartley how many retarded children there were in the local schools, who replied an average of 350. The discussion then veered back to a the classes for conservation of vision, led by Miss Neville, who asked whether cities of the first class could have these classes with legislation. It was finally agreed after having been proposed by Miss Lenroot that there should be an enabling act to authorize the establishment of special classes for defective sighted children, provide transportation and equipment, also to include in this group of children, the blind, deaf, mentally deficient and crippled, and those by reason of their physical condition are unable to attend regular classes.

Miss Ingram then took up the question with Mr. Hartley of raising the compulsory education law throughout the State, and after it was stated by Mr. Hartley that the ideal ~~education~~ compulsory ~~education~~ education law should be the eighth grade it was agreed to pass over this discussion until some time later.

Miss Ingram asked regarding the physical re-examination of employed children and stated that the Federal Bureau recommended a re-examination once a year.

A discussion of the child labor law was then taken up with special reference to street trades. It was recommended that the present law be amended or the phraseology be changed so that children under fourteen years be prohibited from selling newspapers. The Kentucky Child Labor Association was strongly in favor of this and had made such recommendation to the Commission. It was decided to take up with Mr. Clopper or Miss Kennedy, of the State Bureau of Ohio, the question of enforcing the law with regard to the street trades in Ohio.

Miss Neville then led a discussion as to the compulsory education for the blind child in this State, and the question was asked whether there is adequate provision for taking care of the blind children in the State. Miss Neville suggested that the blind and mentally defective child be examined at the psychological clinic before it was accepted at school. Robert Irwin, of Cleveland, was suggested as the person best fitted to write the law of compulsory education for the above-named children. Mr. Mackoy suggested that the County Judge, County Superintendent of Education and County Health Department pass eventually on the child's fitness for entering school.

Mr. Hartley stated that he was very glad to have compulsory education for the blind.

A discussion of the Home Rule Recreation Act was led by Miss Ingram, and brought forth the question where it would be well to place recreation system, whether under the Board of Education, the Park Board, etc., Mr. Hartley thought that it rightly belonged to the Board of Education, where children are affected.

Later Dr. O'Brien ~~came~~ into the meeting and a resume was given of the morning proceedings.

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Kentucky Child Welfare Commission.
428 S. First St., Louisville, Ky.

Dr. O'Brien, Mrs. Selligman, Mr. Stoll, Miss Ingram, Mr. Ellis, representing the State Society for Crippled Children, Dr. Veach, of the State Board of Health.

2:00 P. M., Oct. 20, 1923.

Dr. Veach- In counties that have good roads, finances will permit of separate county Child Welfare Boards. In the other counties the roads would be too bad to permit of a joint county board. Rural counties are very hard to get money from. The people must be shown the value of things first, and shown slowly. Where I have organized boards of welfare and health leagues, why can't they take over this work?

Stoll- Rather why can't we have the same people appointed?

Mr. Ellis came in, so the question was dropped for the present.

Ellis-Our State Society for Crippled Children is affiliated with the National Society. Rotary is the sponsor, and all executives are Rotarians. But Rotary does not wish to monopolize-we invite cooperation.

Our object is to influence legislation. The task is too big to be done any other way. We have a legislative committee at present working on the politicians. Meanwhile we are caring for a few children thru private means. There will be no paid officers, except perhaps one secretary.

Dr. Mc Cormack's recent survey shows 12 000 children in need of care. We estimate that there must be at least 12 000 more children that he did not find. We have then 24 000 children in need of hospital care ranging in time from three months to three years. Therefore, we feel that legislation is necessary.

Our first step will be in the city of Louisville, to get the Board of Education to adopt the Toledo Bill. In Toledo there is one school where all crippled children must go. This concentration permits the surgeons to give better attention to a greater number of children; it also makes it easier to gain the consent of parents for necessary operations. The word operation is unfortunate-it scares the parents. The Toledo School immediately receives convalescents, and keeps them until they are normal physically and mentally, when they return to the regular school. Rotary provides transportation, and the School the proper food, crutches, braces, etc. Crippled Children who have not undergone operation are given corrective gymnastic training.

Beginning in Louisville we hope the movement will spread thru the cities into a State wide program for Kentucky.

Our need is not for more hospital beds, but for convalescent camps in close proximity to the hospital. This plan would be cheaper and better, for hospital beds needed for strictly operative cases would not be occupied by convalescents.

Dr. Veach- Thoroughly indorses this program. Many children do stay entirely too long in the City Hospital.

Ellis-We want to work on the Masons and persuade them to build not a hospital, but a convalescent camp. They could build a better camp for

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the same money, and the present hospital facilities will amply take care of it. How can the few doctors we have take care of the great number of cases unless we make it easy for them to get to the children? Mr. Sullivan wishes me to emphasize the fact that we are anxious to cooperate with the Child Welfare Commission.

Defective children should be included in the school census, and compelled to attend school.

Survey shows that 50 % of crippled children can be cured absolutely.

A very broad interpretation is placed upon the term "crippled".

Lenroot- Ohio has a law that seven crippled children in a county force it to establish a special class for crippled children, and wherever the cost exceeds that of a normal education the State reimburses the county to the amount of \$ 300 a year per child.

Ellis- We have a definite law we want to propose, but I am not able to give you details of that law at present.

No special legislation is necessary to start the school in Louisville, if the Board of Education will just adopt the plan. Will the Commission help us to influence the Board?

Assured of the cooperation of the Commission, Mr. Ellis left.

The question of traveling expenses for the executive secretary of the Children's Bureau was discussed, and Dr. Veach was consulted.

Dr. Veach-Traveling expenses are hard to estimate. We allow our nurses \$100 a month and living expenses when they are out in the State.

It might be well to have a member of the health league on the county Welfare Board. There is nothing in your plan that will interfere with my Health plan. The one paid worker could do a great many things.

The question of the danger of a political county Board was discussed. After some little discussion it was decided best to ignore the existence of parties, and to try to make the Children's Bureau and the county Boards so successful that they will be beyond the reach of any political power.

Dr. O'Brien-Mental Hygiene can best be worked out thru the Flying Clinic, in connection with Dr. Veach's clinics. The difficulty in set-up will not be great. Various groups will contribute nurse, doctor, social worker, etc. It can be worked out under existing agencies, the Board of Health for instance.

Dr. Veach- There is such a stigma on mental things that it must be unconnected with the State Institutions in any way.

Dr. O'Brien-It will be primarily a Children's Clinic. Since there is a stigma on mental things, we must go slowly and educate the people to an appreciation of a Flying Clinic. It can be established to cooperate with existent clinics and receive cases sent by them.

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The Filson Historical Society

Lenroot- The Flying Clinic and Probation should be part of the work of the Children's Bureau, under the State Board. Child Welfare Board should cooperate with the Board of health in establishing a Flying Clinic.
O'Brien-I agree with htis.

O'Brien and Lenroot- There should be no transfer of cases to the circuit court. County should not have to pay for children at Greendale. The way in which this law has worked out is a fine argument for social education in the counties.

Constitutional Convention.

Lenroot- Is it not dangerous to clog our program with the suggestion of a Constitutional Convention?

Stoll-Aren't we going to be better able to launch the Convention idea after the people are better educated to it?

O'Brien-Let us add to our legislative program a clause sying that in as much as we need a Court of Domestic Relations, an amendment for education, etc., we suggest a Constitutional Convention. If we can get the Women's Clubs, the Noon Day Clubs, and the lawyers behind the idea, I don't see how it can help but go thru.

Lenroot- Let us propose a permissive law for adult probation officers, and have no limit set on the salary of any probation officers.

Sunday, Oct. 21, 1923.

Mr. Smith, Miss Jewell, Miss Lenroot, Miss Nevill, Miss Ingram.

Lenroot-Couldwe have a Mother's Pension Act for Louisville only?

Smith- Could the law be passed to take effect, say three years from date, as is frequently done in England?

Lenroot- This should link up with the Children's Bureau.

Smith- I recommend that the Home Rule Bill as passed in Illinois, be-- adopted for Kentucky to allow every town and city to establish a recreation program.

County attendance officer law is found to be permissive only.

Smith-Children's Bureau should supervise adoption and Child placing institutions. It would be just as easy to put thru a Board with more ~~power~~ power as to try to add to its powers later.

Lenroot- The Board once started can get more power.

Smith- Will organization under the present State Board function well?

Lenroot- We might create a new Children's Bureau with representatives from

Board of Education
State Board of Health
Board of Charities and Corrections
General Representatives.

Smith and Jewell- No juveniles should be transferred to the circuit court.
Smith- the \$100 should not be removed, for it is a check on the county.

Jewell- It should be removed.

Lenroot-Delinquency is a State problem, and should be a State expense.

Smith- Let us revive the Commonwealth Council, representing all the organizations in the State. Such a council was held in 1920 and did much work with Dr. Mc Vey as president.

Ingram- A request for reorganization could come from the present President of the Conference of Social Workers. The meeting could be here at same time as Conference meeting early in November.

Smith- Commonwealth Council should be clearing house for bills from all organizations.

Miss Jewell will talk to Dr. McVey about the Council, and Miss Ingram to Miss Warren, sec. of the Conference of Social Workers.

Jewell- We can make the recommendation to the Council for a Constitutional Convention and the Council can make Recommendation to the legislature.

Neville- There must be legislation to put in the Conservation of Vision Classes, because they require special text books.
We should adopt same law for blind as we have for the deaf.

The appropriation for the crippled will be small.

Public health nurses are in need of education. As they find the crippled children they try to have them cared for. There should be no commitment of crippled children.

The best way to handle the situation would be thru a paid worker to do the actual work of education, etc., for the crippled children.

If we can't get a Children's Bureau let us at least have a Children's Agent.

Neville and Smith- County Boards should be appointed by the County not by the State Board.

Afternoon Session.

Mr. Stoll and Dr. O'Brien came in.

In the Commonwealth Council we will have a Committee to read all bills.

County Child Welfare Board .

Sec. 1- Passed.

Sec. 2- Passed.

Sec. 3- Passed.

Can the fiscal court make appropriation to the County Board and the County Board check out the money?

Sec. 4- Passed.

Act as a whole- Passed.

Both bills should be referred to some Committee.
Hiram Brock and Leon P. Lewis shall present the bills.

State Child Welfare Board.

Stoll- I move we present program without licence as read by Miss Lenroot, and also submit to them a clause giving licence power.

Smith- We should not try to have licencing power, but wait and do investigation. There will be two great class s of opposition:

1. The church home with the poor standards
2. Good homes that will fear what we are trying to do.

Lenroot- Licencing is the ideal.

Jewell and O'Brien- The Board should have the power of licence. However, if we cannot get a Bureau with the power of licence, then we had better have a Bureau without the power.

Stoll's Motion was voted down.

O'Brien- I move we submit to the State Board the program giving only the power to visit.

This motion was passed.

State Child Welfare Board plan was adopted.

The Filson Historical Society

On Tuesday night, February 26th, Mr. William Hodson of the Russel Sage Foundation, Minneapolis met with Mr. Geo Stoll, Dr. Frank O'Brien and Miss Bell at 428 S. First Street, Louisville, Ky., to ~~XXXXXX~~ discuss the various bills proposed by the Commission and now up before the General Assembly.

The First question for discussion was the proposed bill to create a State Children's Bureau under the Commission. In the Committee hearing on this bill the suggestion was made that the bill might be passed without appropriation, or that it might be passed this year to take effect two years hence. Mr. Hodson said he was not in favor of either of these propositions.

Mr. Hodson: In the first place a Children's Bureau without appropriation cannot accomplish any real piece of work. Then a non-functioning Children's Bureau will get a bad name- people will come to look upon it as an inefficient organization. Enemies for the Bureau idea, rather than friends, will be made by such a step, and when an appropriation is again sought the Bureau will be in such disfavor that there will be hardly a chance to secure it. As for passing the bill to take effect two years hence, it has been my experience that one legislature never cares to have its bills passed by the preceding one. Two years hence if you take this bill up and say, 'now the last legislature passed this bill but gave us no appropriation, you are to do that,'-- the legislature will be very disinclined to do it. They will probably say, 'well, let the next one after us give you an appropriation'- and so it will go.

It was agreed that unless the bill could be secured with an appropriation of \$10,000 it would be better to wait two years and try again, and in that two years to do a great deal of publicity work for the Bureau.

The second question for discussion was the advisability of passing the County Board bill without the central Bureau. To some of the Commission this had at first seemed possibly a wise step, that thru county organization there might be built up a state wide interest and demand for a Children's Bureau. However, Mr. Hodson pointed out that the whole scheme should resemble a wheel, wherein the Children's Bureau was the hub, and the County Boards the spokes. These County Boards without the central Bureau would be useless, as spokes without the hub, having no central force to hold them together and true to form. Some boards might organize wrong, with poor appointments, and go off at a tangent, and later when the Bureau was established they might prove very difficult to bring back into line.

The Bureau without the County Boards could do much in the way of education and preparing for county organization. The Bureau should undoubtedly come first.

Dr. O'Brien said that there should be sound educational work from the central Bureau.

Mr. Hodson: This taking what you can get is a compromise at a time when there should be no compromise. The Commission should decide on a minimum, say, the Children's Bureau with \$10,000 appropriation, and not take less. The whole idea, the whole scheme is

Feb. 26th.

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weakened when you accept anything less. Visitation should certainly be a right of the Children's Bureau, a minimum right. Seventeen states have absolute supervision with license power. The whole question resolves into this: either the private institution is responsible to the public, or it is not.

Again if it is a question of passing the Children's Bureau bill over a strong minority, or waiting two years and in the interim winning over the minority, and passing the bill with the cooperation of those very agencies, the latter course is certainly advisable. The Children's Bureau should be the crystallization of a state wide desire and demand. If it is not, then the new director of the Bureau will be at a disadvantage from the very start. The Bureau will be on the defensive, and much of its force will be lost.

The Filson Historical Society

On Wednesday, February 27, Mr. William Hodson met with Miss Neville, Mr. Smith and Miss Bell at Frankfort to discuss several bills proposed by the Kentucky Child Welfare Commission. The first bill under discussion was the proposed amendments to the juvenile court act, providing that upon the affidavit of two reputable physicians to the fact that a child is feebleminded, the county judge may commit such child to an institution for feeble mindedness. Under the present law both adults and children must be committed thru the circuit court after a trial by jury. Mr. Hodson felt that the amendment is preferable to the present law, for jury trial for feeble mindedness is not satisfactory. He pointed out that even under the amendment unless the child were brought into the juvenile court on charge of delinquency, dependency or neglect, and then found feeble minded, he would still have to be committed thru the circuit court in the regular manner. The amended law simply gives the county judge authority to commit children already before him on some juvenile charge.

The advisability of pressing the adult probation law was discussed. It was agreed that without some central supervision, the wholesale appointment of probation officers might prove a very uncertain proposition. Probation officers might be ill chosen, the whole system might become a mere political machine.

However, Mr. Hodson pointed out that Kentucky is the only state that has no provision for suspended sentence, no form of adult probation. Therefore, even if there is no chance of passing the adult probation law, educational benefit derived from discussing and arguing the law will be well worth while.

Mr. McElroy has reported that ⁱⁿ the Senate Committee hearing on the Marriage bill the requirement of five days notice had been stricken out, inasmuch as the Committee absolutely refused to report the bill favorably with this requirement. It was agreed that though the Commission had hoped to pass the bill in toto, the raising of the age requirement would be a worth while measure and a forward step for Kentucky.

The whole question of the Children's Bureau and County Child Welfare Boards was again discussed with the same points made and from the same angles as in the meeting the previous night with Mr. Stoll and Dr. O'Brien. Again it was determined to try to secure a Children's Bureau with \$10,000 appropriation, and if the measure failed, to begin at once a program of education and publicity to secure its passage two years from now.

Mr. Hodson said that the failure of the bill might prove a blessing in disguise for after two years of intensive preparation it should pass with a full appropriation and the good will and cooperation of everyone.

"Too much stress cannot be placed upon the value of public hearings on all points of a legislative program. Too much stress cannot be placed on the value of obtaining in advance the cooperation of every individual or agency thruout the state that might have any reason to prove hostile to the bill, of disarming them in the very beginning by fullest explanations and satisfactory agreements.

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"Created under such conditions, with the interest and support of the whole state, the State Children's Bureau of Kentucky would surely develop into one of the foremost Bureaus in America, a credit to the state and a model for all states."

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