

To the Ky. Children's Code Commission
(Miss Frances Ingram, President)
Estimate on 1000 cases & cases
additional 500, uniform rate
"Child Welfare in Kentucky"
Submitted by Raymond B. Fuller

CHILD-CARING INSTITUTIONS IN KENTUCKY

1921

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quote
"In Kentucky there is no one responsible for making plans for the care of children left homeless and dependent, no one vested with the authority and responsibility necessary to insure the protection of such children. There are more than 55 child-caring institutions and two home-finding societies. But the institutions are hampered by many restrictions, such as charters, and clauses in the deeds specifying the type of child that shall be admitted -- only full orphans, only fatherless girls, only orphan girls, or only orphans whose parents were members of a specified religious denomination. The home-finding societies are restricted to receiving children legally surrendered, placeable in foster homes, and sound in mind and body; in addition, the capacity of their receiving homes is limited and until more of their wards are placed out in family homes, they can not take others no matter how urgent the demand. Children left homeless have no friendly authority with final responsibility for their care, and as a result fall into the hands of whoever happens to know and care enough to see that a permanent and satisfactory home is secured for them.

For instance, a country mother died recently leaving eight little children under 13 years of age. The father realized he could keep the two older with him but could not rear the six-months old boy. Seven child-caring agencies and institutions were appealed to by kindly citizens seeking assistance in planning for the children or assuming responsibility for their permanent care. All seven replied, "We are sorry but can't." The reasons given were: "Our charter does not permit us to take any child whose father is living," "Under our charter we cannot take boys," "We take no child under six," "We take only fatherless girls," "We take only from our own county," and "We have no room." A hard-working neighboring farm-wife with

several small children and an aged father kept the baby until a relative was located who accepted the responsibility and adopted him. The five little girls, healthy and attractive, are being boarded in a children's home because under the charter they cannot be received as wards. A generous private citizen assumes the responsibility for paying several hundred dollars each year, while the father pays an amount as large as circumstances warrant. Base-ball benefits and private funds from several sources made up the first payment, while the one citizen already mentioned carries the responsibility of planning for them and contributing to their support for as long a time as she is willing. But what of the hundreds of children left homeless in the state who have no such friend of wealth and generous mother-heart. How long will Kentuckians be satisfied with this haphazard method of caring for dependent children?

A crippled child lived several years in an almshouse receiving the same medical care provided the resident men and women. She is a sweet child, attractive and lovable, but no private family wants to take her because she is a cripple. No one is responsible with final authority to see that she is given the kind of treatment needed to correct her deformity and no public funds are available to provide treatment. Again it was a kindly citizen who heard of the child and set about to secure treatment by the best skill in the state. But what of the large number of crippled children having no treatment because there is no one who is able or willing or who knows how to assume responsibility, and because there are no public funds available to secure proper care for any helpless child in need?

In the spring of 1921 the Kentucky Children's Code Commission decided to undertake a study of all child-caring institutions in the state to find out what children are being cared for, ^{and under what conditions,} and what children are not receiving care; and, through its findings, to help the legislature determine as accurately as possible the obligations which the state owes to its dependent children. We believe that the report of this study reveals conditions which challenge the citizens of Kentucky to adopt a statewide program fixing final responsibility for the care of dependent children; and furthermore that it establishes beyond

any reasonable doubt the necessity for supervision of all child caring work by a well developed and adequately equipped state department.

Many and diverse factors contribute to the conditions on which we base our conclusions, but some we pass over because, while of importance as general institutional problems, they are of only secondary importance from the point of view of the child. From this viewpoint the aim of institutions is to provide dependent and neglected children with the opportunities for normal childhood and to prepare them for successful adulthood outside of institutions. Whether or not an institution is fulfilling this function depends far more upon the spirit of the institution, the presence or absence of a home-like atmosphere, the actual care of the child, and the thought for his future, than upon such matters as the value of properties, endowments, the per capita cost of maintenance, the number of employees, the state of repair, etc.

There is, for instance, an orphanage in the country which owns farm lands of great value and free^{from} debt. With farm produce and a well-organized plan for donations of canned fruits and vegetables, the cost of maintenance is very low. The management, taking into consideration only the question of dollars and cents, is proud to conduct the home for so little money. The fact is, however, that although the children have good food and outdoor life, in every other way they are quite as neglected as they were in the homes from which they came.

Another orphanage located in the heart of a city, has valuable property, a small endowment, excellent equipment, a large staff, and a relatively high per capita cost, but it conducts its home like a huge factory, deadening in routine, and there is considerable question as to whether children have enough or the right kind of food.

In contrast is an orphanage in the outskirts of a village. The buildings are old, much in need of repair, and not well arranged; there are many inconveniences. A small staff does the work of twice their number. Yet in every essential, a high grade family life furnishes such things as the best of parents desire for their own children.

What children are in institutions, what conditions send them there, what is done for them while they stay, what happens when they leave and what effect has their training in an institution on their chances for well-rounded successful lives? -- these are the questions we seek to answer.

The findings of this study are grouped under ⁽¹¹⁾11 heads and are recorded in the belief that they carry their own conviction.

II. Statement of findings

I. List of institutions

III. Minimum Standards

IV. What children are in institutions and why

V. What is done for them while they stay

- (1) Length of stay
- (2) Personnel of the staff
- (3) Health
- (4) Education
- (5) Fire protection

VI. What happens when they leave

- (1) Through parole or release
- (2) Return to own people
- (3) Employment or special schools
- (4) Home-finding
- (5) Apprenticeship

VII. What children are without care

VIII. Need of State supervision

IX. Recommendations

X. Stories of institutions.

XI Agencies not primarily Child Caring Institutions

I. LIST OF INSTITUTIONS

When the writer asked the Secretary of the Commission for a list of

all public and private institutions caring for children, he was compelled to reply that no complete list has ever been made, and that no one in the state pretends to know how many institutions there really are, nor where they are located. With the assistance of a number of groups doing state-wide work, the writer compiled such a list. The United States census of 1910 furnishes a partial list of benevolent and charitable institutions in the state at that time. The State Board of Charities and Corrections has full information of all institutions under its jurisdiction and knows of several others. The same is true of the State Board of Education, and the State Board of Health, the Kentucky Children's Home Society, the American Red Cross, the Federation of Women's Clubs and various social workers throught the state. A return post-card was sent to every county judge and replies were received from 28. One reply from a children's agency with a statewide program gave information regarding five institutions and concluded thus: "These are all the institutions I can think of at the present but I will be only too glad to let you know any further developments in the State." Later, when a tentative list was presented for correction and additions, the executive said: "You are mistaken, there are no children's homes at Bowling Green," while, in fact, there are two homes located there which have been handling children for 7 and 16 years, respectively. We refer to this with no spirit of criticism but to show how little is known of the disposition of dependent children in a state ^{where} responsibility for supervision has never been exercised by the state itself. We are not sure that the list of institutions now compiled is absolutely complete. If any are omitted they should be reported at once to the Children's Code Commission or the State Board of Charities and Corrections.

Institutions caring for so called delinquents and those caring for defective children are easily grouped, but there is considerable confusion between orphan homes, orphan schools and mountain mission schools. This is natural and inevitable because such schools, while educational in their purpose and character, are contributing much to the care and training of orphans and dependent children in the state. Frequently a boarding-school is conducted eight or nine months during the year, children returning to relatives during vacations. Such educational institutions do not discriminate against homeless orphans and often a school has enrolled from four to eight children who spend their vacations in the homes of teachers or others not akin because they have no living relatives. In order to confine this study to so called child caring institutions we distinguish between those established and conducted for education with no year-round or permanent home care for children, and those with orphanages providing a permanent home for orphans or for children with no relatives able to care for them.

LIST OF CHILD-CARING INSTITUTIONS IN KENTUCKY

NAME	LOCATION	CAPACITY	POPULATION AT TIME OF VISIT
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PUBLIC

I. State

1. Kentucky School for the Blind	Louisville	150	125
2. Kentucky School for the Deaf	Danville	300	317
3. State Institute for Feeble-Minded Children	Frankfort	340	436
4. Kentucky Houses of Reform	Greendale	345	384
5. State Training School for Girls	Pewee Valley		closed.

II. County and City

1. City Division of Louisville and Jefferson Co. Children's Home	Louisville	465	501
2. County Division of " " "	Anchorage	100	132

NAME

LOCATION CAPACITY POPULATION
AT TIME OF
VISITPRIVATEI. Private Societies receiving state funds

1.	Kentucky Children's Home Society	Louisville	150	160
2.	Kentucky Home for Colored Children	Louisville	30	26
	Eckstein-Norton Institute (branch)	Lotus	45	20

II. Fraternal

1.	Knights of Pythias Orphans' Home	Lexington	150	55
2.	Masonic Widows' and Orphans' Home	Louisville	350	396
3.	Odd Fellows' Orphans' Home	Lexington	175	150

III. Denominational

1.	Christian Church Widows' and Orphans' Home (Disciples of Christ)	Louisville	160	104
2.	Christian Home and School (Church of Christ)	Shakertown		2
3.	Convent of the Good Shepherd (Roman Catholic)	Fort Thomas	150	110
4.	Convent of the Good Shepherd (Roman Catholic)	Louisville	225	192
5.	Convent of the Good Shepherd (colored) (Roman Catholic)	Louisville	130	70
6.	Cumberland Presbyterian Church Home (Cumberland Presbyterian)	Bowling Green	20	8
7.	Grundy Orphans' Home (Southern Presbyterian)	Springfield		closed.
8.	Highland Orphanage (Presbyterian Churches of the U.S.)	Guerrant	50	18
9.	Home of the Innocents (Episcopal)	Louisville	37 25	37 21
10.	Industrial Union Mission (colored) (Pentacostal Church of Christ)	Harrodsburg	4	6
11.	Jewish Children's Home (Jewish)	Louisville	35	11
12.	Kentucky Baptist Children's Home (Baptist)	Glendale	150	145
13.	Louisville Baptist Orphans' Home (Baptist)	Louisville	130	143
14.	Mary K. Williams' Home for Orphan Girls (Episcopal)	Frankfort	9	9
15.	McDowell Home for Boys (Presbyterian North)	Buckhorn	30	14
16.	Methodist Episcopal Church South Widows' and Orphans' Home (Methodist Episcopal South)	Louisville	60	55

	NAME	LOCATION	CAPACITY	POPULATION AT TIME OF VISIT
17.	Nebc Orphans' Home (Redeemer's Army)	Greenville		closed,
18.	Orphanage of the Good Shepherd (Episcopal)	Louisville	25	23
19.	Potter Orphans' Home (Church of Christ)	Bowling Green	50	26
20.	Presbyterian Orphans' Home (Presbyterian)	Louisville	30	22
21.	Protestant Episcopal Orphans' Home (Episcopal)	Louisville	30	21
22.	Protestant Orphans' Home (German Protestant)	Louisville	110	75
23.	St. Johns' Orphan Asylum (Roman Catholic)	Covington	85	63
24.	St. Joseph Orphanage (Roman Catholic)	Louisville	180	180
25.	St. Joseph's Orphan Asylum (Roman Catholic)	Gold Springs	160	130
26.	St. Thomas Orphanage (Roman Catholic)	Louisville	148	148
27.	St. Vincent Orphanage (Roman Catholic)	Louisville	150	96
28.	Synodical Presbyterian Orphanage (Southern Presbyterian)	Anchorage	40	50
29.	Worthington Home for Girls (Presbyterian North)	Buckhorn	30	29

IV. Inter-and Non-Denominational

1.	All Prayer Foundlings Home	Louisville	15	8
2.	Campbell Co. Protestant Orphans' Home	Newport	35	26
3.	Children's Home	Lexington	70	51
4.	Cleveland Orphan Home	Versailles	36	36
5.	Colored Home of the Friendless	Paducah	8	8
6.	Colored Orphans' Home	Louisville	30	20
7.	Colored Orphans Industrial Home	Lexington	100	13
8.	Florence Crittenden Home of Mercy	Lexington	10	8
9.	Home of the Friendless	Paducah	55	30
10.	Mary Kendall Home for Girls	Owensboro	15	11
11.	National Home Finding Society for Colored Children	Louisville	20	30
	Farm	Irvington	30	19
12.	Orphans' Asylum	Lexington	26	20
13.	Protestant Children's Home	Covington	100	54
14.	Salvation Army Susan Speed Davis Home and Hospital	Louisville	70	71
15.	Stewart Home Training School	Frankfort	100	100
	Total		5548	4996

II. STATEMENT OF FINDINGS

During June, July and August, 1921, the writer visited all known institutions in the state caring for children; also those receiving them temporarily, although not established for that purpose, and a limited number of county almshouses and jails. Because the study of "Child Welfare Work in Louisville" made by the Russell Sage Foundation in 1919 contains a report of child-caring institutions in that city, we concentrated on institutions in other parts of the state, visiting those in Louisville only to secure up-to-date information on certain points.

Every where we were courteously received, sometimes questioningly, sometimes curiously, but always courteously. In a few homes we were the first stranger to pay them a visit, and our coming was equivalent to an intrusion into the inner circles of a family home seeking intimate information regarding their family life. Others, especially those privately endowed, evidenced a puzzled attitude, expressed in, "You know this is a private home, not responsible to the state or to any body?" and "Now just what is it you want to know?"

We found 4,996 children being cared for in 52 institutions with an estimated total capacity for 5,548; and during the year ~~four~~^{three} institutions had closed. At least 11 are receiving children and caring for them although not organized nor maintained for that purpose. Of these 52 institutions four are supported by the state: one for the education of the blind; another for the deaf; one, with two branches, for the reform of delinquents, and one for feeble-minded children. The schools for the blind, the deaf, and the delinquents receive both boys and girls, white and negro. The school for the feeble-minded receives only white boys and girls. Two institutions are supported jointly by a city and a county; one of which receives dependent and delinquent boys and girls of both races,

the other dependent white boys and girls. Forty-six are private institutions classified as follows: Two are receiving homes for child-placing agencies, one for white children, the other for negro children; each is governed by a private board of directors, owns property in the name of the board and is subsidized by state funds. Three are fraternal homes, governed and supported by fraternal organizations as permanent homes for orphans of deceased members. Twenty-six are denominational, of which 23 receive dependents and three receive delinquents. Fifteen are inter- or undenominational; of these 12 receive dependents, two provide maternity care for juvenile unmarried mothers, and one receives only backward children.

Negro children are cared for in 11 institutions, the total number being 382. These institutions are the state schools for the blind, the deaf and delinquents: a county and city home which receives dependents and delinquents of both sexes; a denominational home receiving dependents of both sexes, and one receiving delinquent girls; a society receiving children for placement in foster family homes and four orphanages which receive dependents for more or less permanent care.

Only 10 of the 48 institutions caring for dependent children do home-finding work. As a result, large numbers of children remain in institutions for a long period of time, deprived of family life and training. In 15 of these institutions children attend school conducted in the institutions (12 are in no way supervised or affiliated with the State Department of Education); three are connected with mountain mission schools; five are Roman Catholic; seven are located in easy access to public schools; four are schools conducted by the state for special handicapped groups; and three are private homes caring for delinquent girls which conduct their own schools. The state law specifies that all such schools shall meet standard requirements of the State Board of Education as to length of term, certification of teachers, report of attendance, and course of

study, and shall be subject to supervision by the State.

With the exception of institutions caring for so-called delinquents, practically none require court commitments, and the majority of children are received by permanent release of parent or guardian. Three only employ agents experienced and trained in making social investigations. Denominational and fraternal homes depend on ministers, priests, and members in localities where applicants live. We found no institution cooperating with the social workers of the community in making family investigations. Children are being received without thorough or competent inquiry, without adequate record of the facts that are known, and with practically no effort to prevent unnecessary breaking-up of families.

In less than 12 out of 52 institutions has the matter of record-keeping gone beyond a register and in many not even this is kept.

An orphanage established more than 46 years ago has never kept records of any kind. Recently a child, age 10, taken suddenly and violently ill was hurried to the hospital. Every one who knew anything about its family chanced to be away. The matron responsible for mothering it knew nothing of its history, whether its parents were living, or who and where its kinfolk might be. Fortunately the child recovered and some time afterward a board member returned who knew the mother. Thru her last known address she was located within a few blocks of the orphanage. One wonders that knowingly any board of directors dare impose such crushing responsibility on the matron and such injustice on the child and mother.

Another instance came under our observation when we called at an orphanage which has been in existence for more than 50 years. A young man in soldier uniform was just leaving and the matron spoke frankly of his mission. In childhood he had been separated from two brothers and two sisters, following the death of their parents. In searching for his sisters he had come to the orphanage. The kindly matron found their names in the register, entered many years ago, but nothing more. Again and again the young man returned but the orphanage had found no trace of the girls. The day of our visit the brother came with good news, for he had found one sister. She was living with a private family; he had visited with her, listened to her story of hard work, lack of opportunity to go to school and unhappy childhood. What should he do, and what had become of the other sister? The matron was keenly

Troubled least

interested and at the same time ~~disturbed~~ the foster parents censure the orphanage for the disturbing visit of the brother. Alas, the orphanage did not know what had become of the other sister and the present management had no way of finding out.

With three possible exceptions the institution and its systematic management is given first consideration, and the problem of the child is ~~deeply rooted in the background, if not lost sight of.~~ We believe this is due to two or three things. One, the form of organization, and the personnel of the institution. The majority of governing boards are self-perpetuating bodies, with officers serving during lifetime. Not infrequently the group is dominated by the will and personal hobbies of one individual. Everything from purchasing a new broom to admitting or discharging a child is determined by her. Directors often meet at the home - sometimes not; in either case, the matron seldom if ever meets with them. Her^s is a menial position entirely detached from the determination of policies and conduct of business. One instance came under our observation of a matron who cannot even buy a box of carpet tacks without telephoning to two or three committee women.

All child caring work is handicapped by the lack of resources of local communities. Outside of large cities there are few if any organized social agencies. Even the county chapter of the Red Cross, the hope of the unorganized community, has not continued to be a source of reliable information to the extent that it was during the war. Judges are found in every county but many have neither vision, funds, nor^a competent person available to make social investigations. In counties where some one is willing to assume responsibility there are no resources for long time relief. The fiscal court has authority to issue pauper claims, orders for food, fuel or clothing. We found no instance where public funds

were available for families with children in their own homes. One judge told us that probably he could give pauper claims to pay board for a babe until a permanent home could be found, but he never had given an order for more than \$3 a month to one family and did not think it had ever been done. However, money alone will not meet the needs of Kentucky children. In fact, relief funds without a well defined practical program of administration and supervision will only perpetuate conditions already unsatisfactory.

We have no means of knowing how many children during the course of a year are received into institutions not organized primarily for the care of children. We visited 11 such institutions and doubtless there are many others which did not come to our attention. Some are of the type of the Salvation Army and the Union Mission, established primarily for religious service, yet accepting responsibility for these who come to them and for whom there is no other provision. In one case, a detention home maintained for the temporary wards of the court serves as a permanent home for periods of three to four years simply because the community does not provide for speedy removal. A family case-working agency, a settlement, and a home for incurables, provide more or less temporary care for children in the course of their case work because there is no other place for them. An agency doing protective work with children is forced to secure and supervise boarding-homes in increasingly large numbers because no agency already established performs that particular kind of service. All such institutions demonstrate the elasticity of their case work programs. They care for whatever situation arises and do whatever they believe needs to be done whether or not they have the machinery with which to do it.

While it does not seem to be a general practice, there are many children now in county almshouses, some with their parents, others in charge of the keeper and his wife. Some live separately from the aged and diseased inmates, others do not; and in either event they associate closely with those citizens recognized in every county as most unfit examples for children.

Frequently children are detained in county jails amid conditions revolting and certainly productive of crime. Such conditions are certain to continue as long as there is no individual or agency whose special concern is the welfare of the child, and as long as the state itself does not assume final responsibility for the protection of children in need. Someone who understands children, and who is able to cope with intricate and difficult family and community problems should be available to every portion of the state. We believe it is preferable that such a person be appointed by the local government, but supervised by and responsible to an adequately equipped state department.

III. MINIMUM STANDARDS

The White House Conference of 1909 set forth certain standards for child care. President Roosevelt in a special message to Congress in February, 1909 stated "to this Conference there came from nearly every state in the Union, men and women actively engaged in the care of dependent children.....

The conference at the close of its session unanimously adopted a series of declarations expressing the conclusions which they had reached. They constitute a standard of accepted opinion by which each community should measure the adequacy of its existing methods and to which each community should seek to conform its legislation, and its practices." Ten years later, the Children's Bureau in a conference on child welfare known as the Washington Conference, reaffirmed in all essentials the conclusions of the Conference of 1909. The conclusions of this

Conference were

embodied in a series of resolutions entitled "Minimum Standards for Child Welfare."

The more important points, as they relate to this field of child welfare, may be summarized briefly as follows:

1. The fundamental rights of childhood are normal home life, opportunities for education, recreation, vocational preparation for life, and moral, religious, and physical development. Upon the state devolves the ultimate responsibility for children who are in need of special care.
2. The stay of children in institutions for dependents should be as brief as possible. The condition of all children in such institutions should be carefully studied at frequent intervals, in order to determine whether they should be restored to their own homes, placed in foster homes, or transferred to institutions better suited to their needs. While they do remain in institutions, their condition should approximate as nearly as possible that of normal family life as to health, recreation, schooling and spiritual, aesthetic, civic and vocational training.
3. The policy of assistance to mothers who are competent to care for their own children is now well established.
4. No child should be permanently removed from his home unless it is impossible so to reconstruct family conditions or build and supplement family resources as to make the home safe for the child, or so to supervise the child as to make his continuance in the home safe for the community. In case of removal separation should not continue beyond the period of reconstruction.
5. The aim of all provision for children who must be removed from their own homes should be to secure for each child home life as nearly normal as possible.
6. Principles regarding child placing (enumerated in discussion).
7. Principles regarding care of children born out of wedlock, (enumerated in discussion).
8. Special care and educational opportunities for deaf, blind and crippled children should be provided in the public educational system, local or state.
9. Adequate provision for mental defectives requiring institutional care, special schools and classes for such as may be properly cared for outside institutions, state supervision and after-care of all feeble-minded persons at large should be provided.

15 (a)

10. Every locality should have available a court organization providing for separate hearings of children's cases: a special method of detention separate from adults; adequate investigation for every case; provision for supervision or probation by trained officers, such officers in girls' cases to be women; and a system of recording and filing social as well as legal information.
11. Principles of child care are applicable to rural needs. Agencies for rural service should be encouraged.

Measured by these standards it is possible to determine what place dependent and neglected children hold in the life of Kentucky.

IV. WHAT CHILDREN ARE IN INSTITUTIONS AND WHY

With the exception of so-called correctional institutions practically all childscaring institutions in Kentucky name orphans as the objects of their care. An orphan is legally defined as "a child who has lost one or both of his parents." Based on a limited number of records and the reports of the majority of matrons and superintendents, a very small percentage of children receiving care in institutions have been bereft of both parents by death. A large number have one, and many have both living. As children from broken homes, they disclose appalling conditions in the stability of the individual family. They reveal the inability of local communities and of counties to keep the family intact, or to rebuild it, when service, relief, persuasion and compulsion might avail; to hold able-bodied fathers to full responsibility for the support of their children; and to give those born out of wedlock the rights of normal childhood. Institutions will continue to be filled to their capacity until there is in every county at least one well-qualified person vested with the authority necessary to prevent the separation of families; i.e., to prevent it through providing adequate legal, medical and relief service according to generally accepted standards.

Children are admitted to institutions in one of three ways: (1) A court may commit them formally for a definite period of time, (2) Parents or guardians may release them permanently, or (3) Parents or guardians may arrange for their care in return for monthly payment of a nominal sum. In case of court commitment the institution is seldom consulted in advance, and receives children with such reports of family conditions as the court furnishes. In three instances the court utilizes the services of the institution in making investigations prior to its decision. All institutions are responsible for their own investigations and records. The two child-placing societies have members of their staff giving full

time to investigation and follow-up supervision. The Federation of Jewish Welfare in Louisville conducts careful investigations for children received at the Jewish home. These three are the only institutions conducting investigations by persons trained and experienced in gathering social histories. As already stated, denominational homes rely upon priests, pastors and official members in all parts of the state; who often limit their reports to answering questions contained in printed forms. In others one or more of the directors is responsible for all inquiries; a large number however make no investigation, but depend entirely upon a conversation over the telephone or in the office. In no instance did we find an institution using agents already existing in the community, who are qualified to make social investigations. This is due, doubtless, to a failure to appreciate the value of family histories, to a lack of the social viewpoint, and to petty jealousies.

Investigations however are important, and records should be carefully kept. For several reasons this is true: (1) In order to deal wisely with a child it is necessary to know something of his family, his home life, and general background. (2) Changing conditions in the child's family need to be known to those responsible for him in order to return him to his own home at the earliest possible moment. (3) Often the institutional record is the only means the child has in later years, for tracing his kinfolk and perhaps a fortune. (4) Family histories accurately recorded furnish indisputable facts upon which the community and the state may develop new programs for the protection, care and education of dependent and neglected children. But as far as ^{most Kentucky} institutions are concerned, they assume no responsibility for the family other than to accept or reject the child.

For instance, a mother died, leaving four little children. The father put them in an orphanage. In the course of the year five children were admitted, whose father had died, leaving them and their mother destitute. In time this man and this woman married, moved to another state and left the nine children in the already overcrowded institution.

A mother died, leaving seven children. The father, anxious to pay for their care, was unwilling to surrender them for adoption. The mother's church conducted a home in Louisville but refused to receive them because it requires legal surrender. The father's church, conducting a home near Newport refused because he was not a member in good standing. A privately endowed home sent a committee to make investigations, found it could not take the children because the father was living, and because some were boys. An orphanage in Cincinnati, Ohio was appealed to. It replied "Under our law we could not take them, but if some one will stand for the father our board thought they might receive them." We saw the three younger children in an unsatisfactory orphanage where the father pays \$15 a month for each child. The baby was adopted out without investigation, two children died at the orphanage, and the oldest girl returned to the father.

A girl of 15 whose mother had died and father remarried was turned out when she was nine. For a year and a half she tramped from one place to another and was then taken by the institution.

Twin brothers whose father was killed previous to their birth, ^{and} whose mother remarried and died, were placed in an orphanage by the step-father because he was unable to provide properly for them. The children exchange visits with their grandparents.

Children in Almshouses

The department of history and sociology of the University of Kentucky made a brief study of county infirmaries in the State about 10 years ago. At that time 133 children under 14 years were in almshouses. No one knows how many there were this year. Judges in the 28 counties replying to our inquiry, reported a total of 32 children in eight county almshouses. In two additional counties the writer found nine children in almshouses, and received reports of five in another county. With a total of 46 children in 11 counties living in almshouses in the summer of 1921, we raise the question, how many are there throughout the State? The children we visited without doubt were receiving average care, as far as food and shelter from the weather were concerned. One county farm had five cottages scattered about on a tract of about five acres. Three families of children had been living on the

farm for two and three years. The kindly superintendent had placed out five in family homes during the year.

A couple with their five children have lived in two rooms of a double cottage for three years. The ages of the boys are four, seven and nine; of the girls, six years, and nine months. The father, aged 60, is almost blind; the mother 38, knows little or nothing of house-keeping, has no sewing-machine, and gets her sister to make the children's clothing out of county material.

A widow, mother of five children, three of whom live with her, aged seven, five and two, occupies the other two rooms of the double cottage. This is what they have called home for nearly three years. The other children were placed out.

A young couple of about 40 years with four adorable, bright children ranging from 12 years to six weeks, have occupied a cottage by themselves for nearly a year. Once or twice before they have spent from six months to a year on the farm. The father, a cripple, has the reputation of being clever, but without ability to hold a job permanently.

Officials at the court-house in a city of about 35,000 assured us that children were never sent to their almshouse. A visit took us near the county farm and we found seven children ranging from ~~eight~~⁸ to 16 years, living in a farm-house separate from the inmates, but eating in the same dining room with them. During seven years the superintendent of the farm has found homes for 19 almshouse children.

Three orphaned sisters, deaf and dumb, have been on the farm about six years, and have not attended school, although the state provides a school for the deaf.

Two girls, 16, have been on the farm two years and do not attend school. The parents of one are reported divorced; the father of the other is dead. Both were brought to the farm by a county official.

Two girls, 14 and 15, their father living but unable to "raise them," were brought to the farm by a county official. Relatives frequently visit them.

We visited one county which uses the almshouse as a place for juvenile detention. Doubtless it is preferable to the jail.

Two boys, 15 years of age, wards of the juvenile court, occupied single beds in one of a half dozen rooms, opening off the porch of the newly painted building occupied by old men. Physically, the farm buildings and equipment are above the average. The old men contrary to custom are cleanly in their appearance. So are the boys. They are all fond of the superintendent, his kindly wife, and their three attractive children, and are anxious to please them. The county judge has gradually added equipment at the farm until there is a shower in the laundry, which the men and boys may use daily, and electric lights in their rooms. Three good meals, each day, are furnished. This is excellent for the aged and helpless, but what of the boys? They eat with the older men, use the same toilets, etc. We inquired as to who occupied adjoining rooms. One was a horrible, repulsive creature, required to stay in his room because afflicted with syphilis. Another was tubercular, another an idiot. The boys had been found guilty of truancy and thieving and were "incorrigible". The village paper a few days later announced "_____ was committed to the County Infirmary for taking a watch from Mrs. _____. Case continued."

V. WHAT IS DONE FOR THEM WHILE THEY STAY

The majority of Kentucky institutions violate every recognized minimum standard for the care of children in institutions

(1) Length of stay

"The stay of children in institutions for dependents should be as brief as possible."

Out of 26 institutions receiving dependent children without court commitment, 20 reported that there were children in the institution at the time of our visit, who had been there from 10 to 18 years; four which also do placement work reported a minimum of six years; and the two reporting less than six years automatically pass them on to other institutions at the age of six, if not younger. With the exception of 10 institutions which place children in foster homes, the ⁵² ~~5~~ institutions in Kentucky for dependent children are conducted as permanent homes.

"And the condition of all children in such institutions should be carefully studied at frequent

intervals, in order to determine whether they should be restored to their own homes, placed in foster homes, or transferred to institutions better suited to their needs."

With the exception of one temporary home, nothing was found to indicate that any Kentucky institution caring for dependent children is meeting this standard.

(2) Personnel of the staff

"While they remain in institutions, their condition should approximate as nearly as possible that of normal family life, as to health, recreation, school and spiritual, aesthetic, civic, and vocational training."

This necessitates that the institutions be conducted by men and women especially trained for institutional work with children. Generally speaking, those charged with the responsibility of caring for children are devoted to their work and are kindly in their attitude and relations with the children. But there was one outstanding fact noted in practically every case - namely, the limited viewpoint of those in charge. There were less than half a dozen institutions which were exceptions in this regard. Few have had the opportunity or have taken the time or trouble to make any study of child-life and psychology or to familiarize themselves with the thought and activities of the leaders in the type of work in which they are engaged. Their vision is limited and in many instances their interest and activity are confined to details of house-keeping and management; the individual child is lost sight of and consequently the real purpose for which institutions are founded, with the result that children are deprived of normal family life in their own or in foster homes. The fact that a woman is a good housekeeper, or that a man has been reared in an institution and is familiar with its routine, does not qualify them for the responsibility of mothering or fathering a large group of children, brought from many families and huddled together in an institution as a substitute for a family home.

We inquired from the institutional managers what from their experience they considered the most difficult problems in the children's lives and in their relation to them. With only four exceptions, the reply had to do with some phase of institutional routine. Frequently they spoke of the ingratitude of the children; "They are so ungrateful for what the home does for them." When a child is here, and is raised to be of use she owes it to the home to stay and pay back." "We'll keep her now, to pay the home for raising her." This last statement was made of a girl who had been in the institution for 17 years; for many years her mother, a widow, had paid for her board. Only four referred to the need of preparing the child for life in the world when it leaves the institution.

The matron of a home receiving a county appropriation, the only institution in that part of the state for the temporary shelter of girls, recently said in the presence of two fourteen-year-old "runaway girls" and the court officer, "Well, what are you bringing now? Can't keep 'em very long, they're too much bother. When do you think you can get them away?" There is great need for men and women in Kentucky to prepare themselves not only for social work but for institution management.

(3) Health

The general health of children is better than might be expected from the meagre precautions taken. Nominally, all institutions require that a certificate of health be presented by the child at the time of admission. Seven, however, require no such certificate, make no inquiry regarding exposure to contagion, and conduct no physical examination. Two state and two private institutions and two state schools have resident physicians. Without exception, all others depend on voluntary service; in no instance does a physician live farther than 10 miles from the institution. The only public institution with adequate hospital care is the House of Reform for

Girls. Private institutions for correction, and three private homes provide ^{fairly} at least fairly adequate hospital service. With the exception of five, all make some provision for isolating sick children, and depend upon public hospitals in case of serious illness. Facilities in the state for the proper care of contagious disease are so limited however, that even in large cities institutions are powerless to prevent the spread of epidemics when once started.

Dentists and specialists in various lines volunteer their services; they do not visit the institutions, but usually children must come to their offices. Less than half a dozen institutions make a practice of having the children's teeth examined once a year or cleaned by a dentist; on the contrary, they wait until the child has a tooth-ache or trouble is perfectly apparent. Very few furnish tooth brushes or have a locker system to prevent indiscriminate use. Twelve acknowledged that they make no effort to provide brushes because it is so difficult to keep children from using each other's. In over half the institutions the common towel is still used. Facilities for mental tests are wholly inadequate, even for institutions in or near large centers of population; in rural counties they are wholly lacking. Most institutions caring for dependents reported from 2 to 12 apparently feeble-minded children and a much larger number mentally retarded or undeveloped. The Kentucky Children's Home Society alone has 35 mentally defective wards. The state makes no provision whatever for mentally defective negro children. Although there is no way of determining how many of the dependent negro children in institutions are defective, it is safe to say that an alarmingly large number are.

Considering demands made upon institutions to receive children, and the length of time they remain, overcrowding in improperly ventilated dormitories is not surprising. Sleeping porches and sun-parlors are featured in several homes. In others, however, conditions are wretched: the lack of ventilation of sleeping quarters &

rendered worse by closed windows; dilapidated beds with soiled blankets, saggy springs and unsanitary mattresses.

Food plays a large part in preventing under-nourished bodies and insuring good health; in the institutions meals are of all kinds, varying from a menu carefully worked out by a dietitian to one that consists of whatever happens to be on hand. On the whole there is a pitiable lack of the amount and kind of food necessary to insure adequate nourishment for growing children. We attempted to secure samples of menus from a number of institutions, but found them too inaccurate to be of value. In three instances, only, are copies of menus kept on file, and are the amounts served indicated. The truth is that, except in three or four instances, nobody in the institution knows whether the food served is adequate; in a large number of instances there is no room for doubt -- it is not! The memory of matrons gave very significant information, though not suitable as a basis for an analytical study. Many never serve butter or milk; others serve an excess of starchy foods and sweets. "Sometimes butter, sometimes milk, but never enough for the children to drink," "Never butter, sometimes milk," "Butter once a day, twice on Wednesday," "Milk twice a day," "Milk twice a week," "Coffee twice and meat twice a day," "Never eggs to eat," etc.

We are confident ^{that} many children in Kentucky institutions are not properly fed. This is in no way due to willful neglect on the part of managers, but rather to their lack of knowledge of food values, to certain monotony regarded as inevitable in the preparation of large amounts of food, and to a constant effort to keep down expense. It may be that over-emphasis has for so long been placed on efficiency measured on the false basis of per capita cost, that institutional managers, directors and benefactors are forgetting the child and his need for nourishing food. The Department of Home Economics of the University of Kentucky stands ready

to cooperate with any institution in determining how its present feeding meets the requirements for growing children, and in working out a revised plan. Their services are needed and should be accepted.

(4) Education

Since this study was made during the summer vacation and the time at our disposal was necessarily limited, no attempt was made to determine the quality of teaching available to the five thousand children in institutions. Over 1,000 attend public schools. Instruction in the institutions is given in the following instances: ^{without supervision by the State Board of Education and without conforming to the requirements of the State Attendance Law} the State schools for blind, deaf, feeble-minded and delinquent children; one private school for retarded children; three private schools for delinquent girls at the Convents of the Good Shepherd; and five Roman Catholic Orphanages -- St. John's Orphan Asylum, St. Joseph Orphanage, St. Joseph's Orphan Asylum, St. Thomas Orphanage and St. Vincent Orphanage. The following Mountain Mission schools conduct orphanages and are affiliated with the State Board of Education: Highland Institute at Guerfaut, McDowell Home for Boys, Worthington Home for Girls, ^{at} ~~the~~ Witherspoon College, Buckhorn/. The Louisville and Jefferson County Children's Home, both city and county divisions, the Masonic Widows' and Orphans' Home, the Industrial Union Mission (Negro), the Potter Orphans' Home, and the National Home-finding Society (Negro), ~~conduct private schools without conforming to the requirements of the state school attendance law.~~

(5) Fire Protection

In several instances dormitories located on the third floor are without any means of fire-escape. Except when located in cities with frequent inspection, institutions seldom provide ~~for~~ fire-escapes and children are not adequately protected against danger of fire.

VI. WHAT HAPPENS WHEN THEY LEAVE

Children leave institutions in Kentucky through one of five ways: They are (1) Paroled or released, (2) Returned to their own people, (3) Employed or sent to special schools, (4) Placed in foster family homes, (5) Apprenticed. Parole is carried on by the State Board of Charities and Corrections and by the Louisville and Jefferson County Children's Home. Returning children to their ^{own} people is common in all institutions in the state. Securing employment, ^{with this} is practiced by all, either when the child reaches the age limit imposed by the institution, or at the expiration of his term in case of court commitment. Home-finding is carried on by private societies and orphanages. Apprenticing or binding-out is authorized by a large number of private institutions, and by the Louisville and Jefferson County Children's Home.

(1) Parole

As this form of release is applicable only to delinquent not dependent children and is ~~practiced chiefly by the Louisville and Jefferson County Children's Home~~, its discussion will be reserved for the reports on the institutions in which it is practiced.

(2) Return to own people

Dependent children are returned to their own people in rather a hit and miss fashion. No institution has a member of the staff to keep in touch with the home, studying conditions at frequent intervals in order to determine whether the child should be returned. The child-placing societies for white and negro children are practically the only agencies placing children which carry on a systematic visitation of the homes. We do not class the National Home-finding Society for Colored Children as a child-placing agency because it does not function in that capacity. Many orphanages depend on somebody in the neighborhood to report if things are not going well in the child's family after his return. When asked how frequently they received such reports most answered, "Almost never," or "children are getting along just fine."

This is one time when "no news" does not necessarily mean "good news."

(3) Employment or special schools

Institutions generally do not want to keep boys after they are 14 or 15 years of age. The majority plan definitely to secure for them employment outside the institution, which will enable them to become partially if not fully self-supporting, or to direct them to opportunities for learning a trade. Only three or four, however, try to keep track of them after once placed. Girls usually remain two or three years longer, and are more frequently sent to schools for special training, such as nursing, teaching, or business. It is not an easy task to acquire an intimate understanding of every individual child, and to secure for him the best possible employment in the outside world.

An attractive girl, nearing 18, had just returned to the orphanage with a diploma for the completion of a two-year course in a girls' special school. Her mother "willed" her to the orphanage when she was less than a year old. The kindly matron had known her for 10 years, and the President of the Board "always." It was the President who expressed to the writer a deep interest in what she should do next for the girl. "I have prayed over it ever since I knew she was going to graduate, for I want to do the very best thing by her." In reply to our query as to what the girl liked most to do, and what she wanted to do, the motherly face took on an expression of surprise; then came the reply, "I have never talked with her about it."

(4) Home-finding

Home-finding as distinguished from job and residence-finding involves the delicate task of selecting family homes for children well fitted for taking their place as members of the family group, to be reared as one of the family, either by agreement or through legal adoption. In this sense, children are placed in foster homes (1) By private societies receiving State funds, (2) By private institutions, (3) By individuals. Best authorities on child life recognize that, however home-like any institution may be, ^{most} children are much better off when reared

in family homes. In Kentucky neither the state nor individuals responsible for conducting child-caring institutions, realize this sufficiently to make it a general practice. The two societies and eight orphanages including home-finding as one of their functions are working against great odds and confront a stone wall of public opinion. It is easier to keep children in an institution and does not involve the expense or the difficult task of securing satisfactory homes, selecting children best adapted to each home, and supervising both children and homes until a permanent adjustment is made. A few institutional managers were frank enough to say that they gave up the plan of placing out because results were unsatisfactory and because so often children when returned to the institution were dissatisfied. Others explained that it makes a better showing and is easier to raise money for the institution if they keep it full of children. But what of the child and his life as an individual, his need for the love of foster parents, brothers, sisters and for natural associations in family and community life? From the child's viewpoint, is it not worth repeated efforts, many failures, and even an endless amount of trying and vexing responsibility to secure this? Experience the world over shows that it is.

"Before a child is placed in other than a temporary home, adequate consideration should be given to his health, mentality, character, family history and circumstances Particular consideration should be given the children who are difficult to place, and who require provision adapted to their peculiar need. Careful and wise investigation of foster homes is pre-requisite to the placing of children. Adequate statements should be required of foster families as to character, intelligence, ability, income, environment, sympathetic attitude, and their ability to give the child proper moral and spiritual training.....

Supervision of children placed in foster homes should include adequate visits by properly qualified and well trained

visitors who should exercise watchfulness over the child's health, education, moral and spiritual development.....

The transfer of legal guardianship of a child should not be permitted save with the consent of a properly designated State department or a court of proper jurisdiction." (Minimum Standards for Child Welfare, Washington Conference, 1919)

(5) Apprenticeship

Apprenticing or binding-out children is legal in Kentucky. In addition to the statute, many institutions have articles of apprenticeship under which they place children. There is no means of knowing how many children are serving apprenticeship in the state. Even those institutions occasionally apprenticing them, do not keep separate records, and were unable to tell how many they have so placed without several hours search through their files. The number is probably not great. Nevertheless, the fact that it is a legal practice is significant, as it implies recognition of the principle; the less it is used however the easier it should be to have the law repealed.

The Louisville and Jefferson County Children's Home states that "The Board shall have power within its discretion, to bind out any of said children as apprentices to such persons and at such places to learn proper trades and employments as in the judgment of the Board may be most conducive to the reformation, or amendment or benefit or advantage of such children," but this is not permitted after 21 years of age.

Private Institutions use a form similar to the following:

"The Incorporated, by its President and Secretary, and of the County of . . . and the State of . . . make the following Contract: The said Corporation hereby gives to the care and custody of said . . . a child named . . . a child of and born19 . . until the said child shall arrive at the age of . . . years; and the said . . . hereby binding h. . to the faithful and proper nurture, training, maintenance, and education of said . . .

that....will abide by and keep all and each of the obligations and covenants of this agreement on h.... part, and that...will treat said child humanely and in all respects as if said child had been born unto h..., save and except that the said... does not hereby obligate h....that said child shall inherit a child's portion of h...estate, but said....and....hereby agree to and with the said....., to pay to the said Orphanage the sum ofdollars in cash at the termination of said apprenticeship to be given to, or used for the said.... IT IS FURTHER AGREED That so long as the said child shall be an infant, said Corporation may, for any violation of any of the agreements or Covenants in this Instrument, reclaim said child by writ of Habeas Corpus, or by surrender; if the said....on demand of of an Agent, of said Corporation surrenders said child, and in the event of such reclamation this Instrument and act of Apprenticeship shall become and thenceforth be null and void. THIS AGREEMENT is made under the charter of said Corporation, and all amendments thereto, as well as the By-laws of said Corporation.

VII. CHILDREN NOW WITHOUT CARE

Children have misfortunes other than the loss of one or both parents, or the disruption of their homes. Children needing care in their own homes receive but meagre assistance, if any, through such sources as probation officers, poor relief, public health nurses, and traveling clinics.

No provision is made in the state for the care of a child born out of wedlock when the mother is negro. When she is white, she and her child receive slight consideration as social patients; as medical patients, they receive the care usually afforded the poor, with no social service nor follow-up friendly supervision. The only institutions established primarily for their care are the Susan Speed Davis Hospital, Louisville; the Florence Crittenden Home, Lexington; and a department in the City Hospital, Louisville. The total number cared for during one year in these institutions does not exceed 300.

Crippled children in Kentucky have two friends. One is the Children's Free Hospital in Louisville, a private hospital receiving children under 14 for orthopedic treatment as far as their capacity of about 60 children's beds will permit.

The other is a private citizen, Miss Lynda Neville, whose friends contribute to the Mountain Fund, and make it possible for her to secure treatment for a limited number of crippled children from poor mountain homes. The state, however, makes no provision for insuring the proper care and training of children who are so crippled or physically incapacitated that they cannot attend the public schools. The present method of taking the school census does not include a record of such children, and the only public assistance now available is in the form of a pauper claim, administered in the child's own home, or his commitment as a pauper to the almshouse.

Nor does the state insure educational training to blind children. It does not undertake to get any record of such children through the school census or otherwise. The present school census does not include deaf and dumb children, although in 1920 the compulsory education law was extended to include such children.

VIII. NEED FOR STATE SUPERVISION

What is the responsibility of all the people, i.e. the state, toward children in need of special care? We are agreed that "Every child should have normal home life, an opportunity for education, recreation, vocational training for life, and for moral and spiritual development in harmony with American ideals; that the child's family home is the natural and best place for securing such rights"; and we are likewise agreed that when family life fails, the state becomes responsible for securing to children certain minimum rights. "Aside from the general fundamental duty of the State toward children, in normal social conditions, ultimate responsibility for children, who on account of improper home conditions are in need of special care, devolves on the State." Stated negatively, no practice should be carried on, which deprives the child of his parent's care, nor which in any way relieves a parent of the responsibility of training his child; stated positively, it is the ultimate responsibility of the state to secure protection for all children

through a system of state supervision requiring minimum standards of efficiency from all child-caring institutions and agencies.

The State of Kentucky maintains special schools for deaf, blind, feeble-minded, and delinquent children, which, with the exception of the school for the blind and deaf, are managed by the State Board of Charities and Corrections. At the time of this study there were 820 children in institutions under state supervision, leaving 4,176 to be cared for by agencies or institutions responsible to no one but themselves. The two agencies receiving state funds are subject to supervision by the State Board of Charities and Corrections. The Louisville and Jefferson County Children's Home, which alone cares for more children than all state institutions, is ^{not} operating along lines unanimously approved by the White House conference 13 years ago. With no correlation between their work and that of other institutions receiving children or agencies dealing with children, they are receiving dependent as well as delinquent children and keeping ^{some of} them for as long as ^{10 years or more.} ~~15 or 16 years.~~ The Masonic Home, caring ^{does not} for nearly 400 children every year, ~~is unable to~~ correlate its educational work with the state requirements. Twenty-nine denominational and 15 non-denominational institutions vary in degrees of excellence from reasonably good ones to such neglect as that described in the story of the Christian Home and School conducted by ^a well meaning but thoroughly incompetent ^a men, and the Nebo Home apparently a fraudulent undertaking, appealing in the name of religion and helpless little children. Certainly some point of ultimate responsibility must be established. What shall it be if not all the people, the official state?

IX. RECOMMENDATIONS

All that any study of child life can accomplish is to give information to the people. Whatever conditions may be, there is little hope of making life better for children in Kentucky, until the people know the present conditions, understand

their inadequacy, and determine to change them. We suggest therefore certain changes, which we believe will bring better and happier lives to Kentucky dependent, neglected, delinquent and defective children. They are simply suggestions, for the people of Kentucky must decide for themselves how long present conditions shall continue.

(1) For all child-caring institutions

Supervision

A department of the state should be responsible for regular and continuing supervision of all institutions and associations receiving or caring for children who are dependent, neglected, delinquent, physically or mentally handicapped. The present powers of inspection and supervision vested in the State Board of Charities and Corrections over institutions receiving state funds, should be extended to include all child-caring institutions, and the work of this Board should be strengthened through an increased staff.

Survey

All institutions in the state need a thorough study and examination of the social, physical and mental condition of their children. On the basis of such a study, all children should be classified, different types segregated, and children transferred to the institutions best equipped for their care. Special attention should be given to dependent children who could be placed in boarding or foster homes.

Health

The State Board of Health should be empowered to establish and enforce minimum health requirements for all institutions. Its services should be utilized for at least semi-annual inspection and examination of all children, unless reports required by local health authorities are made on blanks furnished by the State

Department. More adequate health supervision, and a better system of health records should be adopted by practically all child-caring institutions. The following points at least should be included: (1) Physical examination of each child on admission (2) Isolation on admission and facilities for isolation at any time during their stay. (3) Services of a consulting staff of physician and specialists (4) Mental tests and Wasserman tests for all children before placement in family homes.

Education

All children of compulsory attendance age should have full-time schooling. Dependent and neglected children of normal mentality should attend public schools when possible. Educational work as conducted in institutions should conform in every way to the requirements of the public schools in the locality and should be subject to inspection and supervision by the Department of Education.

The compulsory attendance law should be enforced and private and parochial schools required to conform to the standards of the State Board of Education with regard to length of term, course of study, certification of teachers, and report of truancy to attendance officers.

Educational training should be made available to every blind, deaf, mute and crippled child in the state. To this end such children should be included in the annual school census and reported immediately thereafter to the State Board of Education.

Fire Protection

Minimum standards of the State Board of Fire Prevention should be enforced, and its cooperation secured in at least annual inspection of all child-caring institutions.

(2) Public Institutions

State

Additional facilities for the training of feeble-minded children and custodial care for ^{or} feeble-minded women of child-bearing age should be provided immediately to meet the present emergency, and the development of these facilities should continue thereafter as rapidly as is consistent with a balanced child welfare program.

The Kentucky House of Reform for Girls should be removed from the locality of the House of Reform for Boys, and a State Training School for Girls should be established in some other locality. Industrial education and recreation should be featured and the present health program enlarged and extended.

County and City

The Louisville and Jefferson County Children's Home should employ immediately a number of competent, well-trained people capable of developing and carrying on a ^{comprehensive} big program of parole under recognized standards of social investigation and supervision. The best service it can ^{render} under the present circumstances is to reduce its population to a minimum at the earliest possible moment. In the absence of a juvenile and adult probation system sufficiently developed to prevent children from being sent to the Institution except as a last resort, the Institution has a great responsibility and should make every effort to place children in carefully selected family homes as speedily as possible. Even though mistakes may be made in such placements, the result could not be more disastrous to the children than a long period of confinement in the institution under present conditions. Those portions of the law empowering the Board to admit children without making it a matter of court record and to apprentice them should be repealed.

(3) Private Institutions

The chief needs of the Kentucky Children's Home Society are (1) to increase its facilities for transferring normal children to foster homes as rapidly as is consistent with careful work; (2) to develop a program for transferring permanently defective children to institutions for special care; (3) to either develop or take the initiative in securing the cooperation of another agency in developing boarding-home care for dependent children in need of temporary homes.

The Kentucky Home Society for Colored Children should not only accept but should seek supervision of their work by the State Board of Charities and Corrections, and should make their standards conform to minimum requirements of this board.

All private institutions in the state need to extend their facilities for investigating applications before children are admitted; to provide for more speedy removal of those children who are suitable for placement in family homes; to assign a member of their staff to the technical work of home-finding and supervision or, in conjunction with other social agencies, to employ a person specially trained for this work. Playground equipment and supervised play in charge of a paid or volunteer director, and small libraries, including a few well-chosen periodicals, should be accessible to all children.

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