

Psychological Clinic

BOARD OF DIRECTORS

MRS. JOHN L. WOODBURY, PRESIDENT
MORRIS FLEXNER, M. D., 1ST VICE PRESIDENT
CLARENCE W. VOGT, 2ND VICE PRESIDENT
MRS. ELLIS DUNCAN, 3RD VICE PRESIDENT
MRS. E. H. WEHLE, TREASURER

FRANK J. O'BRIEN, PH.D., M.D., MEDICAL DIRECTOR
MADELEINE LAY, CHIEF OF SOCIAL SERVICE

UNDER DIRECTION OF

LOUISVILLE SOCIETY FOR MENTAL HYGIENE

FOUNDED 1921

INCORPORATED 1921

215 EAST WALNUT STREET---ANNEX

PHONE, MAIN 2356

LOUISVILLE, KY.

BOARD OF DIRECTORS

PHIL. F. BARBOUR, M. D.
JAS. W. BRUCE, M. D.
HON. BEN F. EWING
MRS. BEN CARLOS FRAZIER
J. DUFFY HANCOCK, M. D.
MRS. CREDO HARRIS
WALTER E. HUGHES

October 3, 1929.

Miss Frances Ingram,
Neighborhood House,
City.

My dear Miss Ingram:

If a new institution for children were planned for Louisville, and one is being thought of, what in the experience of your organization would be the type of service that you would like to have made available through it such as, facilities for study, temporary care, etc., that are not now available or are not available to the degree or in the manner that you would wish?

In view of the large number of organizations now in Louisville, it is quite important that the committee considering this new development have the opinions and suggestions of the social working group.

Would you please send me your opinions at the earliest possible date?

Thanking you, I am

Sincerely yours,

Frank J. O'Brien
Frank J. O'Brien, M.D.
Committee Chairman.

FJO'B:HC.

31-1931

Dear Governor:

The Kentucky Children's Bureau, at its June meeting, decided, for its legislative program we will adopt the following:

That we lend our heartiest cooperation to the Department of Education for legislation that will treat particularly with the children in the graded schools, especially the underprivileged children who are unable to go to school or keep up with their studies, due either to some physical or mental handicap, or to poverty, the parents being unable to furnish books, etc.

That some method of supervision be adopted that will provide for the rural communities visiting teachers who can visit the homes and adjust the problems of the children kept out of school, the same as is being done in our cities.

That some legislation be passed making it compulsory that an application for a marriage license be accompanied by certificates from reputable physicians, giving clean bills of health to the applicants. Should some physical or mental handicap exist, that both certificates and applications be referred to County Boards for approval or rejection, and that parties be provided with educational literature that will be a protection to the generation yet unborn.

We beg to quote herewith a law that has been in existence and operative since 1930 in Oregon:

"Sec.33-118. Medical Certificate of Applicant for License. Before any county clerk in this state shall issue a marriage license the applicant therefor shall file with the clerk from whom such license is sought, a certificate from a physician duly authorized to practice medicine within the state, made under oath, within ten days from the date of filing the same, showing that the male person thus seeking to enter the marriage relation is free from contagious or infectious venereal disease.

56x7

Sec. 33-119. False Medical Certificate Given - Penalty - Any physician who shall knowingly and willfully make any false statement in any certificate issued, as herein provided, shall be punished by the revocation of his license to practice his profession within the state.

Sec. 33-120. Fee Paid by Applicant. - All fees and charges of any physician making the necessary examination of and issuing the necessary certificate to any one party, as herein provided, shall not exceed the sum of \$2.50."

The Bureau finds that it is imperative Kentucky have a Probation Law that will protect all juveniles and first offenders, especially where the interests of children are involved. Our survey, completed in 1931, shows about 4,000 convictions involving more than 2,600 children, many of whom were for this reason deprived of an education.

The Bureau is not urging the expenditure of more money, but we find Kentucky is spending millions for crime punishment and 1/20 of a copper cent for child welfare and crime prevention. In the opinion of the Board, the state would be infinitely better off, socially, politically, and economically, if it would spend the millions for child welfare and education instead of on crime punishment. It is only logical that the more our state spends in this direction, the less it will be necessary to spend in the other.

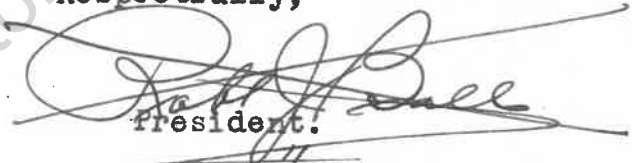
The Bureau will sponsor and sincerely urge the passage and strengthening of laws to keep children under 18 years of age out of court rooms during the criminal trials. There they hear and see things sentiments that are destructive to the fundamentals of our very existence; that suggest to their plastic minds that it is more heroic to beat the law than to obey it. It is our opinion, too, that in many cases the children are used to create a feeling of sympathy for the accused

parent, and we believe that if the children were excluded from the court rooms they would grow up with greater respect for the laws of the country and the Constitution.

You are respectfully referred to our biennial report of December 31, 1931, particularly the recommendations contained on pages three to nine, excerpts from which are appended hereto.

Hoping this program will meet with the approval of Your Excellency, and assuring you of the hearty cooperation of your Kentucky Children's Bureau in legislation that you deem for the good of the State, where the welfare of children is concerned, I am

Respectfully,



President.

Kentucky

Children's

Bureau.

EHK:ch

From Biennial Report.

Page 4 - Rec. I - Par. 3.

Page 4 - Rec. II.

Page 6 - Rec. VI

Page 6 - Rec. VII

Page 8 - Rec. XI

Dec 31, 1931

Ky. Children's Bureau
Biennial Report -

The Filson Historical Society

THE KENTUCKY CHILD.

Executive Board and Advisory Council:

R. J. Ball, Louisville, President
Mrs. T. F. Cleaver, Lebanon
Mrs. E. L. Henderson, Louisville
Mrs. David P. Davis, Frankfort
Miss Frances Ingram, Louisville
Thomas D. Clines, Louisville
W. L. Nofcier, Wilmore
Mrs. W. J. Piggott, Irvington
Mrs. James B. Brown, Louisville

Mrs. Emma Hunt Krazeise, Editor
Mrs. Charlotte Hampton, Secretary.

The Kentucky Children's Bureau was created by the 1928 Legislature, and the Board, appointed February 8, 1929, has held regular meetings since that time.

The law governing this Bureau gives as its duties:

"to investigate and study the needs of Kentucky children, and present to the Governor and General Assembly prior to each legislative session a report of their findings, and recommendations thereon; to prepare data on the subject and to be ready at all times to advise the Governor or any member of the General Assembly concerning the bills relating to children which may be introduced at any session of the General Assembly."

Par. 7 - House Bill No. 126.

This Bulletin comes to you with an appeal for the underprivileged children of the State. It is not an appeal for money, but for your interest as a citizen. We are asking you to give some thought and consideration to how your money is spent.

Are you getting the best return for your investment? Do you know about the agencies that care for the underprivileged children? Do you know how much your State spends for child welfare? Is it equal to the amount that is spent for other, less constructive, things? Are not the children paying the greatest price, notwithstanding they are our greatest assets? Do you know that we spend \$151.65 annually on each of the hardened criminals now confined in our State institutions, and in the days when we were prosperous we spent much more?

In many counties of Kentucky there is little or no interest shown in keeping the children in school. Kentucky has a large number of children of school age who do not attend school at all. There are several reasons why. In a large number of cases their parents before them were deprived of an education. Naturally, they cannot appreciate the value of an education, or what it would contribute to the welfare of their children. Many parents keep their children out of school because they are unable to buy them clothing or furnish them books. But whatever the cause, Kentucky pays the price, and a big price, too, for its negligence. Out of this large group of children whose education is neglected, the ranks of the paupers, criminals, and the mentally deficient are constantly supplied.

Do you not think, Mr. Average Citizen, that the best thing Kentucky could do would be to cut off the source of supply that is giving her these three problems? The place to purify a polluted

stream is at its source. It costs Kentucky a great deal to support a criminal, and his influence is most destructive and detrimental to the State. It costs more to supply the care necessary for the mentally deficient, aside from the fact that they contribute nothing to the development of Kentucky. This is true of other diseases and handicaps. If we had an educated citizenship in Kentucky, we would not be bothered with so many other problems.

It cost approximately \$50.00 to keep a child in school.

It cost approximately \$150.00 to take care of a criminal in an institution, for the same length of time.

* * * * *

CHILD LABOR

"We would not permit the exploitation of a child that is precious to any one of us. Let us not, therefore, as citizens, tolerate the exploitation of other people's children.

Vigilance in our legislative halls, a social point of view in industry, and an abiding love for children will restore to children their just birthright."

Shirley W. Wynne, M.D.,
Commissioner of health,
New York City.

The average child in the South today gets less schooling, goes to work younger, and works longer hours, than do children in any other section of the country.

The twelve states having the greatest percentage of children under 16 years of age at work, as shown in the Census of 1930, are all southern states. With one-fourth of the total population of the country, these states have 70 per cent of the child laborers. These twelve states, moreover, including KENTUCKY, are among the fourteen states having the greatest percentage of illiteracy among persons

10 to 20 years of age, the lowest percentage of children 7 to 15 years of age attending school, the shortest average length of school term, and the lowest per capita expenditure for education, according to the National Child Labor Committee. The single exception is in the case of Florida, which makes a better showing on per capita expenditure for education. Several southern states allow children to leave school for work at the age of 14 years without fulfilling any educational requirement. No state in any other part of the country has such low standards in this respect.

Of the 471,864 employed children under 16 years of age in these twelve southern states, the Census figures show that 203,528, or more than 43 per cent, were under 14. Although this is a strongly agricultural section, by no means all working children in the South are on farms. The Census lists nearly 70,000 children, 15 years of age or younger, engaged in non-agricultural occupations. Among cities with a population of 100,000 or over, there are twenty throughout the country where 12 per cent or over of all the boys and girls 10 to 17 years of age, inclusive, were gainfully employed in 1930. Four of these twenty cities with a high percentage of child employment are in the southern states under consideration, Atlanta, Louisville, New Orleans, and San Antonio. The highest percentage of 14-year-old boys working in any large city (15.6%) is found in Atlanta. Most of the children working in large cities are either in manufacturing, trade, or some other non-agricultural occupation.

Georgia, Florida, and South Carolina are the only states where the number of children under 16 in manufacturing and mechanical occupations was larger in 1930 than in 1920. Yet Georgia and South Carolina allow children to work longer hours than do any other states - 10 hours a day in textile mills and even longer in

other occupations. In Florida children may work 9 hours a day and 54 hours a week.

Progressive forces in the South are already alive to the need for raising standards of education and child employment. Mississippi and Virginia are two of the four states in the entire country where the maximum week for children in industry is as short as 44 hours. During the past year, Louisiana adopted an educational requirement of the sixth grade for children between 14 and 16 leaving school for work, at least in New Orleans; and strengthened the work permit law. In 1931, Alabama passed a bill raising the educational requirement for children under 16 leaving school for work to the seventh, and after September 1934 to the eighth, grade - the highest educational requirement in the South; and also provided for double payments under the workmen's compensation law to minors injured while illegally employed. During the same year North Carolina extended the scope of the 8-hour day and 48-hour week for working children, enacted a night work law for older girls and women, and strengthened its law prohibiting minors from certain dangerous occupations. These are all noteworthy accomplishments on which to build.

Child Labor Day may well serve as the rallying point for a campaign to raise the standards for child protection throughout the South to the level prevailing elsewhere in the country.

* * * * *

KENTUCKY CHILD LABOR LAW

MINIMUM AGE FOR EMPLOYMENT

Children under 14 years may not be employed in a comprehensive list of occupations, including any factory, mill, workshop, mercantile establishment, store, office, printing establishment, bakery, restaurant, laundry, hotel, apartment house, theatre, motion

picture establishment, or as messengers. Children under 14 may not be employed in any service whatever during school hours.

SCHOOL ATTENDANCE

Attendance is compulsory for the entire session for all children 7 to 14 years except that in cities (1st, 2d, 3d, and 4th class) children of 14 legally employed are exempt and in counties children who have completed course of instruction offered by local schools are exempt.

The minimum length of the school term prescribed by law is 7 months.

Employed minors 14 to 16 years who have not completed the 8th grade must attend continuation school for at least 4 hours a week.

HOURS OF WORK

There is an 8 hour day, 48 hour and 6 day week for children under 16 employed in the occupations mentioned under "Minimum Age for Employment".

NIGHT WORK

Children under 16 years must not be employed before 7 am nor after 6 pm in the occupations mentioned under "Minimum Age".

WORK PERMITS

Permits are required for all children 14 to 16 years for employment in any of the occupations mentioned under "Minimum Age". These are granted by the school authorities upon (1) proof of age (2) school record showing completion of the 5th grade or equivalent (3) certificate of physical fitness from public health or specially appointed physician (4) employer's promise of work.

* WEAKNESS: THE EDUCATIONAL REQUIREMENT SHOULD BE THE COMPLETION OF THE 8th GRADE. THE KENTUCKY CHILDREN'S BUREAU WILL ASK FOR THE COMPLETION OF HIGH SCHOOL OR AT LEAST THE EIGHTH GRADE. *

STREET TRADES

Boys under 14 and girls under 18 in cities of 1st, 2d and 3d class may not engage in street trades. Badges are not required for boys 14 to 16 years. Work is forbidden after 8 pm or before 6 am. ✓

AGRICULTURAL AND DOMESTIC SERVICE

Neither is included in the Child Labor Law.

DANGEROUS TRADES AND OCCUPATIONS

Children under 14 may not engage in theatrical work, except children from another state accompanied by adult custodian.

Children under 16 years are forbidden to work in a comprehensive list of occupations, including mines and quarries, dangerous for children under 16, and in any occupation dangerous to life, limb, health or morals, and "as to these matters the decision of the county physician or city health officer shall be final".

Persons under 18 years are forbidden to clean machinery in motion.

Persons under 21 are forbidden to engage in night messenger work in cities of 1st, 2d and 3d class between 9 pm and 6 am.

✓ * WEAKNESS: OCCUPATIONS NOT SPECIFICALLY INCLUDED IN THE LIST OF OCCUPATIONS DANGEROUS FOR CHILDREN UNDER 16 ARE WORK WITH DANGEROUS ELECTRICAL MACHINERY, HEAVY WORK IN BUILDING TRADES, WITH EXPLOSIVES, ELECTRIC WIRES, AND HOISTING MACHINES.

EXCEPT FOR CLEANING MACHINERY IN MOTION THERE IS NO REGULATION OF EMPLOYMENT DANGEROUS FOR PERSONS BETWEEN 16 AND 18 YEARS.*

WORKMEN'S COMPENSATION

A minor injured while knowingly illegally employed may either claim compensation under the workmen's compensation law or may sue to recover damages.

EDUCATION

No program of child welfare can progress far in any state unless the state has a progressive educational system, and a progressive program that is prepared to safeguard the interests of the children. In every county in the State, the Kentucky Children's Bureau, along with thousands of other citizens, would like to see the State of Kentucky take over the educational system in its entirety. It is hardly fair for one county to have a per capita tax for its children, and, with that tax, be so located geographically that the children who attend the schools are able to accomplish in an educational way the same work that in other counties becomes so expensive, and whose per capita tax is several dollars less per pupil.

Does it seem fair that in the wealthier counties of the state the children can have modern, well-equipped buildings, that provide them with every comfort, a visiting teacher who comes to see about them if they are out of school for any reason and helps them adjust their problems, while in other counties some of the children of school age never attend school, and it really seems that it is nobody's business? In some schools of the state, many children have no school books. Two or three children attempt to study out of one book, finally become discouraged, and drop out of school, never to return.

With the State Department of Education wholly responsible for the education of the youth of the State, this condition would be improved. In one county, a little girl told a visiting worker that she was tired of going over the third grade, that she felt she would have to give up in despair. When asked why she stayed in the third grade so long, she said the teacher could not teach beyond that grade, and for that reason had no fourth grade in that school. We find in many counties an enrollment of 85 or 90 school children,

with an average daily attendance of below 12. Is it any wonder that with this system Kentucky ranks 40th in the illiteracy column? With an aroused interest on the part of the people for a better school system, with sufficient money, and a 25 year progressive program to help educate this generation, we would see at the end of that time Kentucky go forward in an educational way, as well as save money on crime punishment. Think this over and interest yourself in backing a progressive school program.

There was never a time when it was more important to stand squarely behind our school, and see that they have adequate support. They are the bulwarks that safeguard the development of the on-coming generation, and these bulwarks are becoming seriously threatened. Never in the history of our State have the schools had the opportunity to serve childhood more effectively than now. We hear people say, "This is an emergency, and we can afford to do thus and so". The Kentucky Children's Bureau feels that this is the time when we cannot afford to miss doing everything to make education more attractive for the children. Not only should the schools be supplied with sufficient funds for well-paid teachers, who are well-equipped not only to teach the children the three R's, but also to provide such studies and employment of time that would keep the children, especially the boys, satisfied and contented in schools. It is much better that the state spend money on our educational system and to do our bit to eliminate the hitch-hiking fad of its young people. Many youths of the land are drifting in to the crime column. "KENTUCKY MARCHES FORWARD ON THE FEET OF HER CHILDREN". They are our future. It is our duty and our privilege to provide them with necessary equipment in an educational way, so that they will be ready to meet their duties as citizens. The destiny of our future rests in the hands of our children of today.

JUVENILE DELINQUENCY.

In discussing the juvenile delinquents and juvenile crimes, the Kentucky Child reprints an editorial from the Louisville Courier-Journal, written by that progressive and far-seeing citizen, Mr. Harrison Robertson:

"Montie Guess, 33 years old, has been transferred from the Eddyville Penitentiary to the ward for the criminally insane at Lakeland. The ineptitude of criminal justice was never more strikingly demonstrated than by the brief account of his record accompanying the news of his transfer.

For twenty-one years, since he was twelve, Guess has spent all but a few months in confinement. He was the most dangerous prisoner in Kentucky and had been in "solitary" the greater part of his ten years in Eddyville. He was sent to the Industrial School here at the age of twelve as an adolescent degenerate, having hurled a brick thru a window at a crippled girl. He slew Robert Ormes, a guard at the school in 1916, and was sentenced to life at the Frankfort Reformatory, from which he twice escaped, the last time making his way to Wyoming, where he was convicted of highway robbery and escaped from prison by cutting a guard's throat. Re-captured, he spent seven years in "solitary" and was sent back to Kentucky and transferred to Eddyville for safe-keeping.

Now, after twenty-one years, during which he committed a murder and robbery by violence, cut a throat and proved so incorrigible in prison that years in the horror of "solitary" could not subdue him, he is declared insane. Guess probably is as sane as he ever was; that is, he probably was just as irresponsible mentally at twelve as he is at thirty-three; and, if his case had been treated rationally in the beginning, human life, property, and thousands of dollars of expense could doubtless have been saved. In the brief

intervals of his freedom he may have begotten a new generation of Montie Gueeses. The theory of punishment for crime falls short of meeting the needs of such criminals."

* * * * *

We desire also to quote the following from the editorial page of the Louisville Herald-Post:

"Grand jury reports on crime conditions are commonly as thick as falling leaves in autumn, and most of them are as soon forgotten. But once in a while one is presented which expresses a lot of good sense.

Thus a grand jury at Houston, Texas, not long ago turned in a report upon delinquency among Houston's juveniles and made a point which is well worth remembering.

"We have found," said the jury's report, "That the fathers and mothers of many juvenile delinquents had no knowledge of their children's whereabouts, the percentage running from 60 to 79 per cent. This indicates a breakdown of parental authority and should serve as immediate warning to the parents of this country."

Back of almost every adult criminal there stands the shadowy figures of a juvenile delinquent, lost somewhere in the unredeemable past. And back of almost every juvenile delinquent we can find, if we look hard enough, a careless and thoughtless set of parents."

* * * * *

Thoughtful citizens will give attention to the problem of juvenile delinquents, because in many cases it is not so much the delinquency of the child as the inefficiency of the parents. The survey made by the Kentucky Children's Bureau showed that in the year of 1931 there were 3,951 men convicted and sent to the penitentiary from the different counties in the State. 2,646

children were affected by these convictions. Figures were obtainable in only three-fourths of the counties, and undoubtedly, therefore, should have been much higher. The effect of these convictions on the children, in addition to the crime itself, constitutes one of Kentucky's greatest problems. In Kentucky, are we handling this problem from an intelligent and economical standpoint? Possibly sixty per cent of the men sent to prison were first offenders. Had Kentucky a probation law, they could have been probated, thereby saving the tax-payers thousands of dollars in caring for them in the prisons, in addition to caring for the large percentage of the families deprived of their support. They have been a burden to the taxpayers.

Few indeed come out of prisons better citizens than when they went in. To many confined in prison, it is an educational institution of crime. They went in for petit larceny; from association and environment they come out ready to step in to the higher class, or what is considered the more respected class of criminals. They are educated for bigger jobs such as bank robbery, storehouse breaking, hold-ups, etc. Their up-keep, while in prison, costs the State of Kentucky \$151.64 annually. In many instances, when a man returns to his home, he finds that, thru poverty, some of his children have become petty thieves. He finds that the public is not friendly. The neighbors do not greet him as respectfully as before. His honesty and integrity are questioned. He becomes discouraged. The result, a second crime. The Big House wasn't so bad, at least his companions were friendly. He at least had a retreat, away from public scorn. Why not bump off a banker or so? He might get by without getting caught. If not, he is ready to take the blow. Who benefits by this system - the tax payer? No - the person whose property is stolen? No - the man's wife and children? No.

What a splendid thing if Kentucky had a probation law, so that all first offenders for minor offenses could be probated, fined a sufficient amount to pay for the goods stolen, to reimburse the losers of property and defray court costs, with a few additional dollars to be paid to the State. The first offenders, if unable to pay these fines, should be made to work, cleaning up the jails, court rooms, and other county work, and allowed a certain amount daily, to be applied to their fines. It seems such a nonsensical thing to do, to keep men in jails with nothing to do but play cards, shoot dice, and acquire other bad and immoral habits, while the tax payer pays for his maintenance.

This was illustrated in one of our county courts where a young boy was brought into Court. The Commonwealth's Attorney announced that he had persuaded the boy to plead guilty and take one year, as the law stated he could have been given five if found guilty by the jury. With this announcement, an officer of the Court passed a paper down for the twelve men of the jury to sign. The writer noted their countenances as the paper passed from one to the other. They did not register reason, regret, or sympathy for the boy, or even attempt to understand, but each signed the paper as it was presented. The offense was that the boy had stolen chickens valued at \$4.00, one Rhode Island rooster and three hens. An interested citizen expressed a desire to pay the owners for the chickens if the young man could be set free and given another chance. But as sentence had been passed, there was no provision for probation and nothing could be done about it. For these four chickens, the tax payer must bear the burden of of the cost of the court and transportation, his maintenance while in prison, etc., in all, about \$250.00.

In addition to the money value, there is the bad influence that the confinement will have on the boy. Possibly he was hungry,

perhaps some member of his family had not had sufficient food for days. Anyway, they were expensive chickens.

* * * * *

"Were rights of fellow creatures to children early taught;

Few were the prisons needed, and few the battles fought."

The Filson Historical Society

The Filson Historical Society

STATE BOARD OF HEALTH AND
U. S. DEPARTMENT OF LABOR,
CHILDREN'S BUREAU,
COOPERATING

STATE BOARD OF HEALTH OF KENTUCKY
BUREAU OF MATERNAL AND CHILD HEALTH
LOUISVILLE, KENTUCKY

ANNIE S. VEECH, M. D.
DIRECTOR

February 11, 1930

Accepted

Miss Frances Ingram,
Neighborhood House,
Louisville, Ky.

My dear Miss Ingram:

President Hoover in the fall of 1929, called at the White House a conference of specialists on child health and protection. In order that this national group may cooperate with the states, State Child Health Councils are to be formed.

It is in anticipation of work with the White House Conference in making available to the states the results of the studies being made, that I am asked to organize in Kentucky a Child Health Council. In this council it is important to have persons who have an understanding of conditions affecting child health and welfare, and who have a vision of the great contribution to our civilization that can be made in the years to come if we give to our children during their formative years, opportunities for spiritual, mental and physical health. I am therefore asking you to become a member of the "Kentucky Child Health Council", that we may have this benefit of your helpful guidance.

With deep appreciation of your past interest in Kentucky's children, I am,

Faithfully yours,

Annie S. Veech

ANNIE S. VEECH, M.D.
Chairman, Kentucky Child Health Council,

4400

February 20, 1930.

Dr. Annie S. Veech, Chairman,
Ky. Child Health Council,
State Board of Health,
Louisville, Ky.

My dear Dr. Veech:

I shall be very glad to become a member of
the Kentucky Child Health Council. It will be a
great pleasure for me to assist with this work in
Kentucky.

With kindest personal regards, I am

Sincerely yours,

Frances Ingram.

UNIVERSITY OF KENTUCKY



LEXINGTON

OFFICE OF DEAN OF WOMEN

July 7, 1932

Miss Frances Ingram
The Neighborhood House
Louisville
Kentucky

My dear Miss Ingram:

I am considering making a study of the development of the movement which lead up to the law establishing the Children's Bureau of Kentucky. I know that you were the leading spirit in the Child Welfare Commission and that you worked for several years to create public sentiment in order to develop an institution such as the Children's Bureau.

I am wondering if you have a history of the movement up to the establishment of the Children's Bureau in 1928. If you do not have this written out would it be possible for you to dictate to a stenographer what you know of this work? I would be glad to pay the stenographer for her time.

We have in Fayette County a Children's Bureau which has been functioning for one and one-half years. I am a member of the Board and I realize that we shall have to reshape the policy of the Bureau within the next year or so. It will be of great service to me and to the other members of the Board if we may know something of the wealth of your experience.

With best of wishes, I am

Very sincerely yours,

(Mrs.)

Sarah B. Holmes
Sarah B. Holmes
Assistant Dean of Women

SBH:L

August 19, 1932

Mrs. Sarah B. Holmes
Ass't Dean of Women
University of Kentucky
Lexington, Kentucky.

My dear Mrs. Holmes:-

I have long wanted to write the story of the child welfare movement in Kentucky leading to the establishment of the State Childrens Bureau, but so far haven't had the time. Probably I shall be able to do it in a few months. In the meantime, a little later however, I will try to give you a brief outline of it. Just at the present time I am swamped with summer activities and haven't a moment to comply with your request.

Regretting my inability to do at once what you want,
I am

Sincerely yours,

Frances Ingram
Head Resident,
Neighborhood House.

KENTUCKY CHILD WELFARE COMMISSION

428 SOUTH FIRST STREET

LOUISVILLE, KY.

February 28, 1929.

FRANCES INGRAM, LOUISVILLE
CHAIRMAN
JOHN F. SMITH, BREA
VICE-CHAIRMAN
MRS. B. W. BAYLESS, LOUISVILLE
MRS. FRANK L. MCVEY, LEXINGTON
DR. FRANK J. O'BRIEN, LOUISVILLE
E. G. SCOTT, PADUCAH
MRS. BERNARD SELLIGMAN, LOUISVILLE
GEORGE STOLL, LOUISVILLE



Copy
Mrs. James B. Brown, Member,
Alta Vista Road,
Louisville, Kentucky.

My dear Mrs. Brown:

If you have had time to glance over the documents relative to the Children's Bureau which I sent you the other day, you will have noticed how that both the Kentucky Children's Code Commission and the Kentucky Child Welfare Commission conceived of the Bureau as an agency which would interest itself in all phases of child welfare work including present children's institutions, home-finding societies, and agencies caring for the mental or physically defective child and would in addition itself assist in the administration of mother pensions and child placing.

As I have been thinking of the tasks which immediately confront the Bureau, it has seemed to me that in our eagerness to begin the mothers' pension work, we should not forget that the law has prescribed these other duties as well.

If we are to do a really good piece of work, either with mothers' pensions or with these other duties, we need to inform ourselves of the conditions actually to be found today in the child welfare field throughout our own state, and we need to save time and money for Kentucky by acquainting ourselves with the methods which have proved most successful in other states.

No information as to general conditions affecting children has been gathered since 1919, although a survey of children's institutions was made here in 1921, and child welfare legislation was covered prior to and through the Legislative Session of 1922 in the Report of the Kentucky Children's Code Commission. I would suppose that a brief survey of juvenile courts and children's institutions and agencies and legislation pertaining to children is needed to bring our information up to date, and to help us determine what needs to be done first.

As a means of acquainting ourselves quickly with the experience of other state bureaus or departments of child welfare, I would suggest that we ask Miss Grace Abbott, Head of the Federal Children's Bureau, to put us in touch with the persons best qualified to assist us, and if possible, to send a representative of the Bureau to advise us in detail as to the organization of our work. Mr. G. C. Carstens, Director of the Child Welfare League of America, is another person familiar with the practical difficulties which confront us, and accustomed to advise on detail of organization and plan of work. If Miss

Abbott and Mr. Carstens could lend us their guidance, the board could feel that the work of the Kentucky Children's Bureau was being launched under the best possible auspices.

I am sending you these suggestions somewhat in advance of our next meeting so that you may think them over and discuss them with anyone you wish before you come. I am also asking Miss Hunt to place them upon the agenda of the meeting. I shall be glad myself to talk them over with any board member who wants to see me before the meeting, or later.

Sincerely,

Frances Ingram.

(COPY)

NEIGHBORHOOD HOUSE
428 SOUTH FIRST STREET
LOUISVILLE, KY.

February 28, 1929.

Miss Emma Hunt, Director,
Kentucky Children's Bureau,
Room 217, Martin-Brown Building,
Louisville, Kentucky.

My dear Miss Hunt:

If you have had time to glance over the documents relative to the Children's Bureau which I sent you the other day, you will have noticed how that both the Kentucky Children's Code Commission and the Kentucky Child Welfare Commission conceived of the Bureau as an agency which would interest itself in all phases of child welfare work, including present children's institutions, home-finding societies, and agencies caring for the mental or physically defective child, and would in addition itself assist in the administration of mother pensions and child placing.

As I have been thinking of the tasks which immediately confront the Bureau, it has seemed to me that in our eagerness to begin the mothers' pension work, we should not forget that the law has prescribed these other duties as well.

If we are to do a really good piece of work, either with mothers' pensions or with these other duties, we need to inform ourselves of the conditions actually to be found today in the child welfare field throughout our own state, and we need to save time and money for Kentucky by acquainting ourselves with the methods which have proved successful in other states.

No information as to general conditions affecting children has been gathered since 1919, although a survey of children's institutions was made here in 1921, and child welfare legislation was covered prior to and through the Legislative Session of 1922 in the Report of the Kentucky Children's Code Commission. I would suppose that a brief survey of juvenile courts and children's institutions and agencies and legislation pertaining to children is needed to bring our information up to date, and to help us determine what needs to be done first.

As a means of acquainting ourselves quickly with the experience of other state bureaus or departments of child welfare, I would suggest that we ask Miss Grace Abbott, Head of the Federal Children's Bureau, to put us in touch with the persons best qualified to assist us, and if possible, to send a representative of the Bureau to advise us in detail as to the organization of our work. Mr. C. C. Carstens,

Director of the Child Welfare League of America, is another person familiar with the practical difficulties which confront us, and accustomed to advise on detail of organization and plan of work. If Miss Abbott and Mr. Carstens could lend us their guidance, the board could feel that the work of the Kentucky Children's Bureau was being launched under the best possible auspices.

I am sending you these suggestions somewhat in advance of our next meeting so that you may think them over and discuss them with anyone you wish before you come. Will you please, Miss Hunt, place them upon the agenda of the meeting? If you care to, I will be glad to talk to you or any board member who wants to see me before the meeting, or later.

Sincerely,

Frances Ingram.

January 5, 1929.

Mr. Paul L. Benjamin, Chairman,
Kentucky Mothers' Aid Asso.,
215 East Walnut St.,
Louisville, Ky.

My dear Mr. Benjamin:

On my return from New York a few days ago I received your letter that I had been elected to the new Executive Committee of the Mothers' Aid Association. I regret very much, but it will be impossible for me to serve on this committee.

Regretting my inability to serve, I am

Sincerely yours,

Frances Ingram.

ALBERT H. STONEMAN, *President*
DETROIT

J. PRENTICE MURPHY, *1st Vice-President*
PHILADELPHIA

REV. MARTIN LUTHER KESLER, *2d Vice-President*
THOMASVILLE, N. C.

MRS. LESSING J. ROSENWALD, *3d Vice-President*
PHILADELPHIA

CHILD WELFARE LEAGUE of AMERICA, Inc.

MISS JESSIE P. CONDIT, *Secretary*
5 BELMONT AVENUE, NEWARK, N. J.

JOSEPH E. BOLDING, *Treasurer*
CORN EXCHANGE BANK OF NEW YORK

130 EAST TWENTY-SECOND STREET
NEW YORK CITY

C. C. CARSTENS
Executive Director

Telephones—Gramercy 5943-4059

BOARD OF DIRECTORS

RALPH BARROW, Hartford
PAUL T. BEISSER, Baltimore
MISS CAROLINE M. CROSBY, Minneapolis
MISS LOUISE DRURY, Los Angeles
MRS. GERTRUDE M. DUBINSKY, Philadelphia
MRS. CHARLES S. HOPKINSON, Cambridge, Mass.

CHENEY C. JONES, Boston
MISS RHODA KAUFMAN, Atlanta
JACOB KEPECS, Chicago
MISS MARY S. LABARBE, Harrisburg
MISS KATHARINE F. LENROOT, Washington, D. C.
OWEN R. LOVEJOY, New York
MRS. CHARLES R. PECK, Boston

W. FRANK PERSONS, Milwaukee
MISS RUTH TAYLOR, New York
MISS CHARLOTTE WHITTON, Ottawa
C. V. WILLIAMS, Chicago
MRS. HELEN T. WOOLLEY, New York
MRS. RUTH I. WORKUM, Cincinnati

March 4, 1929

Miss Frances Ingram
Neighborhood House
428 South First Street
Louisville, Kentucky

My dear Miss Ingram:

I received your letter of February 28th. I want to congratulate you upon your appointment to the Children's Bureau Commission. I shall be very glad to render any possible service to make the work of the Commission a success. The next time I can come within reasonable reach of Louisville and can devote a day to it I shall be very glad to visit you. I assume I am right in understanding that this Commission is located in Frankfort.

Sincerely yours,

C. C. Carstens
Executive Director

CCC/VW

March 20, 1929.

Mr. C. C. Carstens,
Child Welfare League of America,
130 E. Twenty-second St.,
New York City,
N. Y.

My dear Mr. Carstens:

The Kentucky Children's Bureau Board, at its last meeting, authorized Miss Hunt, the director of the Bureau, and me to ask you to confer with us in regard to the Child Welfare situation in Kentucky. Miss Hunt asked me this morning if I would write to you.

Our next meeting takes place at 12:30 on the first of April. I am wondering if it will be possible for you to confer with us before that day and be present at our meeting.

I can't tell you how rejoiced I am that the new Children's Bureau is writing to you for advice on its problems. Please let me hear from you at your earliest convenience as to what days may suit you. I want to be free when you are here.

Sincerely yours,

Frances Ingram.



*came came before
Dec. 1 Jan 3, 1929*

KENTUCKY CHILDREN'S BUREAU

417 MARTIN BROWN BUILDING

LOUISVILLE, KY.

October 24, 1929.

PRESIDENT

Robert J. Ball, Louisville

VICE-PRESIDENT

Mrs. Thomas F. Cleaver, Lebanon

SECY-TREAS.

Mrs. E. L. Henderson, Louisville

DIRECTOR:

Mrs. Emma Hunt Krazeise, Frankfort

MEMBERS:

Mrs. David P. Davis, Frankfort
Miss Frances Ingram, Louisville
Prof. W. L. Nofcier, Wilmore
Thomas D. Cline, Louisville
Mrs. W. J. Piggott, Irvington
Mrs. James B. Brown, Louisville

Miss Frances Ingram,
428 S. First Street,
City.

My dear Miss Ingram:

I know you will be pleased to learn that we have moved the Mahan family here, and the father got back his position with the Water Company. The place Mr. Mahan rented for them had been left by former tenants in a very bad condition, but Mrs. Mahan scrubbed and cleaned until it is really presentable. She is so bright and cheerful with it all and seems to appreciate the chance that she is going to have for her children.

I took Carl over to the Finzer school last Monday and got him started in school. Mr. Ball, the Chairman, had gone before and talked the matter over with the Principal of the school. He is going to be known in school as Newton Mahan. When I went to get him, his mother had him as clean as a pin.

I do hope everything works out all right for them.

Very truly yours,

Emma Hunt Krazeise R.H.
Director.

EHK:ch

5647

BOY KILLER HELD "DELINQUENT"

Child Ordered Paroled to Custody of State Chil- dren's Bureau.

Paintsville, Ky., July 1 (AP)—Carl Newton Mahan, 6-year-old slayer, was declared a delinquent today when he was arraigned for the second time before County Judge John W. Butcher and was ordered paroled to the custody of the Kentucky Children's Bureau, a State organization whose functions are mostly of an advisory nature.

Pending decision of the bureau as to what disposition shall be made of the boy, he was left in the custody of his parents. This action was taken at the request, Judge Butcher said, of Mrs. Emma Hunt, Louisville, director of the bureau.

Sentence Set Aside.

Before entering the order today, Judge Butcher set aside his order of May 23 sentencing the boy to fifteen years' imprisonment in the State House of Reform. This order already had been blocked by a writ of prohibition from the Johnson Circuit Court, which held that the county judge had no authority to pass finally on the case of any person accused of murder or manslaughter.

John W. Wheeler, counsel for the boy, who demanded a jury at the earlier trial and who obtained the writ from the higher court, said that if the bureau leaves the boy with his parents the delinquency order will not be opposed. If an attempt is made to place him in an institution or another home, he said, an appeal will be taken.

Killed Playmate.

Judge Butcher instituted the delinquency proceedings Saturday following the prosecution of the boy's father, John Mahan, a taxicab driver, on a charge of driving while intoxicated.

The State Attorney General, who examined the record of the case carefully and took no action toward en-

(Continued on Page 3, Column 4.)

BOY KILLER DECLARED DELINQUENT, PAROLED TO CHILDREN'S BUREAU

(Continued from First Page.)

forcing the original judgment, had advised him that the law allows a delinquency proceeding, Judge Butcher said.

The boy killed his playmate, Cecil Van Hoose, with his father's gun after the two had quarreled over a piece of scrap iron.

Meeting Planned.

Special meeting of the Kentucky Children's Bureau, to whom Carl Mahan, child-slayer of Paintsville, has been paroled, will be held soon to decide the disposition of the case, it was announced Monday by Robert J. Ball, president of the bureau.

Mr. Ball said that the body met Monday but did not learn until later that the child had been paroled to the organization. Although the board would decide the case, he said, he added that in his judgment it would be wrong to leave the child in custody of his parents with supervision by the bureau because of the feeling on both sides of the case.

Mrs. Emma Hunt, field director of the bureau, plans to go to Paintsville as soon as she receives official word of the parole. The bureau was created by the 1928 General Assembly, and its members appointed by Gov. Flem D. Sampson last February, have conducted an investigation into the case, it was said.

CHILD WELFARE COMMITTEE of AMERICA, Inc.

1ST VICE PRESIDENT
MARGARET WOODROW WILSON

VICE PRESIDENTS
MRS. OLIVER HARRIMAN, PRESIDENT
NATIONAL CAMP FIRE GIRLS
COL. HERBERT H. LEHMAN
JUDGE BERNARD L. SHIENTAG
JOHN H. TENNANT

BOARD OF DIRECTORS
SENATOR BENJAMIN ANTIN
THOMAS L. CHADBOURNE
DR. HENRY DWIGHT CHAPIN
IRVIN S. COBB
MRS. OLIVER HARRIMAN
DR. JOHN A. HARRISS
AUGUST HECKSCHER
COL. HERBERT H. LEHMAN
JUSTICE SAMUEL D. LEVY
SOPHIE IRENE LOEB
JUDGE BERNARD L. SHIENTAG
JOHN H. TENNANT
JAMES W. WADSWORTH, JR.
MARGARET WOODROW WILSON

HONORARY VICE PRESIDENTS
U. S. SENATOR ROYAL S. COPELAND
HENRY L. DOHERTY
REV. FRANCIS P. DUFFY
WILLIAM P. ENO
HUGH FRAYNE
COL. MICHAEL FRIEDSAM
AUGUST HECKSCHER
GEORGE MACDONALD, PRESIDENT, BIG
BROTHERS AND BIG SISTERS OF UNITED
STATES AND CANADA
MRS. HENRY MOSKOWITZ
GEORGE J. RYAN, PRESIDENT, BOARD
EDUCATION, NEW YORK

730 FIFTH AVENUE
HECKSCHER BUILDING
NEW YORK
CIRCLE 1377



SOPHIE IRENE LOEB
PRESIDENT

February 7, 1929

HONORARY CHAIRMAN
GOVERNOR ALFRED E. SMITH
HONORARY SECRETARY
JAMES E. WEST, CHIEF EXECUTIVE, BOY SCOUTS
ADVISORY COMMITTEE
MAYOR JAMES J. WALKER, CHAIRMAN
LOUIS BAMBERGER
SENATOR THOMAS F. BURCHILL
JUSTICE THOMAS C. T. CRAIN
MRS. FELIX FULD
JUSTICE IRVING I. GOLDSMITH
W. E. HARKNESS
MRS. WILLIAM RANDOLPH HEARST
HON. JAMES A. HIGGINS
LESTER HOFHEIMER
FANNIE HURST
DR. CHARLES H. JOHNSON, SECRETARY, N. Y.
STATE BOARD OF CHARITIES
MRS. ELLEN M. JOYCE
ADOLPH LEWISOHN
MRS. HIRAM R. MALLINSON
BERNARD REICH
DR. WILLIAM I. SIROVICH
DR. WARREN SMADBECK
MRS. ALFRED E. SMITH
HERBERT BAYARD SWOPE
GEORGE VAN NAMEE
MRS. R. T. WILSON

LOUIS S. LEVY
GEORGE F. THOMPSON } LEGAL ADVISERS

Miss Frances Ingram,
428 S. 1st Street,
Louisville, Ky.

My dear Miss Ingram:

I am sure you will be interested in seeing the enclosed editorial regarding our late President Sophie Irene Loeb, whose passing has been such a great loss to all of her friends and co-workers.

The Board of Directors will meet shortly to reorganize and formulate plans for the future of the Committee. In the meantime, I would appreciate it very much if you will write and let me know how we can be of service in your State.

Sincerely yours,

Anna Tunick,
Acting Secretary.

T:DB

5617

March 1, 1929.

Miss Anna Tunick, Acting Secretary,
Child Welfare Committee of America,
730 Fifth Avenue,
New York City, New York.

My dear Miss Tunnick:

Thank you very much for sending me the copy of the announcement of Miss Loeb's death by the New York Times. I was very sorry to hear of it. She will certainly be a great loss to the country. I believe however, that her good work will live on after her.

The Governor has at last appointed our Kentucky Children's Bureau Commission. The new Chairman is Mr. R.H. Ball, 605 South Fourth Street, Louisville, Kentucky. The new Director is Miss Emma Hunt, Room 417, Martin-Brown Building, Fourth and Broadway, Louisville, Kentucky. We are just beginning to get our plans in shape.

Thanking you for your kind offer of help, I am

Sincerely,

Frances Ingram.

FI.L

*From the New York Times Editorial Page
Monday, January 21, 1929.*

The New York Times.

SOPHIE IRENE LOEB

One of the manifestations of religion "pure and undefiled" is visiting the fatherless and widows in their affliction. This was the dominant element in the religion of SOPHIE IRENE LOEB. She was active in many causes and herself took the leadership in several reforms. But they were all related directly or indirectly to the welfare of the child, particularly the fatherless child. As a reporter she came to know intimately the life of widowed mothers struggling to keep their children together in the home. She was another JACOB RIIS, who as a police reporter learned how the other half lived, and so devoted himself unceasingly to the betterment of their condition that THEODORE ROOSEVELT called him our "most useful citizen." Miss LOEB's service had a like beginning, and was of like nature. Though her interest centred in the child, it extended, as did JACOB RIIS's, to the building of better tenements, to the cleaning up of the slums generally, to the providing of school lunches, and public playgrounds, to the protecting of poor tenants and to a score of other matters of community welfare.

Whatever she did for the general good had its prompting in her concern for the destitute child—in her desire that it should have a home and decent surroundings. That led her to seek legislation which would make it possible through public funds in the hands of child welfare boards to give aid to widowed mothers so as to maintain their children at home rather than send them to an institution. There is now such a board in every county of this State, and

at least forty-two States have laws which provide for the administration of widows' aid through such boards, distinct and separate from boards of charity. During the seven years of her presidency of the New York State Child Welfare Board the annual appropriations grew from \$100,000 to \$5,000,000.

The ultimate economy of such a provision it is impossible to estimate. The immediate economy is to be inferred from the statistics showing that while approximately \$60,000,000 was spent in one year for 150,000 normal children in orphan asylums (only 10 per cent of whom were full orphans), only \$13,000,000 was spent for the same number in the home of the mother or other kin. The moral value is suggested by a statement that Miss LOEB made in 1927:

Last year, out of 30,000 children taken care of by the Child Welfare Committee, only one child appeared in the Police Department, eighteen in the Society for the Prevention of Cruelty to Children and twenty-nine in the Children's Court, and none of these was held more than a day. Formerly, hundreds of the children of widows were taken care of by the agencies every year.

Her constructive efforts in behalf of children in this City and State had wholesome results in other States. She became president of the Child Welfare Committee of America, and by special invitation of the League of Nations was called to Geneva to be an adviser in its child welfare work. Her "religion" has been a blessing to untold thousands of the fatherless in the land to which she herself came as an immigrant child, and also to children of other lands.

*Reprinted by the Child Welfare Committee of America, Inc.
730 Fifth Avenue, New York*

Bill for The Kentucky Children's Bureau

IN SENATE

REGULAR SESSION 1928.

HOUSE BILL NO. 126

THURSDAY, FEBRUARY 16, 1928.

The following bill was reported from the House, ordered to be printed and referred to the Committee on Child Welfare and Social Work, viz.:

AN ACT to promote the welfare of the delinquent, neglected, dependent or defective children of the State; repealing Chapter 107 of the Acts of 1922 and abolishing The Kentucky Child Welfare Commission created thereby; creating in its place a bureau with the duties, functions, rights and powers of the Kentucky Child Welfare Commission to be known as "The Kentucky Children's Bureau," and defining and prescribing its duties and functions; providing for the creation of Children's Bureaus in each county, and defining and prescribing their duties and functions; providing for the establishment of a County Mother's Aid Fund in each county to be administered under the County Children's Bureau; providing for the administering of Mothers' Aid throughout the State; making an appropriation for the benefit of the Kentucky Children's Bureau, and authorizing county levies for the establishment of County Mothers' Aid Funds.

Be it enacted by the General Assembly of the Commonwealth of Kentucky:

- § 1. That chapter 107 of the Acts of 1922, being an act entitled "An Act
- 2 to create a commission to be known as the Kentucky Child Welfare
- 3 Commission and to prescribe its duties and functions" is hereby re-
- 4 pealed and said Kentucky Child Welfare Commission created by said
- 5 act is hereby abolished.

- § 2. There is hereby created, for the purpose of taking over all the duties, functions, rights and powers of the Kentucky Child Welfare Commission, a bureau to be known as the Kentucky Children's Bureau composed of nine (9) members, who shall be citizens and voters of the State of Kentucky, of not less than thirty (30) years of age, and shall have been resident citizens of the State at least two (2) years before their appointment, and who shall serve without compensation. This shall be a non-partisan board with not more than five (5) members from any one political party and not less than four members shall be women. The members of the bureau shall be appointed by the Governor, three for a period of one year, three for a period of two years, and three for a period of three years, and thereafter all appointments, except to fill vacancies caused by death, resignation or removal, shall be for a full term of three years, and until their successors are appointed and qualified.
- § 3. The Kentucky Children's Bureau shall be a body corporate and by that name and style may contract and be contracted with, sue and be sued, and do and perform all things necessary to execute the duties required and the powers vested in them by law.
- The members may adopt necessary rules and regulations to carry out the provisions of this act, not inconsistent with the laws of the Commonwealth.
- Each of said members shall take the oath of office required of other State officers before entering upon the discharge of his or her duties, a record of which shall be entered upon the Executive Journal in the Governor's office.
- § 4. The Kentucky Children's Bureau shall have office room or desk room in the Capitol at Frankfort, and shall hold a monthly meeting and such special meetings as may be called by the chairman or on written request of a majority of its members.

5 The Bureau shall elect annually from its membership a President, a
6 Vice-President, a Secretary and a Treasurer, and shall make full record
7 of all its proceedings and transactions, which shall be kept in the place
8 where the State archives are kept, and shall be open at all times for in-
9 spection.

10 The office of Secretary and Treasurer may be held by the same person.

11 The Treasurer of said Bureau shall execute bond to the Commonwealth
12 in such penalty as may be required by the Governor for a proper account-
13 ing of all funds that come into his hands.

14 The Treasurer of the Bureau shall make a monthly statement to the
15 State Auditor showing the amount necessary to meet the expenses of
16 the month and make requisition on the Auditor for warrant to cover
17 same and for such additional amount as may be necessary as an emer-
18 gency fund for the month following.

19 Provided, that if there be a fund or deposit in the office of the Treas-
20 urer of the Commonwealth as provided for in Section nine (9) hereof, the
21 Treasurer of said Bureau shall designate in a separate warrant drawn by
22 him on the Auditor that the warrant is to be paid out of said separate
23 fund provided for under section nine (9) hereof, and if drawn on a
24 fund supplied by an appropriation he shall designate on the face of the
25 warrant that it is to be paid out of the fund so provided.

26 The fiscal year of the Bureau shall be the same as the fiscal year of
27 other State Boards.

§ 5. The Bureau shall have authority to appoint a director of the Bu-
2 reau, and such assistants as they may deem necessary, and to fix the
3 compensation of said director and assistants.

§ 6. The Bureau is hereby authorized to assist in the establishment of
2 county children's bureaus, and shall co-operate with such boards as may
3 have been established and with all agencies, institutions and associations
4 concerned with the welfare of children.

§ 7. It shall be the duty of the Children's Bureau to continue the survey

2 of child welfare in the Commonwealth of Kentucky heretofore begun by

3 the Children's Code Commission, authorized under joint resolution of the

4 General Assembly of 1920, and continued by the Kentucky Child Welfare

5 Commission, authorized by Act of the General Assembly of 1922, to in-

6 vestigate and study the needs of Kentucky children, and present to the

7 Governor and General Assembly prior to each legislative session a re-

8 port of their findings and recommendations based thereon; to prepare

9 data upon the subject and to be ready at all times to advise the Gover-

10 nor or any member of the General Assembly concerning the bills relating

11 to children which may be introduced at any session of the General As-

12 sembly.

§ 8. It shall further be the duty of the Bureau to discover dependent,

2 neglected, delinquent and defective children and to secure for them the

3 benefit of the law, and to have general supervision and control over the

4 administration of Mothers' Aid.

§ 9. The said Bureau created by Section Two hereof, in its corporate

2 name, shall have power and authority to receive and hold the title to

3 property, both real and personal, by gift, devise, bequest and convey-

4 ance, to be used by said Bureau for the purpose of carrying out the pro-

5 visions of this Act, and all property so received shall be held and used

6 as a trust fund for the purposes for which same was received, and its use

7 shall never be diverted to other purposes. All money and other personal

8 property so received by said Bureau shall be deposited with the Treas-

9 urer of the Commonwealth of Kentucky, and said money shall be de-

10 posited by the Treasurer in a separate fund for the use and benefit of

11 said Bureau to be expended by them in carrying out the provisions of

12 this Act; and the income from all notes, stocks, bonds or other securities

13 shall be deposited and credited to said fund by the Treasurer for the

14 benefit of said Bureau as aforesaid.

§ 10. For the purposes of this Act, all children physically handicapped,
2 as well as all delinquent, neglected, dependent or defective children,
3 whether such defect be mental or physical, under the age of eighteen
4 (18) years of age, except those who shall have been found to be crip-
5 pled or solely and permanently blind or solely and permanently deaf,
6 shall be included unless care for specific defect or condition has already
7 been provided through an existing agency.

§ 11. Said Bureau shall have the authority to expend out of the funds
2 received under the provisions of Section nine (9) hereof, or funds herein
3 appropriated, such sums as may be necessary for the proper care and
4 treatment of such dependent, neglected, delinquent or defective children
5 as shall be committed to its care.

§ 12. The parent, guardian, or person having in charge any dependent.
2 neglected, delinquent or defective child, or any person interested in such
3 child, may call to the attention of the County Judge of the county in
4 which such child resides, its neglect or delinquency, physical or mental
5 infirmity, and the County Judge shall be empowered to commit such child
6 to the care and custody of said Bureau for treatment or care. But in
7 no event shall the Judge commit any child without the consent of its
8 parents, guardian or person having it in charge. Children committed
9 for care or treatment shall be placed in a hospital or home, as may be
10 proper for their care or their treatment and under such physicians or
11 surgeons or nurses or persons as the said Bureau may deem qualified
12 to render the service needed by the child. No child shall be committed to
13 the custody of said Bureau for treatment or care under the provisions of
14 this Act where its parents, guardian, or person having it in charge if re-
15 lated to said child, is able to pay for the care or treatment of said child.
16 Provided, however, where the parent, guardian, or person having said
17 child in charge can only pay a portion of the cost of said treatment or
18 care, the said child in their custody may be committed by the County

19. Judge under the provisions of this Act, and such parent, guardian, or
20. person having said child in charge shall pay such sums as such parent,
21. guardian or person is able to pay, and the funds thus received from said
22. source shall be turned over to the Bureau and shall be applied in pay-
23. ment of the treatment and care of said child. The Bureau shall have
24. authority to pay for board, suitable clothing and for other necessities for
25. any child committed to its care and custody, provided, that no similar
26. services are rendered by any other existing agency.

§ 13. The Bureau shall have the right to pay the necessary traveling ex-
2. penses of children committed or sent to it for care and treatment from
3. the home of such child to such institutions or homes to which it or
4. they may be committed, and to pay the traveling expenses of such child
5. or children from such institution to their homes when discharged from
6. such institutions.

§ 14. The books and accounts of the Bureau shall be open at all times
2. to the examination of the State Inspector and Examiner, and the Bu-
3. reau shall make a biennial report to the Governor showing the amount
4. of money received and expended and a detailed statement of its activi-
5. ties for said period, and a copy of such report shall be furnished each
6. member of the General Assembly at its first session following the filing
7. of such report with the Governor.

§ 15. The Fiscal Court of any county may appropriate funds to be paid
2. out of the county levy for the payment in whole or in part for the care or
3. treatment of dependent, neglected, delinquent or defective children com-
4. mitted from said county, and said funds so appropriated shall be ex-
5. pended for the care or treatment of such child or children as may be de-
6. signated in the order of the Fiscal Court, and an itemized statement of
7. the expenditure of such fund by said Bureau appropriated as aforesaid
8. and turned over to it shall be filed with the Judge of the County Court
9. of the county of the residence of said child or children mentioned in the

10 order making said appropriation.

§ 16. The Fiscal Court or the County Commissioners of any County,
2 with the advice and assistance of the Kentucky Children's Bureau, shall
3 establish for such county a County Children's Bureau. When the Fiscal
4 Court or County Commissioners of any county shall have authorized the
5 establishment of such a bureau, the County Judge and the County Super-
6 intendent of Schools shall submit to the Kentucky Children's Bureau a
7 list of nine persons, or if the county be one containing a city of the first
8 or second class, fifteen persons, including representatives of both sexes.
9 From this list, the Kentucky Children's Bureau shall recommend three
10 persons, or if the county be one containing a city of the first or second
11 class, five persons, who shall then be appointed by the County Judge and
12 the County Superintendent of Schools. The members thus appointed
13 shall constitute a County Children's Bureau for the county. Both sexes
14 shall be represented in the membership of the Bureau. The original ap-
15 pointives shall serve for one, two and three years respectively, or, if five
16 members are appointed as herein provided, one for one year, two for
17 two years and two for three years. Thereafter all appointive members
18 shall serve for three years or until their lawfully appointed successors
19 have been duly qualified. The members shall serve without compensa-
20 tion but may be reimbursed by the county for all necessary expenses in-
21 curred in the discharge of their official duties. The Fiscal Court or
22 County Commissioners of each County are hereby authorized and em-
23 powered to provide funds for the establishment and maintenance of the
24 County Bureau.

§ 17. The County Children's Bureau shall have office room or desk
2 room in the Court House at the County seat and shall hold an annual
3 meeting and such special meetings as may be called by the chairman or
4 on written request of a majority of the members. The Bureau shall
5 elect annually from its membership, a chairman and a secretary and

6 shall make full record of all its proceedings and transactions, which shall
7 be kept in the place where the county archives are kept, and shall be open
8 for inspection at any time by the members of the Fiscal Court or the
9 County Commissioners of the county, and by the Kentucky Children's
10 Bureau, or any accredited representative thereof. The fiscal year of
11 each County Children's Bureau shall be the same as the fiscal year of
12 the Fiscal Court or the County Commissioners of that County.

§ 18. The County Children's Bureau shall have authority to appoint
2 an executive officer whose qualifications for the position shall have
3 been approved by the Kentucky Children's Bureau and who shall be
4 known as the Executive Secretary of the Bureau. The Executive Sec-
5 retary shall have such salary as may be fixed by the County Children's
6 Bureau and shall serve during its pleasure. The Executive Secretary
7 may appoint such properly trained assistants as may be authorized and
8 approved by the County Children's Bureau, at such salaries as may
9 be designated by it. The County Children's Bureau is authorized to
10 pay out of such sums as may be appropriated to its use by the Fiscal
11 Court or County Commissioners of the county, the salaries of its Ex-
12 ecutive Secretary and his or her assistants and the necessary travel-
13 ing expense of its members, Executive Secretary and other agents and
14 such other expenses as are incidental to the discharge of its lawful
15 duties. The County Children's Bureau of two or more counties, with the
16 approval of the Fiscal Court or County Commissioners of their re-
17 spective counties, may unite in the employment of an Executive Secre-
18 tary and such other assistants as may be deemed necessary, and shall
19 agree upon the part of the total expense which each County Child-
20 ren's Bureau shall pay.

§ 19. The duties of the County Children's Bureau shall be:

(a) To discover dependent, neglected, delinquent and defective chil-
3 dren and obtain for them the benefits of the law.

- 4 (b) To administer the funds appropriated by the Fiscal Court or
5 the County Commissioners for Mothers' Aid.
- 7 (c) To serve as attendance officers if appointed by educational
8 board or county superintendent of schools.
- 9 (d) To serve as Probation or Parole Officers if appointed by judge
10 or Juvenile Court or the County Judge.
- 11 (e) To make such investigations and perform such other service
12 pertaining to children as may be requested by the Fiscal Court or the
13 County Judge. Provided that in no event shall any member or agent
14 of said County Children's Bureau enter any home, family, school or in-
15 stitution, without the consent and permission of the head of the home or
16 family, or of the person or persons in charge of the school or institu-
17 tion.
- 18 (f) To assist the Kentucky Children's Bureau in the administra-
19 tive performance of its duties with reference to children, and to per-
20 form such services as may be requested by the Bureau.
- 21 (g) To make an annual report to the Kentucky Children's Bureau
22 and specific recommendation as to the needs of children in their re-
23 spective counties.

§ 20. The said County Children's Bureaus shall have power subject
2 to the provisions of this act to grant aid to mothers with dependent
3 child or children under fourteen years of age who desire and need such
4 help if such mothers are capable and fit mentally, morally, and phy-
5 sically to bring up their child or children and it is for the welfare of
6 the child or children to remain in the home provided that the mother
7 shall have been a resident for two years in the county of application
8 immediately prior to date of application. The word "Mother" as
9 used in this section shall include any female person standing in loco
10 parentis to any child or children under fourteen years of age. Where
11 the child is in school with a satisfactory record of attendance and

12 scholarship or through physical, mental, or legal disability is unable to
13 be employed, the bureau may at its option continue such aid until such
14 child has reached the age of sixteen years.

§ 21. The County Children's Bureau shall determine whether the
2 mother or guardian is a proper person to have the custody and care of
3 the child or children and whether the home is a satisfactory place for
4 the training and rearing of the child or children; what are the re-
5 sources of the family and the ability of its own members, if any, to
6 work or otherwise contribute to its support; the existence of relatives
7 able to assist the family, and of individuals, societies or agencies who
8 may be interested therein; shall take all lawful means to compel all
9 persons bound to support the mother and child or children to support
10 them, and to enforce any other legal rights for their benefit; and shall
11 make such other investigation as may be necessary to determine the
12 eligibility and suitability of the mother to receive such aid.

§ 22. The County Children's Bureau shall make written findings
2 based upon its investigation and may make an order for a monthly al-
3 lowance sufficient to insure the proper maintenance of the child or chil-
4 dren in the home with the mother and, if it deems necessary, may im-
5 pose such conditions upon the granting of the allowance as will pro-
6 mote the welfare of the child or children.

§ 23. The County Children's Bureau shall review all allowances at
2 regular intervals and in no case shall an allowance be continued for
3 more than six months without such review. Any allowance may be in-
4 creased or decreased in amount, or discontinued, and the Bureau may
5 alter or amend the conditions upon which the allowance was pre-
6 viously granted upon a showing that the welfare of the child or chil-
7 dren or the protection of the public interest demands such change, dis-
8 continuance, or amendment after reasonable notice has been given to the
9 mother of the child or children.

§ 24. The County Children's Bureau shall cause every home for which an allowance is made to be visited by its representative as often as may be necessary, and at least once in three months, to observe the conditions which obtain in the home, the care which the child is receiving, and to offer such friendly counsel and advice as may be helpful to the mother and child.

§ 25. The County Children's Bureau shall keep a full record of each applicant for, or recipient of, assistance under this Act, including the reports of investigations, correspondence and other pertinent information, together with the orders of the bureau in each case. The names of the beneficiaries under this Act or their mothers shall not be published in any newspaper or in any way given publicity.

§ 26. All payments made under the provisions of this Act by the County Children's Bureau of the respective counties shall be made direct to the mother whose child or children are beneficiaries under this Act.

§ 27. For the purpose of carrying out the provisions of this Act there is hereby appropriated out of any unappropriated moneys in the Treasury of the Commonwealth to the Kentucky Children's Bureau for the fiscal year ending June 30, 1929, the sum of Five Thousand (\$5,000) Dollars and for the fiscal year ending June 30, 1930, the further sum of Five Thousand (\$5,000) Dollars.

§ 28. The Fiscal Court of County Commissioners of each county are hereby authorized and empowered to establish a fund to be known as the County Mothers' Aid Fund to be administered by the County Children's Bureau of said County in accordance with this Act. The same shall be a continuing fund from year to year. Said Fiscal Court or County Commissioners of each County are hereby authorized and empowered to levy annually a tax not to exceed two cents on each One Hundred Dollars of taxable property in such county.

9 In order that this law may become immediately effective each county
10 may appropriate from its general revenue such amount as is necessary
11 to carry out the provisions of this Act until such time as the revenue
12 from a tax levy, as herein provided, becomes available.

§ 29. The provisions of this Act are severable and if any of its
2 provisions shall be held unconstitutional, the decisions of the courts
3 shall not effect or impair any of the remaining provisions of this Act.
4 It is hereby declared a legislative intent that this Act would have been
5 adopted had such unconstitutional provisions not been included herein.

§ 30. Whereas the need for the immediate care and treatment of
2 such dependent, neglected, delinquent or defective children and aid for
3 dependent mothers and children is so great that an emergency is de-
4 clared to exist and this Act shall take effect from and after its passage
5 and approval by the Governor.

6.

FROM THE
KENTUCKY CHILD WELFARE COMMISSION

S. B. 78

H. B. 126

CREATING A STATE CHILDREN'S BUREAU.

WHAT IS IT ?

1928

A bureau concerned with the welfare of children, normal dependent, defective and delinquent.

MAIN PURPOSES

Educative
Investigative
Co-operative
Provide Mother's Aid

EDUCATIVE-----HOW?

Holding conferences
Publishing Bulletins
Organizing committees
-- for study of child welfare
-- for developing standards

INVESTIGATIVE-----HOW?

Searching out and providing for physically and mentally defective children.
Visitation of agencies and institutions
Removal of children from jails and almshouses
Keeping in touch with every condition affecting child welfare.
Provide aid to widows and children.

CO-OPERATIVE-----HOW?

With county child welfare boards
-- in organization
-- as to methods and programs
With Juvenile Courts
-- to secure probation officers
-- in developing detention service
With all organizations
-- in any way concerning child welfare
It is specifically provided that there shall be no duplicate with any existing agency.

7.

FROM THE KENTUCKY CHILD WELFARE COMMISSION

S.B. 78

H.B. 126

CREATING A STATE CHILDREN'S BUREAU

WHY IT SHOULD PASS

1928

H. B. 126 creates a Children's Bureau for Kentucky such as 26 other states have already adopted, as the most effective method of child welfare work. At present there is in Kentucky no State-wide agency with responsibility and authority to insure the welfare of all children. H. B. 126 will create such an agency.

H. B. 126 provides for the administration of Mother's pensions or mothers' aid under the Children's Bureau. The aim of mothers' aid is to keep families together rather than to break them up. It means the conservation of family life. Forty-two states now have such legislation.

H. B. 126 provides that the duties of the Children's Bureau shall be to hold conferences for the study of child welfare, to develop standards for institutions, to stimulate state-wide interest in Juvenile Courts and probation, to assist in the formation of county Child Welfare Boards and to co-operate with such Boards wherever they have been established.

It is definitely provided in the bill, however, that there shall be no conflict with any other agency doing work for children.

H. B. 126 will be a great preventive influence in the lives of boys and girls of today so that they will not become delinquents growing up to fill our jails, almshouses and penitentiaries.

H. B. 126 should pass because the time has come when Kentucky should give her children adequate state-wide protection and care, because a Children's Bureau is the only safe guarantee that every child, handicapped or normal, in the State, will receive a fair chance at health, education, wholesome play and right living. It should pass in order that brothers and sisters may be kept together in their own home with a good mother.

1924

OUTLINE OF PROPOSED LEGISLATION

STATE CHILDREN'S BUREAU

I. An act providing for the creation of a State Children's Bureau with an appropriation for its maintenance, and prescribing the duties thereof.

1. Authorizing the Kentucky Child Welfare Commission to establish under its supervision a State Children's Bureau, to employ a Director of the Bureau, and such assistants as the Commission may deem necessary, and to fix the compensation of the Director and assistants.

2. Providing for an appropriation of \$20,000.00 to the Kentucky Child Welfare Commission for the purpose of carrying out the provisions of this act.

3. Providing that the duties of the Children's Bureau shall be to hold conferences for the study of Child Welfare, to develop standards for institutions, to stimulate state-wide interest in Juvenile courts and probation, to assist in the formation of County Child Welfare Boards, and to co-operate with such Boards wherever they have been established.

COUNTY CHILD WELFARE BOARDS

II. An act providing for the establishment of County Child Welfare Boards, prescribing the manner of formation, and the duties of such Boards.

1. Providing that the Fiscal Court or the Commissioners of any county may set up a County Child Welfare Board to be composed of the County Superintendent of Schools and the County Judge, together with 3, or if the county be one containing a city of the first or second class, 5 members to be appointed by the Kentucky Child Welfare Commission from a list of 9 or 15 submitted by the County Judge; that

56x7

Outline of Proposed Legislation

both sexes be represented on the Board; that the original appointive members serve for one, two and three years, and thereafter only for three year terms, and that all members shall serve without compensation.

2. Providing that the Board shall have office or desk room in the county court house, and shall keep accurate records of all monthly and annual meetings in the place where county archives are kept, open to the inspection of the Kentucky Child Welfare Commission, or any accredited representative thereof.

3. Providing that the Board appoint an executive officer approved by the Kentucky Child Welfare Commission, who shall be known as the Executive Secretary of the County Child Welfare Board, who may hold other positions not conflicting with his duties as secretary, whose salary shall be fixed by the Board, and who shall appoint such assistants as may be approved by the Board; authorizing the Board to pay out of such sums as may be appropriated to its use by the Fiscal Court the salaries of its Executive-Secretary and assistants, and the travelling expenses of its members or representatives; providing that the County Child Welfare Boards of two or more counties may unite in the employment of an Executive-Secretary and agree together upon the part of the total expense to be paid by each County Board.

4. Prescribing the duties of the County Child Welfare Board to be:

- a. To investigate and bring to the attention of the proper court all cases of neglect or abuse of children.
- b. To search out and make suitable provision for all types of physically or mentally handicapped children.
- c. To assist in the enforcement of the compulsory education law.
- d. To act as probation and parole officers for courts that have chosen no special officers for that work.
- e. To assist the State Children's Bureau in the administrative performance of its duties pertaining to children.
- f. To make an annual report to the Kentucky Child Welfare

Commission and specific recommendations as to the needs of children in their respective counties.

ADULT PROBATION

III. An adult probation law providing for the appointment of probation officers in any court in the discretion of the judge, and prescribing their powers and duties.

JUVENILE COURT

IV. An act amending the juvenile court law in the following particulars:

1. Removing any uncertainty in the present law regarding the age limit of children, and fixing the jurisdiction of the court over children to the eighteenth birthday for boys and girls.

2. Eliminating the provision which seems to provide for a jury trial for children.

3. Providing for increased salaries of probation officers and authorizing the appointment of paid probation officers in all counties of the state.

The greatest need of the Juvenile courts in Kentucky is for more and better qualified probation officers. Salaries are now entirely inadequate.

4. Adding provisions to secure the proper detention of children awaiting court action in every county.

5. Providing for the examination, treatment and care of children made wards of the state by this act. When the cost of treatment cannot be borne by the parents or guardian it should be a charge upon the county.

COUNTY ATTENDANCE OFFICERS

V. An act providing that the appointment of county attendance officers be made compulsory.

The permissive appointment of county attendance officers has worked a great hardship on rural school children. In many counties the attendance law is enforced not at all, in others but slightly. County children, not less than city children,

are entitled to an education.

CHILD LABOR

VI. An act amending the Child Labor law by:

1. Re-writing the section on street trades in such a way as to overcome the legal objections recently uphold against that section.
2. Requiring the return of duplicate certificates by the issuing officer to the State Department of Labor.

CONSERVATION OF VISION

VII. Two bills designed for the conservation of vision.

1. An Act to provide for conservation of vision classes in any school in Kentucky.
 - a. Providing for the use in any school, city or rural, of textbooks specially designed for defective sighted children.
 - b. Providing that the Board of Education of any city or any County Board of Education may establish in any school conservation of vision classes; may purchase special text books and employ teachers specially trained to conduct such classes.
2. An Act to authorize the Kentucky Library Commission to purchase and distribute books especially printed for pupils with seriously defective sight.

This act makes it possible for a teacher in a country school to teach one child of defective vision so that his eyes be not further injured.

RECREATION

VIII. An Act to provide for the establishment, conduct, and maintenance of public playgrounds and recreation centers in and by cities and counties; and authorizing school districts to join in the operation of playground and recreation centers.

This act is permissive only, a true Home Rule Bill whereby the final authority rests with the community.

APPRENTICESHIP

IX. An Act to repeal all laws or parts of laws authorizing the apprenticing or "binding out" of children.

Statutes are still to be found among the laws of Kentucky which authorize the apprenticing of dependent children by County judges or by their guardians, and of institution inmates, both dependent and delinquent, by institution boards. The laws are seldom used, altho 18 instances of so called apprenticing were found during the investigation of the National Child Labor Committee in 1919. Apprenticeship is obsolete and undemocratic and opposed in principle to all modern ideas of education and child-care.

MARRIAGE

X. An Act amending the present marriage law in the following particulars:

1. Providing that the age for legal marriage be raised from 12 for girls and 14 for boys to 16 for girls and 18 for boys.

In extreme cases, where the girl is under 16, the probate judge may, after due investigation, issue a marriage permit.

2. Providing for the public posting in the office of the county clerk of a written application on the part of both parties for a marriage license at least five days before the license can be granted.

3. Providing that witnesses to a marriage, if the contracting parties are unknown to the clerk, must file a written affidavit of identification.

The professional witnesses who haunt marriage parlors will seek another job, if this amendment is passed.

4. Providing for the identification of parents in cases where the consent of the parents of either contracting party is necessary to the marriage.

DIRECTOR'S REPORT
Kentucky Children's Bureau
August 29, 1932

We have investigated the following cases and given what help we could secure from the County Judges, Red Cross, etc., and while we have been limited in funds, I feel that we have been able to accomplish a bit of good, constructive work in connection with the Department of Justice at Washington.

Secured parole advisors in 8 cases for men in Atlanta

Cases investigated:

- 3 - involving 3 children - for New York Probation Department
- 1 - involving 1 child - for Chicago Probation Department
- 14 - involving 49 children - for Atlanta Penitentiary
- 1 - involving 5 children for Virginia Penitentiary
- 1 - involving 2 children - for Chicago Mothers' Aid Assn.
- 1 - involving 3 children - for Travelers' Aid Assn.
- 3 - involving 6 children - for Veterans' Administration
- 1 - involving 2 children - for Miss Ingram

4 children were placed in Louisville & Jefferson Co. Children's Home

Mother given advice about boarding schools in Ky. for 2 children

Mother given advice and we wrote county authorities for help in case of 5 children

Dorothy Adams case

I have been untiring in my efforts to confer with the Department of Education at Frankfort in regard to stimulating a drive to get as many children of school age in schools as possible.

I finally succeeded in interviewing Mr. Richmond, and he said he would send out a circular letter on that subject.

227

I feel that if we are this year to put into operation our recommendations for the improvement of child welfare, that the foundation should be with the Department of Education, and I hope that the Superintendent gives us the necessary help.

Radio - Tuesday Sept. 6, 10:25 am; Friday Sept. 9, 3:45 pm.

Gilbert Perry

Nofcier

Mahan rent

Circuit Judges

Detroit

Exchanged desk for cabinet

Notary commission

Patricia Homans

Motion was made by Mrs. Henderson, seconded by Mrs. Davis, and passed that we have a consultation with Doctors Owen, J. J. Moran and Bandeen with regard to the operation on Gilbert Perry, and that if it is thought necessary, we get the approval of some relative of the child before the operation is performed.

Motion was made by Mrs. Piggott, seconded by Mrs. Cleaver, and passed, that the President be instructed to write Prof. Nofcier and ask for a report of the work he did while a Field Worker for the Bureau.

The Director reported the exchange of an extra desk we had at the office for a cabinet. and motion was made by Mrs. Cleaver, seconded by Mrs. Davis, approving the exchange and instructing the director to make the deal with Clarence R. Smith & Co.

Motion was made by Mr. Clines, seconded by Mrs. Henderson, and passed, that the Bureau have Charlotte Hampton secure appointment as a Notary.

Motion was made by Mrs. Cleaver, seconded by Mrs. Piggott, authorizing the Director to attend the child welfare conference at the American Hospital Association convention.

July 3, 1934.

DIRECTOR'S REPORT.

Mr. Chairman, and members of the Board:

Your Director desires to make the following report:

I regret that so much of my time during the Legislative period had to be spent at Frankfort. There are so many places on earth I would rather have been, and I had so many other things to do. But my observation of the Legislature was that in many ways they were inclined to be destructive, altho they were never anything but complimentary to the Bureau and its work. There was that unsettled condition of the Budget Bill, after its not being presented at the regular session, that made it necessary for me to make many trips back and forth to Frankfort, and to spend a day or so a week there.

In reading the different reports offered by the Committee, I found that in the report made by the Interim Committee the Bureau was left out, no appropriation being provided for it. Upon investigation, I found that Mr. Sewell had recommended that no appropriation be made, because he thought we did not need an appropriation on account of the transfer of the Bureau to the Department of Public Welfare. I busied myself, and succeeded in having the Committee enter it, which they did gladly when they found they were in error.

Thru the entire Legislative Session, as far as members of the House and Senate were concerned, the Board was treated with every courtesy, and much praise given its work. I kept on their desks continuously extracts from reports and fresh blotters, and kept them interested.

When the budget bill came up in the Senate last Friday, Mr. Sewell had released his criticism to be published in the Frankfort morning papers. While he complimented the Director for her zeal in looking after the underprivileged children and thought her work was meritorious, he still felt that I was an expensive proposition. He may be right. I tried to convince the manager of the hotel at Frankfort that he was charging too

2475

much for the room, but I did not make much headway. To have had a room in a private home would have meant that I would have had to take it for the entire Legislative Session, from January 1st until the day of adjournment. According to my estimate, that would have run \$100.00 to \$150.00 more.

I knew early in the session that the State Inspector and Examiner had in mind taking away the appropriation of the Kentucky Home Society for Colored Children, and make it payable at the discretion of the Governor and his advisors. It was also brought out that it was his intention to saddle on the State a farm in Breckinridge County, formerly operated by Arthur Singleton as a children's home. That would have involved between ten and fifteen thousand dollars. The people who were really interested in the colored children could see no reason why he would transfer them from a home that is practically paid for and has been in operation for a number of years, and saddle them with a big indebtedness in a different county.

Exactly one hour after Mr. Sewell gave out his recommendations, your Director, with other friends of the Kentucky Home Society for Colored Children, went on the floor of the House, and by an amendment put the colored children back for their original appropriation and sunk forever, I trust, Mr. Sewell's hope of capitalizing on the unfortunate negro children of the State.

At the end of the fiscal year we found we had lived within our income, and, much to my sorrow, have a few hundred dollars over. Our books were audited, and every penny accounted for, and we have to our credit the following cases:

47 cases involving 174 children for the American Legion and Veterans Admn.
133 cases involving 274 children reported neglected and mistreated

55 cases involving 93 children for out-of-state agencies.
26 cases involving 27 children who were defendants in court cases
12 cases involving 47 children for parents requesting advice
2 cases involving 4 children for Travelers' Aid Society
42 cases involving 113 children for Federal Courts
19 cases involving 52 children for prisoners at Frankfort Penitentiary
211 cases involving 588 children for Department of Justice, Washington

In connection with the cases investigated at the request of the American Legion and Veterans' Administration, since October, 1933, we have investigated 32 cases involving 131 children, for whom we have been able to secure from the American Legion National Child Welfare Department \$1,675.00. This amount was paid by checks made out to the beneficiaries, and all came thru the Kentucky Children's Bureau.

Based on our appropriation of \$10,000.00 a year, the average cost per child to the State has been \$14.52 for the 1377 children coming directly to the attention of the Bureau, while untold numbers of additional children have benefitted.

Without this work, these children would have become State charges, and instead of being given a better opportunity to improve themselves, might have become wards of the State correctional institutions. At a conservative estimate, averaging \$150.00 per year per child, the cost to the State would have been more than \$400,000.00. To those interested in the financial aspect alone, here is a saving of \$380,000.00, while the moral value to the State cannot be considered in terms of dollars and cents.

Report little boy brought to hospital from Middlesboro and little girl from Catlettsburg.

Recommendations - Bell County - organization of Bureaus.

Approval - bill for Gladys Pirtle.

The Filson Historical Society

The Kentucky Children's Bureau was created by the 1928 General Assembly, and the Board appointed February 8, 1929. The Law governing this Bureau gives as its duty -

"to investigate and study the needs of Kentucky children, and present to the Governor and General Assembly prior to each legislative session a report of their findings, and recommendations based thereon; to prepare data on the subject and to be ready at all times to advise the Governor or any member of the General Assembly concerning the bills relating to children which may be introduced at any session of the General Assembly." - Par. 7 - House Bill No. 126.

Immediately upon the organization of the Board, application was made to the Sinking Fund at Frankfort for office space at the Capitol, and the Bureau was advised that none was available, and that wherever the Kentucky Children's Bureau secured quarters, it would have to pay the rent out of its own budget. With that in mind, we selected Louisville as the Bureau's headquarters, because better accommodations could be secured at a cheaper rate, and, a majority of its Board members living in or near Louisville, \$180.00 to \$300.00 annually on transportation to the monthly Board meetings mandated by the State, could be saved.

The Kentucky Children's Bureau, following a mandate of the Legislature, completed a survey of the entire State, prepared and submitted to the Governor and the General Assembly a report of its findings, with recommendations which we believe, had they been adopted, the interest and welfare of underprivileged children in the State not only would have been advanced 75%, but there would have been a great savings also, because the survey of the State made by our Bureau revealed that there is much duplication of effort in welfare work in Kentucky; that nine people are going into a community to do one thing, where one efficient person stationed in the county could do nine things.

If Your Excellency and members of the General Assembly will but casually study the conditions of child welfare and relief in the State, you will be overwhelmed with the facts set forth, and, we believe, convinced of the

1204

accuracy of the findings.

Many of the counties make no effort whatever to do anything constructive for the underprivileged children, but depend entirely on relief from the State. There is a duplication of effort, on the part of the State, and many well-meaning ~~sktix~~ individuals and organizations. It is the belief of the Kentucky Children's Bureau that this has tended to pauperize a great number of our citizens.

It is the recommendation of the Bureau that the State of Kentucky amend its school laws in such a way that the large percentage of children of school age in the various counties of the State be compelled to attend school. It seems a useless waste of money to pay for school buildings, school equipment, and teachers to serve only a small percentage of our children. Many schools thruout Kentucky, having an enrollment of, say, 98 children, have an average daily attendance of only ten or twelve pupils. We find this condition almost entirely in the rural sections.

There should be in every county of the State of Kentucky some agency, such as a visiting teacher, whose business it would be to see that children attend school regularly.

In our report of 1931, we recommended that some record system of school children be kept, whereby children moving from one county to another are followed up, so the school superintendent of the county to which they have moved and the authorities in the community would be able to check up and see that the children were placed in school in their new environment. After some study of this perplexing matter, Your Excellency and the Legislature will find, we believe, that some of the most expensive problems of the State are an outgrowth of the large number of citizens who have been allowed to grow up

with practically no education. The report for the year of 1931 showed the number of children of school age not attending school to be 78,723. As astounding as that report was, it is our belief that the number this year is even greater. From this group we gather a large number of juvenile delinquents, who find their way to the House of Reform, then, all too often, to the prisons, where the State pays \$150.00 per annum for their care, when as children they could have been kept in school for \$50.00 a year. With education they may have developed into good, substantial citizens who in the years to come would have contributed materially to the life of Kentucky and ^{its} aided in social, political, and economic progress. From this group also we get a large percentage of our paupers and pauper idiots, who are a burden on the communities as well as on the State. From this group also, a large percentage become infected with social diseases, and spread this curse from one generation to another. As a result of this condition, we have many of the feeble-minded and deformed, who cost the State thousands of dollars for maintenance and correction. If \$25.00 or \$50.00 had been spent in prevention, Kentucky would not only have saved herself financially, but would have saved for herself many desirable citizens. The records of our prison show that 75% of its inmates are of the moron and feeble-minded type. The State eventually has to take care of them, either in prisons or asylums. Why not make the correction at the source? Educate the child.

The Bureau would call your attention to the large sums of money spent in Kentucky for crime punishment, while 1/20 of a copper cent is spent for child welfare. In several counties in the State the cost of crime punishment amounts to \$20,000.00 a year. One-third of such a sum would have maintained a social worker or some agent who would have been interested in building up the

citizenship of the State along constructive lines. Instead, the money has been spent in a large measure thru destructive channels. Often men who loiter for days around the Court House are paid \$2.00 a day for jury service by the counties, while the same counties do not see the value or wisdom of spending 50¢ a day for the underprivileged children in their counties.

Following are the expenditures for pauper relief in the State in the past three years, and you will note their steady and alarming increase:

1930 - 1042 paupers cost \$77,538.90

1931 - 1146 paupers cost \$84,887.24

1932 - 1296 paupers cost \$96,252.36.

B
1296)96252.36
102

These figures are certified to by our State Auditor.

Of these huge sums, half was paid by the individual counties and the other half of the cost was borne by the State. This group of unfortunates contribute absolutely nothing to the up-building of the State. It is one of the most pathetic circumstances in human relations that in hundreds of cases of these unfortunates the trustees who handle their money manage it so that the unfortunate idiot gets very little, merely a miserable existence. The records of our office show a number of these cases where the unfortunate children were chained in wood sheds, pig pens, etc., with filth and dirt covering them.

A colony or a farm where all of these unfortunates could be placed, the State supervising their care and safe-guarding them so that when they pass on, another group will not be born to take their places, would not only be the humane and intelligent thing to do, but an institution or colony of this kind could be maintained at much less cost than the State is now paying as her part of the upkeep. Of all the neglected people in the State, there are none

comparable to this group, and it is to be hoped that Your Excellency will recommend to the Legislature some progressive work along this line.

The Bureau has put forth every effort to cooperate with the counties in the work of juvenile delinquency. The law says -

"331e4. Proceedings against persons in charge of neglected or dependent children.

Until the first hearing of the case * * * * Provided, however, That no child under fourteen years of age shall, under any circumstances be incarcerated in any county jail or police station, and any officer or person knowingly violating this provision of this act shall be guilty of a misdemeanor and, on conviction, fined in a sum not to exceed one hundred dollars (\$100.00) - Carroll's Kentucky Statutes.

Many judges, either thru lack of knowledge of the law or in defiance of it, confine juveniles in jails with hardened criminals, where in two or three months they graduate from petty thieves into hardened criminals. The cost in court convictions averages \$100.00 a case. They serve a minimum of their sentence, and are then eligible for parole. In the meantime, thru association with the hardened criminals they become potential leaders in crime. If our State will spend more for child welfare and crime prevention, with a progressive program in education, and less for crime punishment, Kentucky will soon advance from the 40th place in the list of illiterate states, and reduce to a minimum our record of crime. The Bureau is submitting what it considers a progressive legislative program dealing with these problems. It asks the cooperation and endorsement of Your Excellency and the Legislature in this work.

In the first year of its existence, ⁽¹⁹²⁰⁾ the Bureau endeavored to get passed some constructive legislation on child welfare, and again in 1932. Neither session passed many constructive measures, but we have undaunted faith that Kentucky officials will rise to heights of unselfishness and this year do constructive things for the good of the Commonwealth. The Bureau wishes it

were possible to give in detail the interesting cases which have come under its observation, but unfortunately, so many of our findings cannot be made public except to officials and citizens interested enough to come to our office and see our records. The different Departments of State often point with pride and say, "Here are miles of good roads that we have built - here is a group of fine hogs and cattle - and here is a fine flock of chickens that thru State agencies we have been able to produce, etc." The Institutions can point to the number of cases they have given treatment, but the Kentucky Children's Bureau cannot put on public exhibition boys we have taken from the crime column and are trying to rehabilitate into substantial citizens. Nor can we point with pride to the group of girls, many of whom were mentally deficient, who have been safe-guarded from further exploitation.

One great need of the State of Kentucky is a Probation law allowing the probation of first offenders, other than those convicted of a few of the more serious crimes. If this power were given to Judges, much would be saved in court costs for the State, many families would not have to be rehabilitated because the State took away the breadwinner and confined him in prison where the State pays \$150.00 a year for his upkeep while he earns practically nothing in return. In the meantime, in many of these cases, entire families become charges on the counties and on society, in addition.

A probation law, whereby the Judges could probate the sentence and levy a fine, then compel the offender to work out the fine and court cost, ~~then he~~ ^{discourage his} ~~would be less likely~~ to commit the second offense, and it would do much to prevent ~~that~~ his dependents becoming county charges. Under our present system, the State pays everything and gets nothing in return, not even the possibility of developing a good citizen, but puts him in a

school for crime, from which he returns to his home a greater problem than when he was incarcerated in prison.

It is time that Kentucky begins to realize that only true reformation comes thru spiritual and human contacts, and all laws should tend towards reformation rather than punishment. The Kentucky Children's Bureau will sponsor a probation law as part of its legislative program, and hopes it will meet with the approval and endorsement of Your Excellency.

This six-year-old boy, thru the carelessness of his parents, committed a crime which involved a reformatory and prison sentence. He was probated to the Kentucky Children's Bureau and is making a fine record in school. Viewing his progress and deportment, the possibilities of this boy's developing into a good citizen are splendid. He is kept in the present environment at much less expense to the State than if he had been committed to the reformatory.

Don't you think this is good business, in which the State will receive a more valuable return than she would by paying for crime punishment?

We have had seventeen cases similar to the above; eighteen boys and girls have been guided along the right road toward good citizenship instead of being placed on the downward path to prison or perhaps the electric chair. All the complete records in these cases are on file at our office.

The Bureau has taken care of numerous cases that other State agencies have refused, for some reason, to help. It has always been the clearing house, where other states have referred their problems of Kentucky children who were deserted, had run away, etc.

The Bureau has provided speakers on child welfare for the Kiwanis, Rotary, and other civic clubs in the State whenever possible, and has kept a social worker at the Federal Courts cooperating with the judges when possible, where the interests of children were involved.

The value of our work to the Federal Department of Justice was well expressed by A. H. McCormick, Assistant Director, in his letter of August 28, 1933, to the Director of the Social Service Division of the Department of Labor Children's Bureau at Washington, D.C., which we quote in part:

THE KENTUCKY CHILDREN'S BUREAU

BIENNIAL REPORT

DECEMBER 31, 1935



We are sound of mind, and strong of limb;
all we ask is a chance

"Kentucky Marches Forward on the Feet of Her Children"

56x7

OFFICERS AND MEMBERS:

Mrs. T. F. Cleaver, <i>Vice-President</i>	Lebanon
Mrs. E. L. Henderson, <i>Secretary and Treasurer</i>	Louisville
Mrs. James B. Brown	Louisville
Mr. Thomas D. Clines	Louisville
Mrs. David P. Davis	Frankfort
Miss Frances Ingram	Louisville
Prof. W. L. Nofcier	Wilmore
Mrs. W. J. Piggott	Irvington

The Governor of Kentucky, *ex Officio Member*

EMMA HUNT KRAZEISE, Director

CHARLOTTE HAMPTON, Secretary to Director

BIENNIAL REPORT

OF THE

KENTUCKY
CHILDREN'S BUREAU



.....Lebanon
.....Louisville
.....Louisville
.....Louisville
.....Frankfort
.....Louisville
.....Wilmore
.....Irvington

to Director

DECEMBER 31, 1935

December 31, 1935

HONORABLE A. B. CHANDLER,
GOVERNOR OF KENTUCKY,
FRANKFORT, KY.

SIR:

It is with pleasure that we submit to you the following report of the activities of the Kentucky Children's Bureau, covering the period from the meeting of the last General Assembly to this date.

We wish to express our thanks and gratitude to the many who have been so interested in our work.

Respectfully submitted,

KENTUCKY CHILDREN'S BUREAU.

It is with a degree of pardonable pride that the Kentucky Children's Bureau submits its report covering the years 1934 and 1935.

The Kentucky Children's Bureau was created by the 1928 Legislature, and the Board, appointed February 8, 1929, has held regular monthly meetings since that time.

The Law governing this Bureau gives as its duty:

"to investigate and study the needs of Kentucky children, and present to the Governor and General Assembly prior to each legislative session a report of their findings, and recommendations based thereon; to prepare data on the subject and to be ready at all times to advise the Governor or any member of the General Assembly concerning the bills relating to children which may be introduced at any session of the General Assembly."—Par. 7, House Bill No. 126.

Briefly, the Law provides for the following:

1. Care and treatment of children.
 - (a) *Types*: Dependent, neglected, delinquent and defective.
 - (b) *Responsibility for granting funds*: Fiscal Court.
 - (c) *Administration*: County Children's Bureaus.
 - (d) *Law permissive*.
2. Mothers' Aid.
 - (a) *Types*: Mothers with dependent children under 14 (or with reasons up to 16).
 - (b) *Responsibility for granting funds*: Fiscal Court.
 - (c) *Administration*: County Children's Bureaus.
 - (d) *Law permissive*.

The Bureau, as directed by law, instructed its Director to give to the members of the Senate and House any information about the underprivileged children of the State, or any advice, help, or cooperation needed in connection with pending legislation for children. Quite a number of Senators and Representa-

tives took advantage of this service, and our Director was consulted by them on various laws pertaining to children, both educational and general.

The Bureau cooperated with the Department of Education in the passage of all laws recodifying the educational laws of Kentucky, the free school books, and probation of first offenders, and other legislation which was helpful to the children of the State.

The Bureau carried out the provision of the law in making reports to the Auditor, and accounting for funds entrusted to its care.

✓ Owing to the very small appropriation that was made for the Kentucky Children's Bureau, our work has been retarded to a great extent. However, the members of the Board feel that the accomplishments represent work which was greatly needed in the State. We believe the results will prove very helpful to Your Excellency and the General Assembly in passing or amending such laws and correcting other conditions that have been unfair to a large group of children in the State who are in no way responsible for their condition, and who are the greatest sufferers. However, the members of the Board feel that owing to their constant, and untiring, day in and day out preaching and talking child welfare to every gathering and assembly possible, and thru literature and newspaper articles, Kentucky is now child welfare conscious, and the citizens of Kentucky will not approve in the future of spending millions of dollars for crime punishment and so little for child welfare. *Kentucky Marches Forward on the Feet of Her Children*, and the care that we give to them and the opportunities that we give to them will control the progress of the State in years to come.

The Bureau is proud that Kentucky in its educational law provided for attendance officers and for free school books thru the fourth grade. The attendance officers have been particularly helpful in increasing the regular attendance in school, for the great problem of Kentucky and her schools has been the large number of adult illiterates, who not having educational advantages themselves, could not appreciate the value of what it would mean to their children.

Director was con-
children, both edu-

ment of Education
onal laws of Ken-
f first offenders,
children of the

e law in making
nds entrusted to

at was made for
been retarded to
Board feel that
s greatly needed
e very helpful to
passing or amend-
s that have been
te who are in no
are the greatest
l feel that owing
ay out preaching
nd assembly pos-
sles, Kentucky is
of Kentucky will
ns of dollars for
lfare. *Kentucky*
and the care that
give to them will
ae.

s educational law
school books thru
been particularly
n school, for the
as been the large
lucational advan-
of what it would

The Bureau is glad that in its report of December, 1931, we recommended to the Legislature that children be given free school books. While conditions are much improved, they have not been able to reach out far enough, and it is tragic to see our wonderful school buildings, well-equipped, and with well-paid teachers, and a number of them with bus transportation also, then to find in the county hundreds of children of school age not attending. Lack of enforcement of the attendance law works a hardship on the school authorities, and since these cases are decided in the county courts, many of the Judges are afraid of displeasing the parents, because the parents have votes and the children have none.

The Bureau has continuously endeavored, and is doing so now, to create public sentiment in every County for the support of County Children's Bureaus, whose business it will be to see that all children in the county get a square deal. This problem is a hard one, because most everyone will have sympathy for a blind child or a child with a physical handicap, but show no sympathy to the little boy or girl who is a problem child, and yet his need is just as great.

We hope the Governor will recommend, and the Legislature will pass a law this next year giving free school books thru the eight grades, for it is our opinion that nothing has contributed so much to the progress of Kentucky.

The Bureau is urging that an accurate record system be kept on all children of school age, that in moving from one county to another a check may be made to insure their continued regular attendance in school.

Quoting from our first report, "The family life in Kentucky has undergone great changes in the past 25 years. The State has not passed the necessary laws to take care of the children, who are the greatest sufferers in this domestic transition. We refer to the large number of promiscuous divorces granted, looking to the peace of mind and comfort of the divorcees, without adequate provision being made for the well-being of the children. It is often the case that the Court makes an allowance for the children, but after a short period of payment the father leaves the State and there is no provision for bringing him back or making him support his children.

"We Respectfully Recommend that the Laws Be Amended and Strengthened so that the Children of Divorced Parents Shall Not be Made to Suffer as the Result of a Disagreement on the Part of the Parents, and, in the Amendment of this Law, We Suggest that the Mother be Made Co-Responsible for their Care."

May we remind Your Excellency and the members of the General Assembly of the very careless and inadequate methods used in the care of the pauper idiots? Kentucky's method of dealing with these unfortunates is antiquated and has been discarded by the more progressive States. The one Institution for the Feeble-Minded is so over-crowded that from year to year the already large waiting list increases, and while, we believe the State is being penny wise in curtailing expenditures on new buildings and in making provision for the feeble-minded, it is pound foolish, inasmuch as this type is multiplying at a very rapid rate. In many cases they become charges on the county and the state in the form of pauper idiots, and while the state law grants them a small amount of money for maintenance, it does not exact any report of guardianship from persons who collect this money. The result of this antiquated method of care is that the unfortunate whose rights are not safe-guarded is preyed upon. They should be withdrawn from society and established on a farm where the sexes may be segregated and provided with suitable employment. Under such conditions of Wholesome labor they may become partially, if not entirely, self-supporting. Money wisely spent in the care of this type would be money saved for thousands of tomorrows.

In View of the Fact that the Present Condition is Distressing and Relief is Imperative, We Recommend that the State Take Immediate Steps Toward Finding Some Means to Care for these Unfortunates, in Order that They May be Protected in Every Possible Way and Society Safeguarded from the Unwholesome Conditions they Create.

The Bureau is recommending in its child welfare legislation that the State pass a law requiring applicants for marriage license to present a clean bill of health. The Bureau believes that this law would get the cooperation of a majority of the citizenship of the State. Where the examination revealed traces of insanity, feeble-mindedness, social or malignant diseases, edu-

*aws Be Amended
ced Parents Shall
agreement on the
of this Law, We
e for their Care."*

the members of the
adequate methods
ucky's method of
and has been dis-
ne Institution for
a year to year the
le, we believe the
enditures on new
eable-minded, it is
iplying at a very
ges on the county
id while the state
or maintenance, it
rom persons who
ed method of care
t safe-guarded is
from society and
be segregated and
uch conditions of
, if not entirely,
care of this type
crows.

*dition is Distress-
id that the State
Means to Care for
be Protected in
from the Unwhole-*

welfare legislation
nts for marriage
e Bureau believes
majority of the
on revealed traces
ant diseases, edu-

education thru the health units and other cooperative agencies would do much to eliminate many of the feeble-minded and physically handicapped. The Bureau believes that this is a step in the right direction, and also feels that it would be a law easily enforced, since so many citizens would be in favor of it and lend cooperation.

While our check-up in the last two years shows that the greater majority of the jailers in Kentucky are cooperating and doing their full duty in care and supervision by not keeping children in jail with older criminals, the Bureau is recommending some changes in the Juvenile Court laws to better safeguard the rights of children when they come before Courts whose officials know little and care less about social justice. The children of Kentucky would be benefited if more of the Counties would use the Probation Law in cases where fathers are first offenders. The Court will send a man or woman to the penitentiary for stealing a few chickens, the State assuming the expense of his care while there. Seldom does he return a better man. In the meantime, his family has been deprived of his support, and even the children have developed into petty thieves, and in numerous instances after the father returns he and his children constitute a gang. It is our belief that if some form of punishment were meted out whereby the offender could work and reimburse for the stolen goods, he would hardly commit the second offense, for no one likes to pay out hard-earned money for some trifling thing he could have done without.

The best thought in the world today is agreed that crime is a disease, and a large number of criminals have physical handicaps of some sort. Time has proven that our method of handling these cases is wrong, for while Kentucky has spent millions of dollars in crime punishment, we cannot point with pride to even a small number who have been reformed. Why not admit that our plan has been a failure, and work out something new? It was never intended that prisons or reform schools should be places of punishment instead of places of reform, and our citizens are far more interested in rehabilitating the youth and helping him solve his problems than they are that someone be paid the pound of flesh.

The Bureau is proud of the record of the youths who were probated to its care by the courts in the State. These children are on the honor rolls in school, are making good records in Sunday School and church life, taking their places on the athletic fields, and are showing every promise of becoming good citizens.

Our recommendations include, also, that the State give aid and foster home care where in the opinion of the Judge or Juvenile Court authorities a child can be better cared for in a foster home than in an institution.

We also recommend that our laws be strengthened in the exclusion of children under 18 years of age from court rooms, except during the periods of testimony. Children listening to court trials in most cases side with the criminal, for they feel that he is the under dog. Their young minds are unable to reason out the justice. While there they hear and see things that suggest to their plastic minds that it is more heroic to beat the law than to obey it. Our work in the courts and our surveys convince the members of the Bureau that often the children are used to create a feeling of sympathy for the accused parent. If the children whose parents use them for this purpose were excluded from the court rooms during the sensational trials that are held, they would grow up with greater respect for the laws of the Country and the Constitution. Let us try to be just and fair in our dealings with children that they will obey the laws of our Country because they respect them and not because they fear them.

The Kentucky Children's Bureau is continuing a re-check of its survey, keeping all information up to date, with a view to assisting the underprivileged children.

In our contacts thruout the State in the different Counties, we find interest and willingness on the part of the Counties for the creation of County Children's Bureaus, but owing to the financial condition they have been unable to appropriate funds to carry on the work. In fact, all relief and welfare work in the Counties, wherever possible, has been shoved on the shoulders of the Federal Government.

Following is a copy of the Report of the Fayette County Children's Bureau, made by Mrs. Mabel B. Marks, Executive Secretary:

e youths who were
e. These children
ood records in Sun-
ces on the athletic
ming good citizens.

the State give aid
the Judge or Juve-
ured for in a foster

rengthened in the
from court rooms,
ildren listening to
inal, for they feel
nds are unable to
ear and see things
more heroic to beat
ts and our surveys
en the children are
ccused parent. If
purpose were ex-
sational trials that
spect for the laws
try to be just and
ll obey the laws of
not because they

tinuing a re-check
ate, with a view to

different Counties,
f the Counties for
but owing to the
appropriate funds
l welfare work in
d on the shoulders

e Fayette County
Marks, Executive

"On December 31, 1933, the Fayette County Children's Bureau had 279 children under care. During the year 1934, 212 applications for care were received from the Juvenile Court and 141 applications were received from other sources. Before considering the disposition of this total of 632 applications for care, it would seem desirable to briefly review the change of the policies of child care which were instituted in 1933 by the Fayette County Children's Bureau. Until the creation of the Fayette County Children's Bureau, following the recommendations of the Charity Survey made by experts from the Family Welfare Society of America and the Child Welfare League of America, Fayette County was traditional in its plan for the care of dependent children. A large congregate institution which was costing the community over \$16,000 a year to operate, in addition to a private Orphanage, afforded the only possibility for the care of children whose own families were unable to provide for them. With the creation of a Children's Bureau, the large institution was depopulated by the placement of children with relatives whose homes had been investigated and approved and with the creation of free foster homes for children whose families or relatives could not offer them the security and happiness of normal home life. In 1933, by dint of an extensive educational campaign, the large Children's Home was sold to the Board of Education and the smaller one which replaced it was put under the supervision of the Children's Bureau. At this time, two very important departments were added to the Children's Bureau program. These were Mothers' Aid Department and the Boarding Home Department. At the present time these departments are caring for the maximum number of children within the provisions of the local appropriation. The work in each department could be expanded if an appropriation from the State could match the money being appropriated locally. Such procedure would seem to be within the provisions of the Children's Bureau Bill.

Disposition of the 353 applications for children received during the year 1934 were as follows. (The total of 353 was for new cases received during the year 1934 and this number with the 279 under care at the beginning of the year shows the total number of children under care of the agency for the year.) In

presenting the disposition of applications, this agency has analyzed the status of the children in terms of their parents:

Children in Children's Home	24
14 orphans or half orphans	
2 mother and father separated	
8 removed from care and control of parents because of improper guardianship	
Placed in foster homes (free and boarding)	61
42 orphans or half orphans	
7 removed from custody and control of parents because of improper guardianship	
2 mother and father divorced	
4 cared for while mother and father in sanitarium	
6 foundlings	
Mothers' aid pensions	21
Children half orphans	
With relatives	128
87 orphans or half orphans	
41 both parents living	
Pending investigation	41
29 orphans or half orphans	
12 both parents living	
Referred to other agencies	23
13 orphans or half orphans	
10 both parents living	
Temporarily closed	43
23 orphans or half orphans	
20 both parents living	
Placed in other institution	12
8 orphans or half orphans	
4 both parents living.	

\$13,900 represents the entire cost of care and maintenance for the 632 children under supervision of the Children's Bureau for the year 1934. This figure which represents administrative costs as well as maintenance of the children, is in contrast to the cost of maintaining the old Children's Institution with its 39 charges at a cost of \$16,000 to the city and county.

The following figures cover the period from January 1, 1935, to July 31, 1935:

s, this agency has
of their parents:

..... 24

its because of im-

..... 61

parents because of

itarium

..... 21

.....128

..... 41

..... 23

..... 43

..... 12

re and maintenance
e Children's Bureau
sents administrative
is in contrast to the
titution with its 39
ounty.

d from January 1,

Active cases carried forward from 1934273
Cases received from 1/1/35 to 7/31/35141

From Juvenile Court 91
From other sources 50

Total cases handled during this time414

During 1935 (January 1, to July 31st), the following place-
ments were made:

Placed in Children's Home 21
Orphans or half orphans 19
Children removed for improper guardianship 2

Placed in foster homes (free and boarding) 28
Orphans or half orphans 17
Removed for improper guardianship 11

Mothers' aid 21
All half orphans

Placed with relatives 82
Orphans or half orphans 21
Parents separated 61

Referred to other agencies 50
Orphans or half orphans 15
Both parents living 35

Referred to other institutions 9
Orphans or half orphans 6
Parents living 3

Temporarily closed202
Deceased 1

At the present time the child-caring program under the
supervision of the Fayette County Children's Bureau includes
a small children's home, a foster home department, with free
and boarding homes in operation, a Mothers' Aid Department,
and a more general protective service to children.

As pointed out earlier, a tremendous saving for the tax-
payers has been effected, but more important, the care of depend-
ent children is being developed along more modern and standard
lines."

Bell County's last year's expenditure for crime punishment
amounted to about \$20,000. Thru the efforts of the Bureau the
underprivileged children have had their thoughts directed in

more constructive channels, and we feel sure that the County has benefited not only financially, but the citizenship is being improved. The following is a copy of a report of our Field Worker, Miss Ethel Conniff, who has been stationed there since October, 1934:

"From October, 1934, to January, 1935, 757 visits were made to homes, 375 visits and care (in way of directions) to the sick, 700 books (own books) in circulation, and magazines furnished to children from the stock supplied by local and out-of-town friends.

Lunches consisting of a nourishing soup and sandwiches, milk or chocolate, or cocoa, were furnished the children living in the country coming to classes on Saturdays

In October we had extensive nature study in the woodlands, a dinner at Laurel Festival Cave, attendance 65, and a Halloween party, with games, and a treat of candy and fruit, attendance 77.

In November we had our Thanksgiving, with its Pioneer background of Faith, Hope, and Courage, to go on, in addition to an Armistice Day program.

In December there was a party and a contest for the Boys' Club, and class awards. There was a prize each week to the boy or girl doing the best work in their class, award being a pass to the picture show for Saturday afternoon, donated by Mr. Gaddie of the Gaines Theatre to show his interest in the Bell County work being done by the Bureau. On December 24th we had the Christmas tree, with carol singing and a reception to mothers and baby sisters and brothers, totaling 557. A bright red stocking made by the class, filled with "goodies" and a toy for the younger boys, and a doll for the girls, a book or garment made in class for gift at Christmas, gift boxes made by the children by pasting dainty sketches and pictures on boxes donated by the Star Store of Pineville. Books were made of cloth, pictures and a lesson on each page made for gifts in class.

The boys from Dorton Branch went far into the mountains to bring forth the lovely Yule tree, a beautiful spruce. The children seemed to get much real happiness in being able to assist in the decoration of the tree. Unadorned it was a lovely thing to me, but to them the fairy-like silver and blue ornaments with

sure that the County
the citizenship is being
a report of our Field
stationed there since

1935, 757 visits were
y of directions) to the
n, and magazines fur-
ed by local and out-of

soup and sandwiches,
ed the children living
days
udy in the woodlands,
dance 65, and a Hal-
f candy and fruit, at-

ving, with its Pioneer
, to go on, in addition

contest for the Boys'
e each week to the boy
award being a pass to
donated by Mr. Gaddie
st in the Bell County
ember 24th we had the
reception to mothers
' A bright red stock-
es" and a toy for the
book or garment made
made by the children
boxes donated by the
of cloth, pictures and
ass.

far into the mountains
beautiful spruce. The
s in being able to assist
it was a lovely thing
d blue ornaments with

many colored lights made it a joy to their hearts. How they
worked and beamed and sang their carols so sweetly!

The glasses the Bureau has provided for the defective eyes
of the children have been a real blessing.

Following Christmas and New Year we studied and cele-
brated each day hallowed by all good citizens. Our Lincoln Day
stands out, I think, our Edison, and our beloved Washington
left its impress on their minds and hearts. Each brought his
paper, written after much research. Some efforts were touch-
ing. The work on "The Constitution" from the boys' class was
truly wonderful.

In March the outstanding need and greatest service rendered
was given to children suffering from the near-flood, and constant
rain and high tide. Illnesses resulted. A great many were
forced to leave their homes and move to the homes of relatives
until all danger passed. Upon their return to their homes,
great piles of dirt and worms had been left in wake of receding
water. The children showed their parents the value of the work
they had been taught by the Bureau in repairing damaged chairs,
scrubbing and dyeing rugs, etc. Their health suffered, and 375
children were visited and given hot lemonades, soups, fruits, and
honey. Not one child was lost. (They belonged to the Holiness
Church, and would have no doctor.) Warm clothing and old
woolen underwear made over in our workroom, served with out-
ing sleeping garments and made warm little bodies and removed
the danger caused by the dampness of homes in the flooded sec-
tions. The classroom provided recreation and helpful relaxa-
tion when children came to class.

Many children in the county have no school after January.
We planned the gardens to give helpful work and interest and
cooperation. Found the work edifying and successful. The
boys planted and worked in the vegetable gardens, and the girls
raised the flowers. All was planned to bring about better citi-
zenship. The plan was that I was to sell the vegetables after
the boys raised them, each boy earning a certain sum to be spent
for anything he wished, and a prize awarded for extra fine prod-
ucts. The Relief very kindly donated the seeds, also tomato and
cabbage plants. Many families were given vegetables, many
were sold. We had corn, salad, and beans for our lunches in

our workroom, flowers each day for classroom and the wards in the hospital. The lesson gained was uplifting.

At Easter time we gave the Bell County children the first egg hunt and egg rolling they had ever been given. 12 dozen colored eggs and 15 dozen candy eggs, and sandwiches were furnished. The motors were donated by the Pineville auto owners. Each child was permitted to color two eggs and make two rabbits.

May Day was one of the younger children's red letter days. In each section was planned their own May Day party.

The safety campaign, teaching the children on the highway that the left side is the correct side on which to walk, was most helpful. Mr. Evans, editor, very kindly gave us front page notices for two weeks, and had posters printed, which I with the help of the boys, tacked on every post in Bell County on the highways, and the schoolhouses. Prior to our campaign, in one week three children from the classes were in the hospital with broken legs and crushed ribs from being run down.

During the month of August we had a button day and darning day, getting ready for school. Each child with buttons off and his mother did not or would not sew them on, brought the garments into the classroom, and many and great were the repairs. During August we also had one all-day picnic at Laurel Cave, and two watermelon feasts. Collected clothing and made over garments for 65 families of children during July and August alone. During the summer vacation the children made lamps, tables, boats, and canoes in classes.

One boy impressed with his statement that he would not miss a class day for anything in the world, that he was glad there was such a place as the Bell County Bureau, as it was the first place he had ever been where he was made to feel welcome, since he had spent many of his days in jail."

Following is a listing of the cases handled by the Kentucky Children's Bureau, exclusive of those mentioned in reports of Fayette County and Bell County, in the past two years:

room and the wards
lifting.

nty children the first
een given. 12 dozen
and sandwiches were
e Pineville auto own-
to eggs and make two

children's red letter days.
7 Day party.

children on the highway
ich to walk, was most
r gave us front page
nted, which I with the
n Bell County on the
our campaign, in one
e in the hospital with
run down.

button day and darn-
child with buttons off
them on, brought the
r and great were the
one all-day picnic at
ts. Collected clothing
f children during July
vacation the children
classes.

ent that he would not
orld, that he was glad
7 Bureau, as it was the
made to feel welcome,
il."

ndled by the Kentucky
entioned in reports of
past two years:

109 cases involving 454 children—investigated for the American Legion and as a direct result of reports of which investigations we were able to secure for these children from the American Legion National Child Welfare Fund \$7,315.00, the money being received in checks made out to mothers of the children and forwarded from this office to them.

9 cases involving 9 children—investigated and children placed in School for the Deaf, Danville.

49 cases involving 82 children—investigated at request of out-of-state agencies.

205 cases involving 482 children—reported neglected and mistreated. Investigated and assistance given.

43 cases involving 44 children—children in court for shooting, theft, etc., investigated and thru cooperation with County officials children were paroled to Bureau and in every case are doing well.

5 cases involving 5 children—placed in School for the Blind.

9 cases involving 29 children—placed in Kentucky Children's home.

6 cases involving 15 children—placed in mountain schools.

2 cases involving 3 children—placed in Institution for Feeble-Minded.

1 case involving 1 child —placed in U. S. Trachoma Hospital for treatment.

2 cases involving 2 children—placed in Children's Free Hospital, Louisville; 1 child suffering from gunshot wound died, other, suffering from some type of fungus growth, discharged as cured.

19 cases involving 52 children—investigated for inmates of state prisons.

2 cases involving 4 children—investigated for Travelers' Aid Society.

2 cases involving 2 children—secured their release from Greendale.

41 cases involving 41 children—having defective vision; glasses furnished.

— —
504 cases involving 1,225 children—investigated by main office of Bureau.

773 cases involving 773 children—cared for by Fayette County Children's Bureau.

981 cases involving 981 children—cared for by worker in Bell County.

2,268 cases involving 2,979 children—Grand Total of Children cared for in past two years.

FINANCIAL REPORT

July 1, 1932, to June 30, 1934

Expended For:	Fiscal Year 1932	Fiscal Year 1933
Salaries	\$ 5,581.00	\$ 5,999.00
Traveling expense	2,600.18	2,305.74
Telephone and telegraph	191.87	213.83
Postage	130.00	130.00
Stationery and printing	16.70	41.25
Office supplies	137.00	147.79
Furniture and equipment	145.00	44.00
Fuel, light, and water	21.52	24.96
Rent	302.50	357.50
Board meeting expenses	145.68	160.33
Miscellaneous	915.67	167.76
	<hr/>	<hr/>
	\$10,187.12	\$ 9,592.16
Appropriation	10,000.00	10,000.00
	198.38*	11.26†
	<hr/>	<hr/>
	\$10,198.38	\$10,000.00
Spent	10,187.12	9,592.16
	<hr/>	<hr/>
	\$ 11.26‡	\$ 407.84‡

* Balance July 1, 1932. † Balance July 1, 1933. ‡ Balance July 1, 1934.

Fayette County Chil-
u.
worker in Bell County.
of Children cared for
years.

1934
r 1932 Fiscal Year 1933

00	\$ 5,999.00
18	2,305.74
87	213.83
00	130.00
70	41.25
00	147.79
00	44.00
52	24.96
50	357.50
68	160.33
67	167.76
<hr/>	
7.12	\$ 9,592.16
0.00	10,000.00
3.38*	11.26†
<hr/>	
8.38	\$10,000.00
7.12	9,592.16
<hr/>	
1.26†	\$ 407.84‡

‡ Balance July 1, 1934.

FINANCIAL REPORT

FISCAL YEAR, 1934

Salaries	\$ 6,197.50
Traveling expense	1,883.37
Telephone and telegraph	156.94
Postage, freight, express	107.50
Stationery and printing	4.02
Office supplies	78.70
Fuel, water, light	8.25
Rent	275.00
Board meeting expenses	127.58
Miscellaneous	149.12

Expended \$ 8,987.98

State appropriation	\$ 9,000.00
Expended	8,987.98

Balance, July 1, 1935 \$ 12.02

NOTE: July 1, 1934 and July 1, 1935
balances were returned to the State
Treasury.

COPY OF MINUTES OF MEETING OF KENTUCKY CHILDREN'S BUREAU - May 6, 1929.

Members present: Col. R. J. Ball, Mrs. David P. Davis, Mrs. Thomas F. Cleaver, Mr. Thomas D. Clines, and Miss Frances Ingram.

Before and during the serving of the luncheon, there were discussions on the following subjects:

Suggestion by Mr. Clines that we make a report of all cases handled during the month and send a copy of that report to each member before the meeting; also that each member be furnished a copy of the minutes of the previous meeting.

✓ Child Welfare Council of Jefferson County - Miss Wood's request that we aid in the newsboys' survey. 11

Radio talks - subject and date to be sent to each member.

Due to limited time, a survey of a few counties to be made instead of entire state.

Meeting was called to order by President R. J. Ball.

In the absence of the Secretary, the minutes of the previous meeting were read by the Director, and approved by the Board.

Estimate of expenses for May was read by the Director and approved by the Board.

Motion made by Miss Ingram, seconded by Mrs. Cleaver, that we trade in the typewriter in the office on a new one.

Discussion of exhibit at State Fair. Have folders giving information - who we are, what we are, and what we are trying to do - suggested.

Director's report read. Motion made by Mr. Clines, seconded by Mrs. Cleaver, that Director's report be adopted.

Miss Hunt asked for permission to go to Cincinnati when her duties take her to Eastern Kentucky, to spend a day or two there at the Children's Home, as they are so well organized and could help us.

✓ Discussion of Mothers' Aid.

✓ Miss Ingram suggested that we call on Family Service Organization for correspondence in individual cases, and for a list of county agents.

Motion made by Mrs. Cleaver, seconded by Mrs. Davis, that we pay the traveling expenses of the members of the Board out of Petty Cash fund.

There being no further business, the meeting adjourned.

Minutes of the Meeting of the Kentucky Children's Bureau - June 3, 1929.

Members present; President Ball, Mrs. Henderson, Mrs. Cleaver, Mrs. Piggott Mrs. Davis, Mr. Clines.

Prior to the serving of the luncheon, the minutes of the previous meeting, and the Treasurer's report, were read. Motion was made by Mr. Clines, seconded by Mrs. Cleaver, and carried, that minutes and Treasurer's report be adopted as read.

Luncheon was served, following which the meeting was called to order by the President.

The Director gave a short report, with a brief resume of the work of the past month.

There followed a discussion of the finances.

Mr. Clines suggested that we spend \$500.00 to \$600.00 for folders and other literature suitable for use at the State Fair and all year round. It was suggested also that a tent, and prominent speakers for the different days, would be better than having a small booth in connection with some other organization.

Mrs. Cleaver made a motion, seconded by Mrs. Piggott, and carried, that we have literature printed and spend as much as is necessary for a suitable exhibit at the State Fair.

Mr. Clines made a motion, seconded by Mrs. Henderson, and carried, that two or more additional field workers be employed for the month of June.

✓ Board authorized the Director to take such action as is in keeping with Board standing in the case of the Mahan boy. Motion made by Mr. Clines, seconded by Mrs. Cleaver, and carried, that before taking any action, the Director shall make a full investigation.

✓ The following were chosen to act on the Franklin County Children's Bureau: Mr. Zack Church, R.F.D. #1, for 1 year; Mrs. Albert Kaltenbrun, and Mrs. Eleanor Hume Offutt, for 3 years; Mr. John R. Sower, and Mr. J. W. Jeffers, both of Frankfort, for 2 years, the names being selected by the Board from a list offered by Judge James H. Polsgrove, County Judge of Franklin County.

Motion was made by Mrs. Piggott, seconded by Mrs. Davis, and carried, that we secure two fans for the office from the Clarence R. Smith Co., in accordance with their letter of May 31st.

Cases were brought up for investigation by several of the members.

Sims boarding home for children, on Franck Ave., - mistreatment of children

8 Mrs. Thompson, sister of Dr. Derrets, in Camp Taylor, a boarding home for children - mistreating them.

7 National Home Finding Society, Irvington, Ky. - what is the condition of that home? There being no further business, the meeting adjourned.

MINUTES OF THE MEETING OF THE KENTUCKY CHILDREN'S BUREAU, April 12, 1933.

Members present: Colonel Ball, Mrs. Henderson, Mrs. Cleaver, Mrs. Davis, Mrs. Piggott, Mr. Clines, Miss Ingram.
Others: Mrs. Krazeise, Mrs. Hampton.

Following luncheon, the meeting was called to order by the President.

As all members had copies, reading of the minutes was dispensed with.

The Treasurer gave her report, which was approved as read on the motion of Mrs. Piggott, seconded by Mrs. Cleaver.

The Director then gave her report.

Motion was made by Mr. Clines, seconded by Mrs. Cleaver, and passed, that Gilbert Perry be retained at the Bandeen Hospital and that the Bureau assume the obligation of \$10.00 monthly for his care for the next three months.

Mr. Clines offered to act as attorney for the Bureau, whereupon a motion was made by Mrs. Cleaver, seconded by Mrs. Henderson, and passed, that he be appointed to serve as attorney.

Motion was made by Mr. Clines, seconded by Mrs. Piggott, and passed, that the Bureau take part in the Louisville Health Exposition to be held at the Armory, and that Mrs. Krazeise prepare for a booth and have such posters and literature as we may need.

Motion was made by Mrs. Piggott, seconded by Mrs. Cleaver, and passed, that the bond for the Treasurer be reduced to \$2000.00 and renewed.

✓ At the suggestion of Miss Ingram, motion was made by Mrs. Piggott, seconded by Mrs. Cleaver, and passed, that the Bureau appoint Mrs. Henderson and Mrs. Krazeise to the Committee on Youth Outside the Home and School, of the Jefferson County Division of the White House Conference on Child Health and Protection.

Motion was made by Mrs. Henderson, seconded by Mrs. Davis, and passed, that the Bureau renew Mrs. Krazeise's membership in the Kentucky Education Association.

Motion was made by Mr. Clines, seconded by Mrs. Piggott, authorizing the purchase of the mimeograph (trading in the old one), and another file cabinet for the office.

There being no further business, the meeting adjourned.

MINUTES OF THE MEETING OF THE KENTUCKY CHILDREN'S BUREAU
held March 26, 1934, at the Brown Hotel.

Members present: Colonel Ball, Mrs. Cleaver, Mrs. Henderson,
Mrs. Davis, Mrs. Piggott, Mr. Clines, Prof. Hofcier.
Others: Mrs. Krazelise, Mrs. Hampton.

Following luncheon, the meeting was called to order by the
President.

The minutes of the previous meeting were approved.

The Treasurer gave her report, and on the motion of
Mrs. Cleaver, seconded by Professor Hofcier, and carried,
it was approved as read.

Motion was made by Mrs. Piggott, seconded by Mrs. Cleaver,
and carried, that all bills which had been incurred since
the last meeting be included with those presented and approved
for payment, as follows:

December:

\$ 30.16 - Fidelity & Columbia Trust Co. - rent
20.55 - Southern Bell Telephone & Telegraph Co. - service
1.00 - Long's Towel Supply
10.00 - Postmaster - stamps
.10 - Tax on checking account
30.70 - Fidelity & Columbia Trust Co. - rent - January
23.48 - Southern Bell Telephone & Telegraph Co. - service
1.00 - Long's Towel Supply
9.85 - Clarence R. Smith & Co. - office supplies
4.00 - Bush-Krebs Co. - out for biennial report
23.40 - Brown Hotel - Judicial Council meeting -draft Probation Law. ✓
.06 - Tax on checking account
10.00 - Postmaster - stamps - February
31.00 - Fidelity & Columbia Trust Co. - rent
17.67 - Southern Bell Telephone & Telegraph Co. - service
1.00 - Long's Towel Supply
.08 - Tax on checking account
10.00 - Thomas Hanks - posters - MARCH
10.00 - Postmaster - stamps
29.94 - Fidelity & Columbia Trust Co. - rent
12.35 - Southern Bell Telephone & Telegraph Co. - service
1.00 - Long's Towel Supply
5.66 - Levy Bros. - clothing for Mahan children
5.00 - Liberty Fire Insurance Co. - bond for Treasurer
7.75 - Brown Hotel - board meeting luncheon
3.52 - Mrs. D. P. Davis - travel expense to meeting
2.00 - Mrs. W. J. Piggott - travel expense to meeting
9.30 - Prof. W. L. Hofcier - travel expense to meeting
6.70 - Mrs. T. P. Cleaver - travel expense to meeting
.04 - Tax on checking account
24.00 - Clark Electric Co. - 2 electric fans for office.

The Director gave her report of the cases under the supervision
of the Bureau, the American Legion funds secured for children
of ex-Service men, and a resume of Legislative activities.

Professor Hofcier made a motion, seconded by Mrs. Cleaver,
and carried, that a special vote of thanks be given the
Director for the work she did in connection with the meeting
of the General Assembly.

Motion was made by Prof. Hofcier, seconded by Mr. Clines,
and carried, that the Bureau obtain memberships in the Kentucky
Education Association and the Special Education Association.

66.7

Motion was made by Prof. Hofcier, seconded by Mrs. Cleaver, that the Director investigate and report at the next meeting the cost of a motion picture camera and projector, for the use of the Bureau out in the field.

Motion was made by Mrs. Henderson, seconded by Mrs. Piggott, and carried, that the Director be given a week's vacation before the beginning of the Extra Session of the Legislature.

Motion was made by Mrs. Cleaver, seconded by Prof. Hofcier, and carried, that the Director be instructed to employ additional field workers for the remainder of the fiscal year, putting them all on a full time basis, for the purpose of making a re-check of outstanding cases, and our completed survey, and to cooperate with the Courts with a view toward prevention of crime and other forms of social inadequacy.

Motion was made by Prof. Hofcier, seconded by Mr. Clinea, and carried, that the Director be granted the authority to have the office furniture repaired, repainted, and the cushions recovered, to purchase two electric fans to replace the one stolen and the one burned out, and additional office supplies, if there should be sufficient funds left from our current appropriation to pay for them.

A resolution was offered and unanimously carried, expressing the Bureau's appreciation of the generous contribution of blotters and the fine cooperation of the Dearing Printing Company. The President was requested to write Mr. William Simpson, Manager of said company, to this effect.

There being no further business, the meeting adjourned.

Minutes of the meeting of the Kentucky Children's Bureau, Nov. 26, 1934.

Members present: Mrs. Cleaver, Mrs. Henderson, Mrs. Piggott, Mrs. Davis, Mr. Clines, Prof. Nofcier.
Others: Mrs. Krazeise, Mrs. Hampton.

Following the reading of the minutes, which were approved, the Treasurer's report was given and approved.

The Director then gave her report.

Motion was made by Prof. Nofcier, seconded by Mrs. Henderson, and passed, that whenever the Bureau is called upon for information we are to advise that we will supply a speaker, either the Director or one of the members, for any organization or meeting.

Motion was made by Mr. Clines, seconded by Mrs. Piggott, and passed, that in connection with the numerous cases of girls outraged which have been reported to the Bureau, the Field Workers attend the trials and see if they can get the Court to put the children under probation to the Bureau, and then have the Field Worker keep track of the child and see that she is not abused again.

In connection with the application of Doctor Milton Board, which was read by the Director, she was instructed to inquire into the cost of individual cases and the question was deferred until the next meeting.

There being no further business, the meeting adjourned.

A meeting of those interested in retaining
THE MATERNAL AND CHILD HEALTH WORK FOR KENTUCKY under the
direction of Dr. Annie S. Veech, has been called for Friday,
April 12, 1929, at 12:30 O'clock, at the Brown Hotel.

A report of the work accomplished will be given by
Dr. Annie S. Veech.

The value of the work to the state will be told by
Dr. Irvin Abel.

Outlines of plans for continuing the work will be
presented.

All appropriations to this Maternal and Child Health
work cease in July 1929. The work of seven years will come to
a close and the staff of doctors, nurses, and nutritionists
will disband unless some steps are taken promptly.

Your presence at this meeting is earnestly requested.

For reservations, please call City 7154, or notify
Mrs. R. P. Halleck, 532 W. Main Street.

McFerran Barr
Richard Bean
Elizabeth Bruce
P. H. Callahan
Thomas Duncan
Julius Ellis
Mrs. Sam Eskew

Mrs. R. P. Halleck
Mrs. E. H. Heller
S. O. LeSueur
Louise Morel
Huston Quin
Mrs. C. B. Semple
E. S. Tachau
Mrs. George H. Webb
Mrs. Elsie Zinsmeister

KENTUCKY MOTHER AND CHILD CAMPAIGN

Received of _____ Dollars,
as _____ payment on pledge.
Date _____ 1929.

KENTUCKY MOTHER AND CHILD CAMPAIGN
Memorial Auditorium Building
LOUISVILLE, KY.

In consideration of the gifts of others to the
Kentucky Mother and Child Campaign

I promise to give _____ Dollars
Payable
in full now _____ or July 1st _____ and October 1st _____ 1929.

Signature _____
Address _____
Street City

MAKE ALL CHECKS PAYABLE TO
KENTUCKY MOTHER AND CHILD CAMPAIGN

HOW THE BUREAU WORKS

It cooperates with all health agencies, schools, the medical profession and the laity in cities and rural areas.

It has available for expectant mothers, health information. 15,000 sets of prenatal letters have been sent on request.

It brings to parents "up-to-date" information on the feeding and care of children. It holds child health conferences, aided by physicians. 1,672 such conferences have been held, 52,775 children examined.

Mid-wife classes held for past seven years in remote counties.

360,000 school children inspected—examination including eyes, throat, teeth, posture, weight, etc.

1,200,000 pieces of health literature prepared and distributed on request, through nurses and physicians.

25,000 posters made and used in health teaching.

3,500 health lectures given to about 250,000 people.

Blue Ribbon Child Health Campaign carried on in 92 communities. More than 23,000 Kentucky Blue Ribbon children took part in May Day Blue Ribbon program this year. This work was outlined, organized and directed by the Bureau of Maternal and Child Health. The Bureau has found this work very valuable in giving standards to parents, teachers, public health nurses, physicians and children; a definite goal toward which to work and a means by which they can measure their accomplishments in health.

Classes in child health and child care held in all of the colleges and the State University, where young women are students.

The Bureau of Maternal and Child Health has always worked under the State Medical Association, and with its constant co-operation.

April 12, 1929

Why Have a Mother and Child Health Campaign In Kentucky Now?

**\$50,000
NEEDED**
to continue
**Mother and Child
Health Work**

JUNE 16-22

Kentucky Mother and Child Campaign
MEMORIAL AUDITORIUM BLDG.
Fourth and Kentucky Streets
Louisville, Kentucky

WHY HAVE A MOTHER AND CHILD HEALTH CAMPAIGN IN KENTUCKY NOW?

The object of this campaign is the continuance of the work of the Maternal and Child Health Bureau of the Kentucky State Board of Health. The purpose of this work is to lower the incidence of illnesses and the number of deaths for mothers and babies in Kentucky.

The Maternal death rate for Kentucky has been so much lowered in the past seven years that Kentucky now stands second only to Minnesota which has the lowest maternal death rate of all the States. This has come about through the careful work of the Maternal and Child Health Bureau and that of Kentucky's Medical Profession. **Shall this splendid and necessary work be continued?"**

The infant death rate has been appreciably lowered also. After the first two weeks of life, the greatest causes for death among babies are pneumonia and those causes resulting from faulty feeding. Through health teaching deaths from these two causes have been lowered but it will take eternal vigilance to maintain this rate, much less to gain a greater reduction, which should be our aim. This work is educational and preventive. Every one of the 120 counties in Kentucky has received the benefits of health information offered by this Bureau for mothers, babies and older children.

Motherhood and child care are prepared for. Not only are there fewer deaths of mothers and babies but there is less sickness and there are stronger, healthier children in Kentucky. Blindness is being prevented among babies. A great number of crippled, tubercular and frail children is decreased through health teaching. **This work to be lasting, must be continuous.**

It will take years to convince all of the people in the State that rest, cleanliness, rational feeding, immunization against preventable diseases, and a physician are conducive to the life and health of mother and child.

One of Kentucky's most serious problems is that of midwives. Out of the 2,474 midwives in Kentucky, 858 delivered as many as five or more babies a year. This means that many Kentucky women have only the services of neighbors at the birth of their children. They do not know

that they should and can have better care. Every child has a right to a mother living and well. A better start is given the child and it has a promise of far better health.

Get the Medical Guidance of a Doctor (if possible) is the first thing told an expectant mother by the nurses in the Bureau of Maternal and Child Health. But Doctors are not always available in some isolated parts of Kentucky. Midwives must therefore be trained. One of the necessary pieces of this work is the training of midwives in hospitals. This Bureau had such a hospital in the mountains for midwife training, similar to Belvue in New York. Intelligent rural Kentucky women are glad to become trained midwives for their own isolated sections.

The last Figures of the United States Census show That DEATHS OF MOTHERS and BABIES IN KENTUCKY HAVE BEEN LOWERED

Infant mortality rates (deaths of infants under 1 year of age per 1000 live births).

	1922	1927
State.....	69	61
Urban.....	83	71
Rural.....	67	59

Maternal mortality rates (per 10,000 live births).

	1922	1927
State	60.7	49.4
Urban.....	96.6	62.1
Rural	54.3	46.5

Dr. Annie S. Veech has been at the head of this Bureau for the seven years of its existence. The workers of the Bureau have carried on in the rain, snow, sleet and cold of winter, in the heat of summer; they have traveled by mule-back up frozen mountain streams and over roads thick with dust; they have lived under conditions that many Kentuckians do not know exist in their State.

All State and Federal funds for this Bureau cease on July 1st, 1929. Therefore all the health education programme for mother and child, carried on by this Bureau for the past seven years, will cease. Private contributions must support this Bureau for one year or its work be discontinued and the excellent staff of doctors, nutritionists and nurses be disbanded. **Will you citizens of Kentucky let this happen?**

OUTLINE OF EFFORTS OF

KENTUCKY CHILDREN'S CODE COMMISSION AND KY. CHILD WELFARE COMMISSION

Submitted February 12, 1929, to Members of Ky. Children's Bureau.

by Frances Ingram, Chairman of Former Commissions.

- 1919 Child Welfare in Kentucky, an inquiry by the National Child Labor Committee for the Kentucky Child Labor Association and the State Board of Health, was published (Document 1). This report was submitted to Governor Morrow by the Kentucky Child Labor Association and resulted in:
- 1920 The Kentucky Children's Code Commission: This Commission was appointed by Governor Morrow on the authorization of the Legislature of 1920. No funds were appropriated for the definite power delegated to the Commission. Funds were raised by private subscription for the purpose of making a survey of the Child-caring Institutions in Kentucky. This survey was never printed but is on file among the records of the Commission.
- 1922 Upon presentation of an Outline of Legislation (2) recommended for enactment in 1922 based on the findings of the previous surveys, the Children's Code Commission was abolished and the Legislature established a permanent Child Welfare Commission in Kentucky for the purpose of continuing the work begun by the Children's Code Commission. The 1922 Legislature invested the new Commission with the following powers:
- "To investigate and study the needs of Kentucky children and present to the Governor and to the General Assembly prior to each legislative session a report of their findings and recommendations based thereon."
- During this year the Report of the Kentucky Children's Code Commission covering child welfare legislation prior to and through the Legislative Session of 1922 was published (3).
- 1924 Basing the needs of Kentucky's children on the survey of 1922, the Commission asked for a Children's Bureau. (See diagram of the proposed Children's Bureau appended; 4). The 1924 legislature failed to pass the whole or any part of the bills presented by the Child Welfare Commission.
- 1926 The Child Welfare Commission again asked the Legislature to abolish the Commission and to establish a Children's Bureau. This bill was defeated this time, because some one outside the Child Welfare Commission and the Crippled Children's Commission without saying a word to either, tried to consolidate the two Commissions. Much confusion resulted in consequence of which the bill introduced by the Child Welfare Commission was defeated.
- 1928 The Bill for a Kentucky Children's Bureau was passed. (See In Senate: House Bill 126, (5); also What is it? (6) and Why it should pass (7) attached.) The original Bill as introduced was amended, the appropriation of \$10,000 for maintenance being cut to \$5,000 and the State appropriation of \$35,000 for Mother's Aid being entirely cut. The Report to Governor Sampson (8) and the one to the General Assembly (9) were made before the Kentucky Child Welfare Commission united with the Kentucky Mother's Aid Association in working for a State Mother's Aid appropriation. The minutes of the joint meeting at which the consolidation took place are appended (10).
- 1929 Kentucky Children's Bureau was appointed by Governor Sampson. The enclosed clippings (11, 12) and pamphlets (13, 14, 15, 16) may be of interest.

OUTLINE OF REPORTS OF

KENTUCKY CHILDREN'S CODE COMMISSION AND KY. CHILD WELFARE COMMISSION

Submitted February 12, 1929, to Members of Ky. Children's Bureau.

by Frances Ingram, Chairman of Former Commissions.

- 1919 Child Welfare in Kentucky, an inquiry by the National Child Labor Committee for the Kentucky Child Labor Association and the State Board of Health, was published (Document 1). This report was submitted to Governor Morrow by the Kentucky Child Labor Association and resulted in:
- 1920 The Kentucky Children's Code Commission: This Commission was appointed by Governor Morrow on the authorization of the Legislature of 1920. No funds were appropriated for the definite power delegated to the Commission. Funds were raised by private subscription for the purpose of making a survey of the Child-caring Institutions in Kentucky. This survey was never printed but is on file among the records of the Commission.
- 1922 Upon presentation of an Outline of Legislation (2) recommended for enactment in 1922 based on the findings of the previous surveys, the Children's Code Commission was abolished and the Legislature established a permanent Child Welfare Commission in Kentucky for the purpose of continuing the work begun by the Children's Code Commission. The 1922 Legislature invested the new Commission with the following powers:
- "To investigate and study the needs of Kentucky children and present to the Governor and to the General Assembly prior to each legislative session a report of their findings and recommendations based thereon."
- During this year the Report of the Kentucky Children's Code Commission covering child welfare legislation prior to and through the Legislative Session of 1922 was published (3).
- 1924 Having the needs of Kentucky's children on the survey of 1922, the Commission asked for a Children's Bureau. (See diagram of the proposed Children's Bureau appended; 4). The 1924 Legislature failed to pass the whole or any part of the bills presented by the Child Welfare Commission.
- 1926 The Child Welfare Commission again asked the Legislature to abolish the Commission and to establish a Children's Bureau. This bill was defeated this time, because some one outside the Child Welfare Commission and the Crippled Children's Commission without saying a word to either, tried to consolidate the two Commissions. Much confusion resulted in consequence of which the bill introduced by the Child Welfare Commission was defeated.
- 1928 The Bill for a Kentucky Children's Bureau was passed. (See in Senate: House Bill 126, (5); also What is it? (6) and Why it should pass (7) attached.) The original Bill as introduced was amended, the appropriation of \$10,000 for maintenance being cut to \$5,000 and the State appropriation of \$35,000 for Mother's Aid being entirely cut. The Report to Governor Harpoot (8) and the one to the General Assembly (9) were made before the Kentucky Child Welfare Commission united with the Kentucky Mother's Aid Association in working for a State Mother's Aid appropriation. The minutes of the joint meetings at which the consolidation took place are appended (10).
- 1929 Kentucky Children's Bureau was organized by Governor Harpoot. The following pamphlets (11, 12, 13, 14, 15, 16, 17, 18) may be of interest.

*Sent me by Miss Anna Junick,
The Child Welfare Committee of Amer. Soc.*

Homes or Institutions?

By Henry Dwight Chapin, M.D.

Children are brought into the world one by one—never in droves. Nature evidently intended that they should be handled singly and not in mass. In another respect the human offspring differs from the lower animals: in the prolongation of helpless infancy and the many formative years that follow. This long period is a time of extreme plasticity, when the status of the individual is no longer predetermined by the career of the ancestor. The longer the infancy and growing time of an animal, the longer the period of its teachability; a slow growth means an increase both in capacity for development and in all the higher attributes.

John Fiske was the first to elaborate this view, and his is one of the greatest contributions to the law of higher evolution since the time of Charles Darwin; it not only throws a strong light on the methods of evolution, but places the greatest importance upon the first years as influencing the future development and usefulness of the individual. In the scheme of higher evolution the child stands preëminent, but the environment must be right.

All recent studies emphasize the very early years as of great importance in the future development of the individual. The first five or six years are biologically considered the most important ones of life. At that time the beginning organism has stamped upon it the possibilities of future vigor or of early degeneration. Hence it is at this period that

individual oversight and care are of greatest importance. This naturally should take place in the family, which is the earliest human unit of association, antedating both church and state; the family stands at the very foundation of the complete fabric of civilization. As the best development of child life takes place in the individual home, every effort should be made to conserve and strengthen family life. This thought should have a compelling effect on parents. Love, apart from passion and selfishness, is largely due to children; it has descended directly from them.

The care of children becomes the great educator in the character of parents. Children give more than they take, if properly handled. They are the greatest civilizers and humanizers of the race. The human child accomplishes what the offspring of the lower animals never does—it acts as a developer of the affections, it creates the true mother.

At the present time there are many factors tending to disintegrate home and family, with most unfortunate results; any influence that weakens their status is at once disastrously reflected in the developing child. Parents are tending too much to shift the individual care of their children to mass efforts engineered by others. Many a father is so immersed in making money for his children's wants that he has little or no time to study them in order to guide their mental and spiritual development in the right direction. The social engagements of the mother

likewise leave no time for the children. Mass handling, therefore, steps in to take the place of parental culture. Little children are packed off to boarding schools and summer camps, each in their proper season, and the whole duty of oversight is shifted to the pedagogue. It is time that more parents themselves attend to the difficult and serious work of raising their offspring.

One of the evils of divorce, now unfortunately so prevalent, is the total disregard of the real interests of children. Breaking up the home and sending them to institutions, or handing them out from one parent to another in six-months' shifts, have a most disastrous effect. What is much needed among all classes is more appreciation of the great responsibility of bringing children into the world and the necessity of giving them individual care in a wholesome, happy family life. This cannot be achieved by any kind of mass treatment.

The abandoned, dependent child has suffered most from handling in mass; his problem has been poorly solved.

A brief glance at the methods of handling dependent children may be of interest: Early in the last century they were sent to poor-houses with or without their parents. As the results were unfortunate, they were next boarded out in a careless, haphazard manner. Baby farms, managed by ignorant women in squalid surroundings, produced a heavy physical and moral death rate. Older children were bonded over to families, without proper oversight, where they were frequently exploited. Next, large institutions were founded to house the dependent children. The babies suffered most from this mass treatment, since the death rate was large and many were sick a great deal of the time from numerous cross infections.

The reports of the State Board of Charities of New York show an annual mortality of fully one-half of the young infants in asylums through the state. These bad results may not be due to lack of kindness or attention, but to the fact that the mass system is wrong.

Aside from sickness and death, this mass handling of the young frequently produces other results. Some years ago a study was made of the effect of an institution upon the subsequent mental development of children. It concerned a model asylum for infants which had an exceptionally low death and sick rate; but later on, at the school age, 20 per cent. of the former inmates were retarded three terms or more in their classes, and 62.4 per cent. showed an intelligence quotient under 90. In comparison, an examination of a number that had been boarded out showed only 42.5 per cent. with an I. Q. under 90. This shows a not infrequent feature of mass treatment that cannot be disregarded. As far as the natural development of the child is concerned, a poor home is often better than a good institution.

While older children do not suffer from institutional life as do infants, in mortality and morbidity, they are still under abnormal conditions from living in such a place. Their mass handling encourages the loss of initiative and they tend to become little automata. The spread of evil habits and associations can occur very easily under institutional auspices. The late Thomas Mott Osborne once told the writer that many of his wards at Sing Sing and Auburn had their early training in institutions.

There are times when it is difficult to keep children out of such places, but when unavoidable their stay should be as short as possible. Since the cottage plan does away with some of the evils, it should be the one of choice. Fortunately, numbers of institutions are now trying to imitate family conditions by cottage life. The old congregate system, where children are packed away in dormitories, should be abandoned. Every effort should be made to keep children out of the very large institutions when their commitment is necessary and unavoidable.

The United States is institution-ridden, as far as the child is concerned; there are relatively more here than in any other country. In New York state alone over 30,000 children are being housed and trained in institutions. A large proportion are not orphans, but when

they are, the Widows' Pension Law should be evoked for they can be more efficiently and economically handled in some relative's home.

The obsession of certain rich men to build and endow orphan asylums, to perpetuate their names, should not be encouraged.

Most social students consider that some form of boarding-out is the best solution of the difficult problem of the dependent child. As expert opinion is in such wide agreement upon stressing family homes, rather than institutions, much thought and effort should be expended upon these problems. The principal difficulties consist first in selecting a suitable home, and next in exercising constant and proper supervision. Some plan that will conserve the benefits of boarding out and avoid its lapses and dangers is most desirable.

After much observation and thought upon this question, the writer in 1902 devised the Speedwell Plan that aims to conserve the benefits and avoid the dangers of boarding-out; and the scheme has been in successful operation ever since. Instead of selecting foster homes separated by wide distances, the Speedwell operates in units. The underlying idea of the unit includes a certain area in country or city that is sufficiently circumscribed to be accessible for easy communication, and to allow the workers to become well acquainted with the personnel of the neighborhood. It may include the whole or part of a village, or a certain ward or district of the city. The size of the unit is optional, but it must not be too large to prevent proper oversight of the foster homes as well as a knowledge of local conditions. The formation of a unit next includes the selection of a number of promising homes, after a preliminary survey. Our experience has shown that it is a mistake to be too fastidious at first in selecting homes. If the woman of the household has motherly instincts and healthy children of her own, it is safe to utilize the home. A porch, back yard, or some open space is most essential, as plenty of fresh air is an important feature of our work.

There is then inaugurated a constant over-

sight, especially as to diet and hygiene, on the part of a salaried physician and nurse who are familiar with this class of case and competent to deal with it. Efforts are made to train in each neighborhood a number of foster mothers, who by natural aptitude under instruction, and by constantly taking delicate children into their homes, become quite expert in handling them under conditions totally unlike those found in institutions and far superior to them if judgment is based on results.

The records kept of the children are uniform in all the units; they consist of careful histories on a card system showing the conditions and results obtained through care of the children.

We also try to carry on an important educational work among the families taking our children. The constant oversight of our doctor and nurse aims to help each foster mother in the care of her own children as well. The homes in which our children are placed are aided financially by the board and aided morally by the good advice and watchfulness of our trained observers. Thus the simple machinery that endeavors really and permanently to help the abandoned child will at the same time assist in educating each community in which it operates in the intelligent care of its own ailing children.

This by-product, involving improved social ideals and a higher standard of living, may be made a very important feature. The human element is important, and the system in order to attain its highest efficiency calls for high-grade workers who can idealize their efforts, as well as for good family homes where the boarded-out children will be reared under constant and intelligent supervision. The emphasis is thus placed on *human agents* rather than on institutional bricks and mortar.

The local management of each unit includes a committee of women living in the locality who are familiar with the neighborhood and people. They help in raising money and supplies, assist in friendly visiting of the foster homes, acquaint themselves with

neighborhood conditions, and in these and other ways exercise general supervision of the work.

A further possibility of this endeavor may be to enable the well-to-do classes to envisage the life conditions of those less favored, and thereby to develop human relationships. It is unfortunate that in a democracy such as ours one class frequently does not know how another class lives.

The central Society keeps a general oversight of the various units. It tabulates their records, keeps track of vacancies so that children can be properly allotted, and, if necessary, supplements the financial needs of a beginning unit. There are now seven of these units in active operation, and the system can be indefinitely enlarged by the simple multiplication of units that will all operate on the same plan.

On the economic side it is much cheaper, as there are no overhead expenses for the operation of buildings that require constant repair, service, and supplies. In figuring institutional expense, the original cost of plant and equipment as well as the remitted taxes

are never included. The mounting cost of charitable work constitutes a serious menace. While efficiency must never be sacrificed to economy—the Speedwell Plan conserves both. Its death and sick rate, especially among young infants, is lower than that of the institution; and its daily per capita cost is a little under two dollars, which is a half or a third of the usual institutional cost.

The Speedwell has now been in successful operation for twenty-seven years; it has been trying to aid in the solution of a fundamental problem of child life—how family and home conditions can be safely conserved for the dependent child. It has offered a promising solution of a baffling problem, and has made it respond to the pragmatic test; it has worked.

Nothing can overshadow the fundamental importance of having healthy, normal children. Whether they shall be future assets or liabilities depends largely on how the opening years are managed. The coming age is the children's age; to obtain their full development, physically, mentally and morally, they must have individual—not mass—care.

Reprinted by the Child Welfare Committee of America, Inc.,
730 Fifth Avenue, New York.

Reprinted by Permission of Review of Reviews (July, 1929)



PROVISION FOR THE
Feeble-Minded of Kentucky

BY
ARCH DIXON
Henderson

Reprint from Kentucky Medical Journal, January, 1918



Amesbury
Nov 11, 1918

5647

232.
Pala
Indum
myger

Provision for the Feeble-Minded of Kentucky*

By ARCH DIXON, Henderson.

Reprint from Kentucky Medical Journal, January, 1918

A plan that involves the adoption or enlargement of a State policy affecting the lives, liberty and happiness of any part of our citizenship ought to have back of it, first of all, a recognized need. We have no right to ask the public approval of any such policy that is founded on guess-work or mere theory. We require therefore in the formulation of a plan for the better care of the feeble-minded in Kentucky a ground work of proved and accepted facts. The Report made by Dr. Thos. H. Haines, the Scientific Adviser of the State Commission on Provision for the Feeble-minded, furnishes this ground work and also the known and proved facts. These facts I shall present you later on in an excerpt made from Dr. Haines' Report to the Governor and the State Commission.

Since I have been a member of the State Board of Control for Charitable Institutions, I have learned many things in regard to care and management of the inmates of these institutions, more especially have I learned facts relating to the care and management of the Feeble-minded in Kentucky. I know that feeble-minded persons are in hospitals for the insane, where they do not belong; that many more are improperly classified with and treated as criminals and delinquents; that many more are in almshouses where in a majority of cases they are not and cannot be adequately protected; that many more are in institutions for children, in public schools; that a greater number greater than all the foregoing, are at large in their communities free to procreate and perpetuate their kind. I know that feeble-mindedness is inherited and that to this fact is due at least two-thirds of our present feeble-minded population. I know that the feeble-minded mother is more prolific than the normal mother; I know that the feeble-minded are perennial children lacking in judgment and resistance to evil influences and that they are therefore unable to adjust themselves to normal life in the community. I know that the social evil is fed from the ranks of feeble-minded women. I know that public and private organizations dealing with pauperism, inebriety, family desertion, and illegitimacy find this same element of feeble-mindedness entering into and complicating their work in a larger degree perhaps than any other factor. I know

that in all our schools there are children that we call backward or retarded, that while much of this lagging behind is undoubtedly due to remediable causes, just as certainly a very considerable part of it is due to a mental deficit that is irremediable. We do not know how large this per cent. is, but we do know that it is large enough to affect, and that it is affecting our whole system of education. These are some of the things we know. Are they not of sufficient importance to demand the necessity for present action? Assuming that these facts clearly indicate a need wholly neglected or only partially met, a plan which must provide a reasonable method for its development and operation must be adopted. This reasonable method must be at once practical, humane and economic if we expect it to receive public approval.

The most important step of all will be that of making the plan effective by an intelligible and persistent presentation of the need, the facts and the method to the people of the State. What shall we do? How shall we do it? Where shall we begin? The answers to the questions in the light of our knowledge are not difficult.

First: Prevent the further increase of the feeble-minded by cutting off the recognized source of two-thirds of it. This source is the feeble-minded parent. Therefore *prevent parenthood as far as they are concerned.*

The only sure method, as has been demonstrated, is sterilization or permanent segregation in suitable Colonies under State Control.

Second: Abolish, or modify the Pauper Idiot Act.

Third: Enact a commitment law that shall provide for the safe and *permanent* custody or supervision by the State of all persons who after competent examination and by reason of mental defect are found to be or about to become a mental, moral or physical menace to themselves or others.

Fourth: Abolish that clause in the law which demands that these unfortunates shall be returned to the communities from whence they came, the female when she shall have reached the age of 18 years, and the males at 21.

Feeble-minded persons should be under control all their lives; there should be no age of discharge, but only an age of admission to institutions. Their mental defectiveness is life-

*Read before the Kentucky State Medical Association, Louisville, November 6-9, 1917.

long, and their release on the outside world is a crime against society for it simply means the spread of the condition to large numbers yet unborn and the continual increase of defectives to be cared for by the State.

Heredity is the most potent factor in the growth of feeble-mindedness, over two-thirds of all so afflicted being children of like parents, while mating of feeble-minded men and women always results in mentally defective offspring. The Feeble-Minded Institute at Frankfort takes most excellent care of a large number of Feeble-minded who when they reach the age of maturity are turned out to propagate their kind.

Dr. Alexander Johnson says: "Mentally defective women are not immoral but rather unmoral, not having the strength of the normal to be virtuous and a result is their families are two and one-half times larger than the average persons. Unprotected they have as many children as nature will allow. One mentally defective woman if let loose on the community can fill the jails, hospitals for the insane and houses of prostitution with her offspring."

Protection for the feeble-minded—which is at the same time protection of Society—more especially females, is the bounden duty of the State. Kentucky spends over \$300,000 a year, about one-half it costs to pay the expenses of her public schools—on her feeble-minded population, more than enough to handle the problem in accord with the latest thought, viz: sterilization or colonization and segregation from which the best results are obtained. Their education is planned to teach them something which will be of use to them in older years. Properly treated, many become self-supporting. The older boys are employed on the farms, in the schools they are taught tailoring, shoemaking, mattress-making, brick-making, together with moulding of concrete blocks, etc., while the girls are taught needlework, kitchen and dining-room work and other branches of domestic science, as well as gardening. Morons are placed in charge of crews of imbecile males. Their amusements include baseball, swimming, music, picture shows, dancing, simple parties, etc., under such conditions they are contented and happy.

Dr. Johnson deplored the erection of fine decorative buildings which are totally inadequate and which are built mainly for show and for the glorification of the Board of Trustees.

As a final analysis, Kentucky Statutes for the Care of the Feeble-minded are laws for the propagation of idiots and imbeciles. The State's tax burden can be reduced one-fourth if this class of dependents could be placed under proper care so that it could not cause social disorder and increasing taxation.

Sterilization or colonization with segregation is the only solution of the problem, as it

has been demonstrated that simple farm work is best adapted to the feeble-minded. To clear waste land, to grub stumps, to pile brush for the bon-fire at night, to move dirt in a wheelbarrow one can call one's own, to cut and pile wood for the winter, to help cultivate and gather crops, to feed stock, to aid in simple building construction, all with the consciousness that one has part ownership in the farm and stock, and that by one's labor one is helping to make a home for one's self and companions. This is the kind of work mental defectives can do best and from which they can get the greatest amount of contentment and happiness.

EXCERPT FROM REPORT OF DR. THOS. H. HAINES
TO THE STATE COMMISSION ON PROVISION
FOR THE FEEBLE-MINDED.

*Number of the Feeble-Minded in the State
and the Present Cost of Maintaining Them.*

Thus without exhibiting censuses, except in institutions, it is shown that the State of Kentucky has on its hands large numbers of children and grown-ups, who must be recognized as perennial children, and therefore needing the parental care of the State.

A very small part if this number (360) is being temporarily cared for at the Kentucky Institute for Feeble-minded Children at Frankfort. But the needs of these are very inadequately met, when they are turned back on communities at 18 years of age. The man or woman who has the mind of a child of nine years is not able to guide himself by moral standards. And ten years training at a State Institution is sheer waste of time if she is turned out at 18. Better have no school and save the \$65,000 annually spent upon this institution, if it is thus made the means of making the higher class pupils more attractive and more marriageable, and let's go all restraint and control of them when they come to child-bearing age. The institution and the State, by such a plan, distinctly foster and help on the propagation of the feeble-minded.

The parental function of the State in regard to the feeble-minded is further most seriously miscarried in the cases of the 2200 beneficiaries, under the Pauper Idiot Act. No parent can discharge his obligation to his child merely by paying out money, no matter how much he pays. There are relations of fostering care and guardianship which *cannot be purchased*. It has been the tactic assumption of this institution (Pauper Idiot Act) in Kentucky, that this personal care would be supplied by the committee appointed to care for and spend the yearly allowance. But committees often have no intimate care of the feeble-minded person, and in any case very few of these 2200 committees appreciate the need of care being extended just to children. As a matter of fact, there is greater need of this personal care and guarding because, together with their lack of

self-control, the feeble-minded have stronger impulses than children. This is especially true of the sexual instinct.

The Pauper Idiot Act would fail to prevent the evils arising from the lack of self-control of feeble-minded persons, if it were effectually administered and the \$65,000 really reached the idiots. This it does not do. This item, however, figures \$165,000 which goes from the State treasury every year for the feeble-minded.

The Kentucky Children's Home Society is hindered in its work by the fact that more than one-fifth of the children received are perennial children and therefore unplaceable. One-fifth of the money the State gives this Society annually is \$12,000. The children are passed on rapidly. More than the feeble-minded actually found are handled with such a sum.

Seventy-four deaf and eight blind children at the State schools, who are feeble-minded, cost the State about \$5,000 a year.

One-hundred feeble-minded delinquents at the House of Reform cost the State \$15,000 annually.

Thirty-four feeble-minded actually found by random selection and mental examination at the Frankfort Reformatory and thirty kept in the idle gang at the Eddyville Penitentiary, because they have not mind enough to work, make it safe to assume that there are fifty feeble-minded among the two thousand offenders of these two institutions. The net cost per man per day in these institutions for the last year, reported (June 30th, 1915) was 44.1-4c and 43c. These poorer workers really cost considerably above the average. They are drones. Their arrest and convictions also cost something. The feeble-minded in the two penitentiaries cost the State at least \$7,000 a year.

By the statements of the Superintendents there are 552 feeble-minded and epileptics among the patients at the State Hospitals for the Insane. These, at the current per capita allowance, all cost the State upwards of \$85,000 a year. It is hardly assumable that the majority of these could be comfortably placed in colonies for the feeble-minded and epileptic. The superintendents would probably like to have most of them go, but the actions of some of them demand their retention at institutions for the insane. Supposing that half of them are cases suitable for transfer, we may add \$42,000 to the present expense of the State for the Feeble-minded as such.

Large amounts of money are spent by the State for public education and a great many feeble-minded are in the public schools. These should be in State institutions for the feeble-minded in order that they should be securing the only kind of training suited to their limited capacity. Such training would prepare them for much happier lives than they can be fitted for in the regular schools. Re-

moving them from the public schools would also remove a great hindrance to the educational progress of many normal children. Feeble-minded and epileptic children make abnormal demands upon the time of the teacher and thus deprive normal children of their dues. Such a change, therefore, would effect notable savings all around and prove most salutary to all concerned.

Putting together these items which are actually paid out of the treasury of the Commonwealth now on account of feeble-minded persons, and because they are feeble-minded, we have a grand total of \$321,000. Summing up the persons involved in each item, exclusive of the public schools, we find 3052 now cared for by the State as feeble-minded or epileptic and for the most part properly placeable in Colonies for the Feeble-minded and epileptic."

Therefore, Be it Resolved, by the Kentucky State Medical Association, that, Whereas:

The Pauper Idiot and Feeble-minded persons of the State of Kentucky, under the existing laws for the maintenance of such persons, are not properly cared for and the cost and expense of providing and caring for them is largely in excess of what it should be—as shown by the following table of present expenditures of the State for the Feeble-minded and epileptics in Institutions.

Kentucky Institution for Feeble-minded Children, \$65,000; No. of cases, 360.

Pensions of \$75 to 2200 Pauper Idiots, \$165,000; No. of cases, 2200.

Kentucky Children's Home Society (1-5 appropriation), \$12,000; No. of cases 31.

Feeble-minded Deaf and Blind at the State Schools, \$5,000; No. of cases, 32.

Kentucky House of Reform, \$15,000; No. of cases, 100.

Feeble-minded at Reformatory and Penitentiary, \$7,000; No. of cases, 50.

Feeble-minded and Epileptics removable from State Hospitals, \$42,000; No. of cases, 275.

School funds used for Feeble-minded, \$10,000.

Total amounts, \$321,000; Total No. of cases, 3048.

Therefore, Be it Resolved, That as some three thousand wards of the State are costing over three hundred thousand dollars each year, most of them being treated as if they had average common sense and could if they would take the parts of men and women in the world, and since they are children in mind and always will be, and their own children will be for the most part feeble-minded, it is an unwise and wasteful expenditure the State is making.

And Whereas, Under the present law governing the management of the Feeble-Minded Institute, at Frankfort, the super-

intendent is compelled to return all inmates to their homes who have reached the age of maturity, in other words these feeble-minded men and women are turned loose upon the community to propagate their kind all of whom will be feeble-minded.

Therefore, Be it Resolved: That under the circumstances the Institute is in reality increasing rather than decreasing the number of these poor unfortunates. In fact, the Feeble-Minded Institute is a regular nursery for the growth of feeble-minded inmates who are in a way specially prepared for procreating more feeble-minded.

Therefore this law should be abolished.

And Whereas: The State of Kentucky annually pays out of its treasury one hundred and sixty-five thousand dollars in pensions for Pauper Idiots, many of whom are physically able to earn their own living and are being employed in farm work and otherwise, by dishonest parents, or committees, who collect the pension of seventy-five dollars which the State pays for supposedly helpless Idiots.

And Whereas: Many of these Idiots marry—usually feeble-minded women—and become the fathers of other idiots, or if they do not marry become the progenitors of illegitimates who are also idiots or feeble-minded.

Therefore, The Pauper Idiot Law should be abolished or modified.

And Whereas: The law under which feeble-minded and insane persons are committed is defective in many ways.

Therefore, Be it Resolved: That a safe Commitment law should be enacted that will provide for the safe and *permanent* custody or supervision by the State of all feeble-minded persons of whatsoever degree.

The only sure method as has been proven, is sterilization or permanent segregation in suitable colonies under State control.

And Whereas: Heredity is the most potent factor in the growth of Feeble-Mindedness, over two-thirds of all so affected being children of like parents, for the reason that the mating of feeble-minded men and women always results in mentally defective offspring.

Therefore, Be it Resolved: That the feeble-minded should be under control all their lives, there should be no age of discharge but only an age of admission to institutions. Their mental defectiveness is life-long, and their release on the outside world is a crime against Society for it simply means the spread of the condition to large numbers yet unborn and the continual increase of defectives to be cared for by the State.

Whereas: Kentucky spends the enormous sum of over three hundred thousand dollars a year—about one-half as much as the expense of her public schools—on her feeble-minded population, more than enough to

handle the problem in accord with the latest thought, Sterilization, Colonization and Segregation.

Therefore, Be it Resolved: That the plan of Sterilization or Colonization and Segregation, from which the best and most satisfactory results are obtained, not only for the colonists but for the State as well, should be adopted.

Whereas: The present plant of the Feeble-minded Institute at Frankfort is totally inadequate to house and properly educate more than one-fourth of this population. This Institute under the splendidly efficient management of the Superintendent Dr. S. L. Helm, is at present caring for and educating a population of three hundred and sixty, while the remainder of the three thousand and odd defectives are scattered among institutions and schools of the State in environments unfitted for their education and welfare.

Therefore, Be it Resolved: That the Feeble-minded Institute at Frankfort should be sold or otherwise disposed of and the proceeds of such sale be invested in a body of land—not less than five hundred acres—whereupon cottages should be built largely by the labor under proper direction, of the older male inmates. Where under the plan of Sterilization or Colonization and Segregation these mental weaklings, with proper training, may become self-supporting, where the older boys may be employed on the farm and in the schools be taught tailoring, shoe-making, mattress and broom-making, together with moulding of concrete blocks wherewith their cottages may be built.

The girls may be taught sewing, cooking and dining room work and other branches of Domestic Science together with work in the laundry and in gardening, etc.

Therefore, be it further resolved by the Kentucky State Medical Association: That a copy of these resolutions be furnished to the Governor and to each member of the next General Assembly for information and action, and that we also ask the cooperation and assistance of all the physicians and good citizens of the State of Kentucky, and especially of the Women's Clubs and all other good women of the State, to aid us in securing such legislation as will lead to the betterment of the condition of our unfortunate Pauper Idiots and Feeble-minded persons.

COPY OF AN ORDER made by the Kentucky State Board of Control for Charitable Institutions, at a meeting held at the Kentucky Institution for Feeble-minded Children, November 1st, 1917, the following members being present: R. A. Cook, Garrett S. Wall, J. F. Butts and Dr. Archibald Dixon:

"Dr. Archibald Dixon having read to this Board a paper and resolutions he had prepar-

ed to be read before a meeting of the Kentucky State Medical Association, to be held in Louisville, Ky., on the 6th, 7th and 8th of November, 1917; on motion, this Board heartily indorses said paper and resolutions and hereby concurs in all the statements contained in both."

SEGREGATION AND STERILIZATION.

The very comprehensive and valuable report of the condition of the feeble-minded children and adults in Kentucky recently made by Thomas H. Haines, M. D., scientific adviser to the State Commission on provision for the feeble-minded of our State, contains much information and many valuable suggestions as to the proper care, custody and education of these unfortunates. Segregation and continued control through life seems to be his plan, and the Board of Control and the Medical staff under its control must heartily agree with Dr. Haines, but we go further and believe and strongly urge that the Legislature should authorize and permit the sterilization of all the feeble-minded that become wards of the State or receive assistance from the State. Segregation is a partial remedy to decrease the number of such unfortunates, but sterilization will be a complete remedy and is steadily and rapidly growing in favor in many of our more progressive States.

COPY ATTEST:

GEO. B. CLAYWOOD, Secretary.
Kentucky State Board of Control for
Charitable Institutions.

DISCUSSION:

The Secretary: I desire to move that the preambles and resolutions offered by Dr. Dixon be referred to the House of Delegates with the recommendation that they be passed. (Motion seconded.)

Cyrus Graham, Henderson: This is a remarkable exposition. It is something that I know very little about. It is a revelation to me, still it seems so far-reaching and so radical that I would like to see the House of Delegates discuss this subject very freely, before referring it back for final action. This paper is a remarkable exposition of the traditions of the feeble-minded institutions in the State of Kentucky, and I never

have heard at any meeting of the Medical Association of the State of Kentucky anything like it. There must be something in it. There must be something radically wrong in the management of our eleemosynary institutions, and I think the subject is so far-reaching and so radical and so important that it should be discussed by the House of Delegates before being referred back.

Arch Dixon, Henderson: Every word I have said in that paper is absolutely true. Every word has been corroborated by an expert who has gone over the state and made a survey of all these things. I know, because I have been a member of the Board of Control of Charitable Institutions since last January. I have been enlightened; I have had my eyes opened and I have seen these defects and faults.

Let us take up the pauper idiot act, it is over 100 years old. It is an infamous law to turn a woman or girl after she has reached the age of 18 years, after having been raised in a feeble-minded institute and has reached the child-bearing period, out to propagate her species. How in the name of common-sense can the State of Kentucky expect to decrease the number of imbeciles if we do not change these laws.

W. P. Sprague, Lexington: This is one of the most important subjects that can be brought before this Association. The gentlemen who think there can't be anything wrong would probably not think so if they knew more about the subject of the feeble-minded. Next to the venereal question and tuberculosis, it probably ranks third in actual importance to the State of Kentucky and to the medical profession because of the fact we do not know much about it, and if we do not study it and inform ourselves in regard to it, we will not make very much advance. It is of such wide scope and so great in extent, that the resolutions that have been prepared and offered by Mr. Dixon should be discussed and some additional explanation be given with all the information furnished to the membership of this Association before they are finally passed.

The President: As the Chair understands it, this matter is referred to the House of Delegates, and after discussion there the resolutions will be reported back to the Association if the House thinks proper to do so, but the Chair does not feel that we can afford to take any more time in discussing this subject now in a general way.

Motion put and carried, and the resolutions were so referred.

This money spent upon the same wards in farm colonies (one story cottage plan of building) would keep them more comfortably, get more work out of them, and it would effectively prevent their propagation, so the numbers of the feeble-minded would be appreciably diminished in a generation.

The proposed bills, for legislative enactment, attached to this report and comprising a part of it, bring forward a plan by which the present investments and annual expenditures of the State can be handled so as to secure two tracts of land, put up some of the buildings on each with feeble-minded labor, be prepared to receive and care for a considerable fraction of the committable pauper idiots, stop the payments for aid at home, and then with the money thus freed bring the two colonies quickly to a capacity of a thousand each.

A new plan of commitment of the feeble-minded secures the benefit of the examinations by two most competent physicians selected by the court to whom application for commitment is made. These physicians make a certificate as to the mental condition of the person. The court decides as to the disposition of the case. In every case a jury must be summoned if demanded by the person in question as feeble-minded or by a relative or friend of his.

A similar plan for the commitment of the insane is embodied in another bill. An insane person, by this plan may be committed by a court without a jury, if a jury is not demanded. But no one, with or without a jury, can be committed without an examination and certificate made by two physicians who know disorders of the mind.

Summary of Survey and Plan For Care of Kentucky's Feeble-Minded.

The feeble-minded are always children in mind. They can be properly cared for only by watching over them as children.

The Kentucky Pauper Idiot Act distributes \$165,000.00 a year to some 2,200 supposedly feeble-minded persons. This is paid out of the State Treasury.

Eighty-two of these 2,200 were seen in their homes in four counties. Fourteen others were seen at county poor-farms.

Some of these State aid cases are now earning their own livings.

Many others are parasites simply because they have not been taught to work.

Many are situated most unfavorably for the special training they require.

Many of them are not as comfortable as they would be in State colonies.

Many are epileptic.

Some are insane.

Many are colored.

Some are blind.

Some are deaf.

Special accommodations must be made for epileptics and for the colored at every State colony.

Among the ninety-six State aid cases visited, there are four pairs of brothers, one pair of sisters and one left of two brothers and a sister. There are three other cases of definite-

Kentucky's Child Labor Law Was Good In 1908

IT IS LAGGING BEHIND THE LAWS OF OTHER STATES IN 1912

It is of supreme importance that Kentucky conserve the strength of her children, her future citizens. IF AN EIGHT HOUR DAY FOR MEN, WHY NOT FOR CHILDREN UNDER 16? New York, Ohio and Illinois are CONSERVING THE STRENGTH OF THEIR CHILDREN BY AN EIGHT HOUR LAW.

ly feeble-minded children in the same family but not all on the State.

One of the pairs of brothers had another brother on the State, who died last year. Their mother is epileptic and has had many defective children by her four husbands. She had two feeble-minded brothers and several feeble-minded uncles.

One case (woman) has already had six children born out of wedlock.

Another woman is poorly cared for and very likely to become a mother.

Another (a man) was married while on the State pay-roll.

Very few of the 2,200 cases get the whole amount sent them by the State Auditor. From ten to thirty percent drops into the hands through which it passes. Many sell their claims at as much as 35 per cent discount for the sake of ready money. Many others pay ten per cent to have warrants cashed, simply because they do not understand credits. Some counties use Pauper Idiot Funds to run their Poor Farms.

THE KENTUCKY PAUPER IDIOT ACT IS AN EXTRAVAGANT, WASTEFUL, AND INEFFECTIVE METHOD OF PROVIDING FOR THE FEEBLE-MINDED.

KENTUCKY IS THE ONLY STATE HAVING SUCH A PLAN TODAY.

The Kentucky Institute for Feeble-Minded Children at Frankfort houses about 360. But it is expressly for children, and makes no provision for the feeble-minded after eighteen years of age. It turns them out rather better fitted to become parents of feeble-minded children than if they had never been to school. This institution is therefore a waste of resources.

Mental examinations conducted for the Kentucky Children's Home Society show one-fifth of their children to be so feeble mentally that they will always remain children. This

leaves the Society with work which they were never expected to do, and greatly interferes with their proper work of placing children.

Mental examinations at the State School for the Deaf reveal twenty-four feeble-minded.

At the Kentucky Institute for the Blind, we find eight feeble-minded.

Mental examinations at the Kentucky Houses of Reform show 100 feeble-minded in a population of 463.

The Louisville Industrial School has at least 39 feeble-minded in a population of 418.

The Kentucky State Reformatory has at least 34 feeble-minded on hand. One hundred and twenty-four cases were examined.

The Penitentiary has an idle gang of 30,—idle because they have not brains enough to work.

Seventeen county poor-farms were visited and nearly every inmate seen. The population aggregated 422. Of these thirteen are epileptic, twenty-seven insane, and 106 feeble-minded. Of these feeble-minded 20 are on the Pauper Idiot list of the State. Feeble-minded illegitimate children are often born at poor-farms. Feeble-minded women of child-bearing age are most inadequately protected from pregnancy by poor-house management.

The poor-farms of Kentucky probably house during a year more than 300 feeble-minded, and their care does not train them, or secure them happiness, or protect society from the burden of their children.

The State Hospitals have in care 381 epileptics and 171 feeble-minded.

Many feeble-minded children are found in the public schools.

Kentucky as a State is spending over \$300,000.00 per year on about 3,000 persons, most epileptic and feeble-minded, and is getting very little protection from the growing burdens of feeble-mindedness.

The Present Child Labor Law Is Inadequate

WHY NOT MAKE IT ADEQUATE ?

At the next session of the Legislature **URGE** your representative to vote for the amendments **NEEDED**.

THE KENTUCKY CHILD LABOR ASSOCIATION urges you to use your influence for the future good of Kentucky.

LAFON ALLEN, President.

FRANCES INGRAM, Secretary.

LEGAL SUGGESTIONS
FOR
SOLDIERS AND SAILORS
AND
Their Dependents

SEPTEMBER, 1917
LOUISVILLE, KY.

5047
The Filson Historical Society

Anyone wishing to consult the
Legal Aid Committee can do so
by applying to the Civilian Relief
Department of the Red Cross,
419 S. Fourth.

See last page.

CONTENTS

	PAGE
INTRODUCTION	
ALLOTMENT OF PAY	7
WILLS	8
1. The Need of Making a Will	8
2. Making a Will	8
3. Wills Made by Soldiers and Sailors in Active Service in Emergency	10
GUARDIANSHIP AND CUSTODY OF CHILDREN	12
DEBTS, CONTRACTS, MORTGAGES AND SUITS	14
1. Debts and Contracts	14
2. Mortgages	15
3. Suits	16
ESTATES OF DECEASED PERSONS	17
1. Where There is a Will	17
2. Where There is no Will	17
3. Soldier's Property in Camps or Quarters	19
LIFE INSURANCE	20
1. Premiums	20
2. The Beneficiary	20
3. The War Clause	21
4. Government Insurance	21

INTRODUCTION.

This pamphlet mentions some of the legal points which are likely to affect you if you are entering the army or naval service, or if you are a dependent or a relative of someone in service.

In the midst of your preparation for war, there is danger of your failing to take a businesslike view of your own affairs. In the glow of your first duty, you are apt to lose sight of your other duties. The purposes of this pamphlet are to remind you of these secondary duties, and to suggest how they may be performed. It is impossible, except in the case of wills made in emergencies, to tell you exactly how they can be performed, since that depends on the circumstances in each case. The important thing to realize is that what is to be done must be done in compliance with law. If you are not clear as to the law, you should consult an attorney,

The Chinese have a custom of employing a doctor to keep them well. This custom contains a valuable hint for those who wish to avoid litigation.

—o—

We are indebted to the Boston Legal Aid Society for the idea of publishing this pamphlet and for much of the material contained herein.

ALLOTMENT OF PAY.

The United States Army Regulations permit men in service to allot all, or any part, of their pay to their families or relatives. An allotment of pay is much like an assignment of wages. This matter is in charge of your commanding officer and blank forms may be obtained from him. You should also consult him to determine whether there has been any recent change made in the law. He will forward your allotments to the Quartermaster General, and then the Government will send the money directly to the person named as long as you are in service. You may also make an allotment of pay, if you are in the Navy or in the Marine Corps.

If you have a family dependent on your earnings for support, it is advisable to make an allotment. Your family will receive the money sooner, if it is sent directly to them, and there will be less danger of loss or delay in the mails. Furthermore, it is more convenient for you than sending a registered letter or a money order.

WILLS.

1. The Need of Making a Will.

Every man owning property of any kind, and whether in civil or military life, should make a will.

Whatever property you own at the time of your death will pass according to the laws of inheritance, or according to your will. There are two kinds of property, real estate and personal property. Real estate includes all interests in land, as well as the buildings thereon except leases for a term of years. Personal property includes all property which is not real estate. If you do not want your property to pass according to the laws of inheritance, you must make a will. It is advisable to make a will, even though you dispose of your property in the same way as the law would distribute it without a will, because with a will, your estate can be settled with less trouble and less expense. You should make your will before going into military service.

2. Making a Will.

Do not try to write your own will. There are many rules of law about wills which must be observed in order that the will may be valid. If your home is in Kentucky, your will must be valid under Kentucky law to pass property in this State. In order to pass real estate situ-

ated in another State, your will must be valid under the law of that State. It is unsafe to attempt to write a will without the assistance of an attorney.

The first thing to decide is how you want your property divided. You can will your personal property and your real estate to any one you like, but you cannot deprive your wife of her interest in your estate. She can if she chooses, relinquish what your will gives her and receive her dower and distributable share in your estate as if no will had been made. You can leave all your property to your wife, but you *must* give her as much as the law allows her.

You must next decide whom you want to be your executor. The executor gets together your personal property after your death, pays your debts, and distributes the remainder as you have directed in your will. Your executor may be a man or a woman, but not a married woman. You may appoint your wife. If you exercise care in selecting a responsible person with business experience, you can save expense by providing in your will that he shall not be required to give bond.

If in case of an emergency, which makes it impossible to secure an attorney's services, you undertake to write a will for yourself or a comrade, do not forget that under the laws of Kentucky two witnesses are required, and that both should be present together. Let them see the person, whose will is being made, sign his signature, and let both witnesses

sign as witnesses in his presence and in the presence of each other. If you own any real estate in another State it would be safer to have three witnesses to your signature.

In case no witnesses are present, you can make a valid will under the laws of Kentucky by writing it in your own handwriting and signing your name thereto. In this case every word must be in your own handwriting.

To be certain that your intentions will be carried out, get a lawyer to write your will, and to deposit your will in a safe place before you leave home.

3. Wills Made by Soldiers and Sailors in Active Service in Emergency.

If you are in the United States army or navy, and engaged in active service, and have neglected to make a *written will*, you may dispose of your personal property by an *unwritten will* made within ten days of your death in the presence of two witnesses called by you to witness your intention. The witnesses should be together when you tell them what you want done with your property, and you should instruct each of them to make a written statement within sixty days thereafter of what you have said and sign his name thereto. The law requires this statement to be signed by one witness only, but for the sake of precaution each witness should sign a separate statement and the statement should contain the names of all the witnesses present.

A will made in this way disposes of your personal property only; it does not dispose of your real estate. This sort of will should be made only in case of a great emergency and, since the laws of some States do not allow such wills to be made, it is not safe for you to tell your comrades from other States that they can make a will in this way.

If you are off on a furlough or for any reason detached from active service, you cannot make this sort of will.

GUARDIANSHIP AND CUSTODY OF CHILDREN.

If by reason of the death of a parent, or otherwise, a child becomes entitled to property, the County Court should be asked to appoint a guardian for the child. The guardian will have the custody of the child and the possession and maintenance of the child's estate, and out of the estate shall provide for the proper maintenance and education of the child. The court will prefer to appoint the father, if he is living. If the father is dead, the next in order of preference is the mother. If the child is over fourteen years old, he may, subject to the approval of the court, choose his own guardian.

If the mother is living and suited to the trust, the court must allow her the custody, nurture, and education of the child. This means that the mother may have the custody of the child, while another person has the control of the child's estate. This distinction will not exist, of course, where the mother is appointed guardian.

The father may by will appoint a guardian to his infant child. He may appoint the guardianship of the infant's estate to one person, and the custody, nurture, and education of the infant to another. The mother also has this power, if the father is dead. But neither parent can by will

deprive the other of the custody, nurture, and education of the child.

The appointment of a guardian is a very simple proceeding and involves practically no expense. It is not customary to have a guardian appointed, where the child owns no property, unless both parents are dead.

DEBTS, CONTRACTS, MORTGAGES AND SUITS.

1. Debts and Contracts.

Entering military service does not relieve you from the payment of your debts. Some of the governments in Europe, at the outbreak of the war, suspended the obligations on debts and contracts. This has not been done in the United States, and probably cannot be done under our constitution. This means that you are still under a duty to perform your obligation, to pay your debts, your insurance premiums, and your installments due on furniture, etc.

Contracts to pay for furniture, clothing, jewelry, or other goods, in installments, deserve special mention. Of course, the payments must be made promptly to prevent the seller from taking advantage of the clause in the contract, permitting him to take possession of the goods and enforce his lien upon your failure to pay an installment. If you are unable to pay the balance before leaving, you should arrange to make the payments thru some responsible person who can keep your receipts for you. If this cannot be done, you may be able to make a satisfactory agreement with the seller in regard to the payments. Such an agreement should be put in writing to prevent future misunderstanding. If you fail to make some sort of arrangement, there is danger

of the goods being taken away from you. In such a case the seller would have the goods sold to pay the balance due on them. You would be entitled to notice of the time and place of sale, but you probably could not be present. The result would be that the seller would bid in the goods for the amount of the unpaid purchase price, or less, and you would lose the installments already paid.

If you are doubtful as to your rights and your obligations under the contract, you should consult your attorney.

2. Mortgages.

Your absence on military duty is no legal excuse for failure to make payments as specified in the mortgage or in the note secured by the mortgage. As mortgages are usually drawn, if you fail to pay an installment or interest within a short time after it falls due, the holder of the mortgage may declare the whole debt due and proceed to enforce his lien. This applies to mortgages on personal property, as well as to mortgages on real estate. If you are unable to pay off the mortgage before leaving, you should arrange for someone to make payments for you, or you should make a satisfactory agreement with your creditor, which agreement should be in writing.

Mortgages vary a great deal in form, and some of them contain many provisions. If you are doubtful about the effect of any provision in the mortgage you executed, you should consult your attorney as to your rights, your obligations, and penalties for any failure on your part.

3. Suits.

If there is a case pending against you, you should notify your attorney as soon as you decide to go into military service. If you have no attorney, you should employ one at once to protect your interests during your absence.

If, after you leave, you are notified of a suit having been filed against you, you should communicate with your attorney at once. Unless someone appeared in court for you, judgment might be entered against you and your property sold to pay the judgment.

A suit can be filed and your property seized and sold under a judgment without actual notice to you. If you anticipate litigation, you should instruct your attorney to be on the lookout for suits filed against you.

The best way to prevent any difficulties from arising is to close up your affairs before leaving.

ESTATES OF DECEASED PERSONS.

If your husband, father, son or brother should be killed or die, it may be necessary for you to take immediate action in order to safeguard his estate.

1. Where There is a Will.

If the deceased person made a will, it should be taken at once to the County Court and probated. You should consult your attorney as to the proper steps to be taken.

2. Where There is No Will.

If he died, leaving no will, his real estate passed immediately to his heirs at law. It is necessary to have a County Court appoint a personal representative to take charge of the personal property which the deceased left, and distribute it according to law. The person appointed, if a man, is called an administrator, if a woman, an administratrix.

If you are the wife of the deceased, you may ask to be appointed administratrix and the Court will appoint you, unless there is a strong reason against your appointment. The Court will prefer to appoint the wife or a near relative, but if no such person apply for administration, the Court may appoint any proper person.

The administrator must execute a bond with good sureties sufficient to secure

the value of the whole estate of the deceased.

It is his duty to collect all the personal property left by the deceased, pay the debts and expenses of winding up the estate, and distribute the remainder of the property according to law. Under some circumstances the administrator may sell real estate to pay the debts of the deceased. It is usually advisable for the administrator to consult an attorney as to the steps which must be taken in settling the estate.

The principal laws of inheritance in Kentucky are as follows:

(a) If the deceased person was unmarried, his parents each will inherit one-half of all his property. If one parent is living, he or she will inherit all. If both parents are dead, the brothers and sisters will divide the property equally. If one of the brothers or sisters is dead, leaving a child or children, the share to which that brother or sister, if living, would have been entitled will go to his or her child or children. If there were no brothers or sisters, his property will go to his nearest blood relatives. The only safe way to determine who they are is to consult an attorney.

(b) If he left a wife and no children, the wife will be entitled to a life estate in one-third of his real estate and to one-half of his personal property. The rest of his real estate and personal property will be divided as shown in (a).

(c) If he left a wife and children, his wife will take the share indicated in (b),

and the rest will be divided equally among his children.

(d) If he was a widower, all of his property will be divided equally among his children, if any. If he had no children, it will be divided as shown in (a).

3. Soldier's Property in Camps or Quarters.

The articles of War enacted by Congress provide that if a soldier dies, his widow or his legal representative (executor or administrator) may claim his belongings. This refers to such articles and money as the soldier may have with him. The property at home must be taken care of as stated in sections 1 and 2 of this chapter.

If no claim is made, a summary court martial is authorized to convert the property into money and to send a statement of what has been done, together with a receipt, to the Auditor of the War Department, where claim can be made by the legal representative of the estate.

LIFE INSURANCE.

1. Premiums.

The premium on an insurance policy is the amount of money which you pay the company for insuring you. It may be payable annually, semi-annually, monthly, or weekly.

If you fail to pay the premium within the time stipulated in the policy, your policy will lapse. The fact that your policy lapses does not mean that at your death the beneficiary will get nothing. The beneficiary might be protected in such a case by a provision in the policy for extended insurance. There are other provisions in policies giving rights to the beneficiary, even though the policy has lapsed.

The best way to keep your insurance up to its full value is to arrange with someone to pay promptly all premiums as they fall due.

2. The Beneficiary.

The beneficiary is the person to whom you have directed the company to pay the insurance at your death. If no beneficiary is named, the insurance goes to your estate and is distributed as personal property. As a rule you have the right to change the beneficiary, but you must notify the company of the change you desire.

3. The War Clause.

Policies issued before the United States declared war usually had no clause prohibiting the insured from engaging in military or naval service. If they did contain such a clause, it limited the prohibition to a short period only, or it provided that the insured would be protected from the risks of war upon the payment of a small additional premium. Since the outbreak of the war, the insurance companies have adopted various plans for insuring men who are to engage in active service. Any insurance agent will be glad to explain to you the details of the plan adopted by his company.

If upon examination of your policy, you find provisions relating to war which you do not understand, you should ask the agent who wrote the policy or your attorney to tell you what your rights are under the policy and what you must do to protect them.

4. Government Insurance.

Legislation providing for insurance by the United States Government of men engaged in military or naval service is being discussed in Congress and will no doubt be enacted at an early date. This insurance would be issued at a very low premium and would cover losses due to the war. It is impossible to say at this time what the final form of this legislation will be. Such legislation will be given wide publicity through Government bulletins and through the press as soon as it is passed.

NOTES.

This pamphlet is published by the Legal Aid Committee of the Associated Charities of Louisville. The services of the Committee are at the disposal, free of charge, of any one who may not be able to employ a lawyer.

MRS. ALFRED BRANDEIS,
W. J. DEAN, Chairman,
HUSTON QUIN,
STUART CHEVALIER.

Safeguarding our Soldiers from Venereal Diseases

The Government Plan
and
How You Can Help

Issued by
Council of National Defense
Sub-Committee for Civilian Cooperation
in Combating Venereal Diseases
105 West 40th Street
New York

Box 7

Health, Morality and the Playground

Elmer Elsworth Brown

United States Commissioner of Education

Our whole country is in a process of becoming citified. It is a process that is going on at an astonishing rate, and is, in fact, one of the chief agencies for the spread of civilization among us. We should like to see this process promoted in every possible way, but at the same time we must not forget that it presents to us the new problem of saving to our people their country life. An increasing number and an increasing proportion of our people are as hopelessly removed from the real open country, with all that it means for our national health and vigor and clean imagination, as if they were shut in by a Chinese wall. But the fact remains that we not only need the country and all that it represents for our national well-being, but every one of our people needs the country and all that it represents. We can not bring the real country to all of them. At the very best we have only found it possible to do a little in this direction. There are three things that are working to this end and all three need the largest possible encouragement: One is the facilitating of brief visits to the real country, particularly in the summer time. Another is the provision of city parks, which, with their fields and woodlands and stretches of water, preserve some of the most beautiful features of the country for city eyes to look upon. The third is the public playground, which offers to city children a chance for some of the free sport in open air and on mother earth that children in the real country enjoy without knowing how precious a thing it is.

A system of public parks, well managed in accordance with modern ideas of variety and naturalness in their treatment, is a glory to any city. Such parks offer to the poorest who may be within reach of them, a breath of country air and a glimpse of country greenery. But even under modern management they leave much to be desired, and under a less modern management there is far too much about them that is suggestive of a cemetery.

A five-year-old youngster of my acquaintance was taken not long ago to see the beauties of Greenwood. When he caught sight of the great collection of costly monuments in that city of the dead, he promptly exclaimed, "Oh, what a lot of bric-a-brac!" From the artistic point of view there was undoubtedly justification for this criticism, and something like it would fairly represent the small-boy attitude to many of the show places of our city parks. For him they are bric-a-brac kept under glass. The part of the modern park system which most appeals to him, and ought to appeal to him, is the part which gives him a chance to do something. For any real lover of human nature—boy and girl nature—the most beautiful thing of all in our public parks to-day is a lot of children hard at play where there is room to play and nobody cares whether the grass grows or not.

Now that a beginning has been made in provision for playgrounds, and fairly effective means have been employed for the supervision and management of such grounds, the most urgent question seems

**HEALTH!
HELP!
HAPPINESS!**

**LOVE!
LIFT!
LIVE!**

THE NORTHWEST HOUSE JOURNAL

Vol. 1

Washington, D. C., August 31, 1938

No. 2

Boys' Department

This program of the Boys' Department of the Northwest Settlement House meets the needs of the types of boys located in this area, and it measures up to the standardized principles of modern recreational programs.

In the boys' activity program we have taken into consideration the physical, mental, moral, and social needs of each age group. In the past, the inferior social and economic conditions, plus the lack of recreational facilities have many times caused the boy to become an undesirable member of the community.

The objective of this program is to develop worthy and useful citizenship.

There are many boys enrolled in the department. The ages of these boys range from seven to twenty-two. The boys are divided into four groups, namely:

1. Pre-midget.
2. Midget
3. Intermediate
4. Senior

The Pre-midget group consists of boys from seven to eight years. They are impulsive, restless, and lack muscular skill in game activities. They are taught tumbling, boxing, duck pin bowling, bean bag toss, block building, and other newly organized games.

The Midget and Intermediate groups consist of boys between the ages of nine and twelve, and twelve and fifteen, respectively. These groups of boys because of their gang instinct and spirit are anxious to acquire the perfection that is necessary to perform well in sports and game activities for the good of the team.

The Senior group consists of boys from sixteen to twenty-two. They are being coached in lightly organized game activities



THE PLAY SCHOOL

A Day in the Northwest House Play School

A play class was formed at Northwest House the week of March fifteenth. The purpose of this class is twofold: First, it aims to bridge the abrupt gap between *babyhood* and *kindergarten*; secondly, it gives the benefit of proper guidance in their activities to the children of parents unable to pay the regular nursery school fees.

Girls' Department

The aim of the personnel of the Girls' Department at the Northwest Settlement House is to present a large variety of activities which will suit the wants and needs of the three different age groups which pass through the department.

The Juniors, whose ages range from six to eleven years, participate in active and quiet games such as jacks, pick-up-sticks, ten pins, dominoes, picture puzzles, dodges

Kentucky's Child Welfare Division Is Bringing About A New Day for Neglected Children of the State

Work Organized In March This Year

By MOLLY CLOWES.

A new day has dawned for the neglected and dependent among Kentucky's children.

Since March, 1937, the Child Welfare Division of the State Department of Welfare has been busy with the State-wide organization of an agency competent to handle the problems of delinquency, dependency and neglect among the State's children. The division's head, Mrs. Mabel Marks, now controls a staff of forty-three workers, operating under joint Federal and State supervision.

First Grant \$43,000.

The first Social Security grant of \$43,000 became available to Mrs. Marks' division in March, following Federal approval of her plans for a State child welfare program. Federal requirements made it necessary to earmark the entire amount solely for administrative purposes and also made mandatory the employment of a well-trained, thoroughly-qualified personnel.

Kentucky has had a nominal Children's Bureau since 1928, but the creation of a functioning department came only with the passage of the Reorganization Bill. Mrs. Marks was appointed under the provisions of the bill, in 1936, and she spent several months mapping a program which would meet with Federal approval while utilizing the fullest State and county co-operation.

Among the pressing problems faced by the fledgling Child Welfare Division are the fate of the more than 230,000 children of relief families; the policies of the State's forty-four child-caring institutions and agencies, and the welfare of the wards of two subsidized homes.

Home Reorganized.

The first step in the building of a comprehensive children's aid program, according to Mrs. Marks, was the establishment of a central



—(C.-J. Photo.)
Mrs. Mabel Marks heads a staff of forty-three in the Child Welfare Division of the Kentucky Department of Welfare.

institution for the temporary care, study and disposition of children who could not immediately be placed in their own counties. The State has long had a home with these potentialities in the Kentucky Children's Home Society in Lyndon. This home has been for years, however, without funds either for adequate maintenance or for the staff necessary to do a constructive job with the children, representing almost every county in Kentucky, under its care.

Reorganization of the home then was the first task undertaken by

the new division. Eight field workers were sent there in March to study the problems involved.

The result has been a complete change of policy both as regards admittances and disposal of the children. The ultimate aim of the Child Welfare Division is to present the case of each child in his own county and if possible to conclude it there. Only those children for whom institutional life is considered necessary and desirable will be committed to Lyndon and they will remain only long enough for their problems of

Trained Personnel Required By U. S.

dependency or behavior to be resolved.

Mothers' Aid.

An intelligent system of foster-home care for those children for whom life with their own parents is impossible is the aim of Mrs. Marks. Throughout the State, these foster homes are being selected for individual children and for family groups.

Mothers' aid supplied from State and county funds is another of the division's projects. The State is not yet eligible for Federal mothers' aid through the Social Security Act, because such aid is given only on a reciprocal basis with each county in the State contributing its quota, and all of Kentucky's counties are not yet in a position to contribute a share.

County co-operation with the program of the Child Welfare Division has been wholehearted and unstinting, according to Mrs. Marks. County judges have welcomed the idea of caring for their own children within the county's borders, and twenty-seven counties are now contributing to the cost of mothers' aid administration on a basis of two-thirds county funds to each one-third supplied by the State.

Welcomes Social Worker.

The judges also appreciate having a social worker attached to their county. Where before the judge must guess at many of the circumstances surrounding a child's commitment to his court, he now can have its entire family history and connections before his eyes to enable him to judge intelligently of the child's needs.

With a record of accomplishment which in eight months has carried Kentucky farther than ever before in the attempt to ease life for its maladjusted children, Mrs. Marks is hopeful that the next two years, with Federal encouragement and continued freedom from political pressure, will see Kentucky's Child Welfare Division high on the roll of States known for their constructive work in this field.

TURDAY, NOVEMBER

MORALE OF YOUTH
PUT UP TO ELDERS

Mrs. Roosevelt Calls on Older
Generation to Provide "Wider
Horizons" and Faith

SEES NO CAUSE FOR ALARM

McNutt, Gen. Hershey and
Other Leaders Also Heard at
Child Study Sessions Here

The morale of the young men of
this country, whether in the Army
or in civilian life, is remarkably
good, Mrs. Franklin D. Roosevelt
declared yesterday in an address
before 700 persons attending the
annual institute of the Child Study
Association at the Hotel Commo-
dore.

Calling upon the older genera-
tion to maintain its morale and
provide courage and leadership to
our youth, Mrs. Roosevelt said
young persons must have "widening horizons" and a faith in what
they are doing. When the young
men have something definite to
do, they will stop "fussing" and get
down to work, she assured the as-
semblage of parents, teachers and
educators.

Officials on Program

Prominent government officials
spoke at the all-day institute
which had as its theme "Family
Morale in a World at War." Speak-
ers at the morning session, discuss-
ing "The Home Front and the Na-
tional Emergency," included Paul
V. McNutt, Federal Security Ad-
ministrator; Brig. Gen. Lewis B.
Hershey, National Director of
Selective Service, and Mark A. Mc-
Closkey, Director of Recreation.
Mrs. Roosevelt was one of four
speakers at the luncheon session,
which was devoted to a discussion

ing horizons and a faith in what they are doing. When the young men have something definite to do, they will stop "fussing" and get down to work, she assured the assemblage of parents, teachers and educators.

Officials on Program

Prominent government officials spoke at the all-day institute, which had as its theme "Family Morale in a World at War." Speakers at the morning session, discussing "The Home Front and the National Emergency," included Paul V. McNutt, Federal Security Administrator; Brig. Gen. Lewis B. Hershey, National Director of Selective Service, and Mark A. McCloskey, Director of Recreation.

Mrs. Roosevelt was one of four speakers at the luncheon session, which was devoted to a discussion of "Family Morale and American Unity." Sharing the platform with her were Mrs. Dorothy Canfield Fisher, novelist; Dr. Everett R. Clinchy, President, National Conference of Christians and Jews, and Dr. David M. Levy, psychiatrist. Professor Eduard C. Lindeman of the New York School of Social Work presided.

Saying she was not alarmed over the morale of youth, Mrs. Roosevelt observed that she was more concerned that the older persons might not keep up their morale and thus fail to give the proper background of courage and responsibility to the younger generation.

"We are the ones that frequently lack courage and are to blame for not opening wider horizons for youth," she went on. "I think we can open doors to youth which will create the morale we worry about so much. They will not have satisfactory attitudes unless they feel they are growing and doing things that lead toward a better world."

Maintenance of adequate and healthful living conditions for all the people of the United States is an emergency problem of equal importance with military preparedness, Mr. McNutt said. Remarking that an army, no matter how well equipped, is no stronger than the people behind the lines, Mr. McNutt declared that there was immediate need for legislation to extend social security, as suggested recently by President Roosevelt.

Warns on Deferment

A warning that the present high rate of deferment because of dependents, which ran as high as 70 per cent, might not continue, was expressed by General Hershey. Remarking that the present selective service system was geared to peacetime conditions, he said:

"The swift impact of events may quickly force a regearing of the machine, a revaluation of man power needs with the requirements of the armed forces paramount to all other needs. Deferments are temporary and it may become necessary to withdraw many of them in the national interest. The American family should hold this responsibility in mind as it charts its way through the national emergency."

Slums . . . Why Doesn't America Tear Them Down?

Washington, April 16.

THERE is great anxiety everywhere about what they call juvenile delinquency. This means hordes of children who become criminals in their teens.

Master minds and widespread symposiums are hunting cures. Some blame the parents. Some blame the schools. Some blame the movies and the funnies.

But all agree on one thing. They are the creatures of environment. The way children act depends almost entirely upon the kind of teaching and training they receive—the kind of beliefs they acquire, the examples they observe.

To what proportion their lives are warped and frustrated by the various different barbaric aspects of our civilization is hard to determine. It is clear that a large part is due to the abandonment of religious and moral values and current beliefs in crass materialism and the cult of accumulation. Concentration upon a standard of living instead of a standard of conduct takes a terrific toll in character.

However, the most flagrant example of human wastage for money profits, and hence the most effective of all our criminal factories, is the city slums.

An exhaustive study made in

Ralph W. Page

Chicago reveals that one out of every four boys in the so-called "congested districts" is arrested every year. Since only those in the worst mischief are actually pinched, and only a small proportion of those, the evidence is that these neighborhoods are simply schools of crime.

That the "congestion"—that is, the horrible housing—is the direct cause is proved by the fact that throughout the rest of the city only one boy out of 25 runs foul of the law.

Similar figures and experience are duplicated in every city in America. For years this same demonstration has been on exhibition in charts in Philadelphia.

So it turns out that whether a child grows up to be a good citizen or a brigand depends to a great extent upon where he is born. If he is born in the free America he has a good chance. If he is born in the America of dirt, squalor, ignorance and darkness, he conforms to the pattern we provide for him.

The question naturally arises—is there any possible remedy for this infant damnation, the perpetuation of this desperate and dangerous underworld, the inordinate cost in police, jails, reformatories, hospitals, insane asylums and doles for the deformed graduates?

The answer is obvious. A country which can spend \$400 billion on a war, and many bil-

lions a year on booze, hairdoes, horse races and circuses, could tear down and replace these warrens with a livable environment with the greatest of ease. As an investment it would rapidly be repaid by the saving in aforementioned institutions and the earnings of the youth recaptured from degradation.

Then why don't we do it?

We don't do it because there is no profit in it for the real estate dealers and private builders of houses. The profit and benefit accrue only to a society and civilization, and so can only be undertaken by society and civilization—that is to say by the government.

This the real estaters forbid. They take a noble religious stand. According to this religion, if there is no private profit in the enterprise, it is wicked, subversive, unthinkable. Society-built pails have to be endured, because otherwise the holy enterprisers might be knocked in the head and their profits pilfered. But better have 5 million baby bandits than break the ark of covenant and the sound laws of economics, and pay taxes to be disbursed by bureaucrats for any purpose.

If you think this is an overdrawn picture, go down and listen to the testimony of the pious real estaters before the Senate Committee hearings on the Taft-Wagner-Ellender bill. This provides for a modest experimental beginning of such slum clearance. The arguments on both sides are as outlined.

Which side are you for?



Page

KENTUCKY CHILD WELFARE COMMISSION

428 SOUTH FIRST STREET

LOUISVILLE, KY.

FRANCES INGRAM, LOUISVILLE
CHAIRMAN

JOHN F. SMITH, BERA
VICE-CHAIRMAN

MRS. B. W. BAYLESS, LOUISVILLE

MRS. FRANK L. McVEY, LEXINGTON

DR. FRANK J. O'BRIEN, LOUISVILLE

E. G. SCOTT, PADUCAH

MRS. BERNARD SELLIGMAN, LOUISVILLE

GEORGE STOLL, LOUISVILLE



Members of Kentucky Children's Bureau Commission
appointed by Gov. Flem D. Sampson
Feb. 5, 1929

- (1) Mr. R. J. Ball, Chairman, term expiring Feb. 1, 1930
605 South Fourth Street,
Louisville, Ky.
- ✓ (3) Mrs. Thomas F. Cleaver, Vice- term expiring Feb. 1, 1932
Lebanon, Ky. Chairman
- (1) Mrs. E. L. Henderson, Sec.-Treas. term expiring Feb. 1, 1930
87 Valley Road,
Louisville, Ky.
- (1) Mrs. James B. Brown term expiring Feb. 1, 1930
Alta Vista Road,
Louisville, Ky.
- (2) Mr. Thomas D. Clines, term expiring Feb. 1, 1931
Inter-Southern Bldg.,
Louisville, Ky.
- ✓ (2) Mrs. David F. Davis, term expiring Feb. 1, 1931
Frankfort, Ky.
- ✓ (2) Prof L. W. Norcier, term expiring Feb. 1, 1931
Wilmore, Ky.
- ✓ (3) Mrs. W. J. Piggott, Term expiring Feb. 1, 1932
Irvington, Ky.
- (3) Miss Frances Ingram, term expiring Feb. 1, 1932
428 South First St.
Louisville, Ky.

Miss Emma Hunt, Director,
Kentucky Children's Bureau,
2512 Glenmary Ave.
Louisville, Ky.

417 Martin. Brown Bldg -

✓ = out of town

5017



KENTUCKY CHILDREN'S BUREAU

417 MARTIN BROWN BUILDING

LOUISVILLE, KY.

PRESIDENT

Robert J. Ball, Louisville

VICE-PRESIDENT

Mrs. Thomas F. Cleaver, Lebanon

SECY-TREAS.:

Mrs. E. L. Henderson, Louisville

DIRECTOR:

Mrs. Emma Hunt Krazeise, Frankfort

MEMBERS:

Mrs. David P. Davis, Frankfort
Miss Frances Ingram, Louisville
Prof. W. L. Nozicler, Wilmore
Thomas D. Cline, Louisville
Mrs. W. J. Piggott, Irvington
Mrs. James B. Brown, Louisville

The Filson Historical Society