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FRANCES PERKINS, Secretary

HISTORICAL SUMMARY
OF
STATE SERVICES FOR CHILDREN
IN
OHIO

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FOREWORD

This publication is intended for students of public-welfare administration who wish to understand the development of State welfare programs. Several States were studied, and the report for each State is being issued separately.

Material changes have occurred during the past few years in organization and services in Ohio, but the present program has developed from past experience. Therefore, it seems of value to issue for students of the subject this report of the development of State services for children. The picture given is of Ohio in February 1934, at the time an extended field visit was made to the State, and it should not be understood to represent the present situation.

A Historical Summary of State Services for Children in Ohio

DESCRIPTION OF STATE

Ohio ranked fourth in population among the States of the Union in 1930, with a population of 6,646,697. Great variation existed, however, in the density of population throughout the State, with 2,595 persons to the square mile in Cuyahoga County, which includes the city of Cleveland, and only 25 persons to the square mile in Vinton County. The average density for the whole State was 163 persons to the square mile. Eight cities in the State had populations of more than 100,000—Cleveland, Cincinnati, Toledo, Columbus, Akron, Dayton, Youngstown, and Canton. Several of these cities had an enormous growth in population during the 20 years from 1910 to 1930. Akron, for instance, jumped from 69,067 to 255,040; Cleveland from 560,663 to 900,429; and Toledo from 168,497 to 290,718.

About two-thirds of the population is designated as urban, although only 15 percent is reported as rural-farm. In spite of this large proportion of urban residents, 13 of the 88 counties in the State are classified as rural. The population is predominantly native white, with only 9.7 percent foreign-born and 4.7 percent Negro.

Ohio has from its early days held an important place in the economic and political life of the Nation. According to the latest available official estimate of the national wealth, the State ranked fourth in 1922, with its total wealth estimated at over 18 billion dollars, or \$3,048 per capita. This wealth is largely derived from three sources: agriculture, mineral products, and manufacturing. In 1930 there were 219,296 farms in the State, covering more than 21 million acres of land. The farm property was valued at \$2,012,937,000. In 1931 the State ranked sixth in the value of its crops and livestock (\$272,000,000). In the same year the value of its mineral products (\$130,928,000) placed the State sixth in this respect. However, it was the extensive development of manufacturing that was largely responsible for the rapid growth in population and the increased wealth of the State. In 1931 the State had 9,877 manufacturing establishments, with 506,960 wage earners receiving \$593,025,000. The value of manufactured products for this year was \$3,116,016,000, which placed the State fourth in rank, with only New York, Pennsylvania, and Illinois exceeding it.¹

As a result of these vast manufacturing activities there has been through the years a noticeable shifting from agriculture and rural life to industry and urban life, which was possibly more pronounced than in most States. With the break-down of industry during the economic depression and the resulting unemployment, the social problems of the State have been intensified because of this shift from rural to urban life.

¹ Statistical Abstract of the United States, 1934, No. 56, pp. 262, 542-544, 572, 660. U. S. Bureau of Foreign and Domestic Commerce. Washington, 1934.

STATE AND LOCAL GOVERNMENT

At the time Ohio was admitted to the Union, on February 19, 1803, there were only 16 other States. The State immediately assumed an important position, which it has continued to hold to the present time. The State constitution now in force was adopted in 1851 and is the second one under which Ohio has been governed. The Governor is elected for a 2-year term, as are also his associate officers—the Lieutenant Governor, the secretary of State, the State treasurer, and the attorney general. The State auditor is elected for 4 years. The superintendent of public works is appointed by the Governor for a term of 1 year, and the superintendent of public instruction is appointed for a term of 4 years. The legislature meets regularly in January of the odd-numbered years.²

Ohio completely reorganized its State government in 1921. The 68 separate governmental administrative agencies of the State were reduced to 32, which were assigned to the following eight departments: finance, commerce, highways, and public works,³ agriculture, health, industrial relations, education, and public welfare.⁴

There are 88 counties in the State. Fiscal authority is vested in the board of county commissioners, an elected body composed of three persons who serve for overlapping terms of 4 years. Responsibility for the conduct of charitable and correctional activities is in the process of changing. In 1934 the administration of blind relief, relief of nonresident poor, soldiers' burials, care of the tuberculous, and the general management of the county home were vested in county commissioners. The juvenile court administered mothers' aid in addition to its responsibilities for dependent, delinquent, and crippled children. The soldiers' relief commission administered soldiers' relief, and the board of the children's home managed the children's home and directed local child-placement work. If the county maintains a general or tuberculosis hospital, it is usually under the control of a separate board.⁵ Townships are required to provide for residents living outside cities, and cities are responsible for their own poor. Township and city provision for the poor commonly includes the care of dependents in their own homes, medical and surgical treatment, and the burial of indigents.⁶

DEVELOPMENT OF STATE WELFARE ADMINISTRATION

BOARD OF STATE CHARITIES

In 1867⁷ the Ohio Legislature provided for the appointment of a board of State charities composed of five persons appointed by the Governor for overlapping terms of 3 years. This board was to investigate the whole system of the public charitable and correctional institutions of the State and to recommend such changes and additional provisions as were deemed necessary for their economical and

² Constitution of Ohio, art. III, sec. 1; art. VI, sec. 4; art. VIII, sec. 12; General Code 1932, sec. 35.

³ Separated into two departments in 1927 (Laws of 1927, p. 478).

⁴ Laws of 1921, p. 105 (General Code 1932, sec. 154-3).

⁵ County Welfare Organization in Ohio, p. 5. Ohio Institute, Columbus, 1928.

⁶ *Ibid.*, p. 19.

⁷ Laws of 1867, p. 257.

efficient administration. The board was to receive only actual traveling expenses incurred in the course of the work. Before funds were made available in 1869⁸ for employment of a secretary, the board was dependent for secretarial work upon the part-time assistance of the chaplain of the State penitentiary. This board was abolished in 1872,⁹ but in 1876¹⁰ a board with similar duties was created.

From its beginning the board of State charities was concerned with the management of all State institutions and of all county or municipal institutions caring for dependent, delinquent, and physically and mentally handicapped persons. State institutions were visited annually by members of the board, and the secretary inspected many jails, workhouses, and infirmaries throughout the State. In its annual reports the board made valuable suggestions as to desirable changes in the welfare program of the State and published statistics obtained from the institutions under its supervision. The board was especially concerned about the lack of provision for dependent children and, therefore, it encouraged the development of county children's institutions. At times this interest in the needs of children extended to visits to private institutions caring for children, although the board was given no responsibility for supervision of private charities.

In 1898¹¹ the need for State-wide information as to public relief was recognized, and the board was authorized to obtain information and statistics from all persons responsible for administration of public funds for relief or maintenance of the poor. During the next 15 years legislation was enacted giving the board power to call conferences of officials and agencies concerned with welfare problems, to visit and inspect all associations receiving children committed by the juvenile courts, and to pass upon all applications for incorporation made by associations organized to care for children.¹² Responsibility was also given to the board to collect from persons legally responsible the cost of support of persons committed to State institutions for the insane, the feeble-minded, and the epileptic.¹³

The year 1913 marks the most significant development in the work of the board, when it was given authority to accept guardianship of dependent children and to license and supervise the work of all agencies and institutions caring for children. A children's welfare department was established at this time to carry out these new responsibilities.¹⁴ A commission to codify and revise the laws of Ohio relative to children, appointed by the Governor in 1911, was largely responsible for this enlarged State program as well as for a comprehensive revision of the statutes affecting children.¹⁵

STATE BOARD OF ADMINISTRATION

Before 1911 State institutions were administered by a board of trustees for each institution. All institutions were inspected by the State board of charities and for a few years by a committee of

⁸ Laws of 1869, p. 34.

⁹ Laws of 1872, p. 10.

¹⁰ Laws of 1876, p. 165.

¹¹ Laws of 1898, p. 105.

¹² Laws of 1913, p. 866 (General Code 1932, sec. 1352-2).

¹³ Laws of 1910, p. 157.

¹⁴ Laws of 1913, p. 864.

¹⁵ Laws of 1911, p. 123.

women visitors appointed annually by the Governor,¹⁶ but each institution was an independent agency. Central control of institutions began in 1911 with the creation of the Ohio Board of Administration and the abolishment of all boards of trustees of the 18 State institutions.¹⁷

The board consisted of four persons (not more than two belonging to the same political party), appointed by the Governor for overlapping terms of 4 years. This was a paid board, each member receiving traveling expenses and a salary of \$5,000 a year. The board was given complete control over all the institutions, appointing the superintendents and fixing the number and the salaries of the personnel of the institutions. The law provided for a central purchasing plan and for the appointment of a fiscal supervisor.

As part of the new State program for children, a bureau of juvenile research was authorized in 1913.¹⁸ It was put under the administration of the board of administration, probably because a small institution was planned as part of the equipment of the bureau. This classification of the bureau as an institution has persisted, although the institutional aspect of the bureau's work would be a minor factor if a State-wide mental-hygiene program for children were in operation.

REORGANIZATION OF STATE GOVERNMENT

Following the example of several other States, Ohio reorganized its State government in 1921, vesting complete executive powers in the Governor and creating eight administrative departments, each under the administration of a director appointed by the Governor, with the advice and consent of the senate, to hold office during the pleasure of the Governor. In the department of public welfare created by the administrative code¹⁹ were placed all the welfare services of the State, including the administration of all State institutions and the administrative and supervisory services previously under the board of State charities. The Ohio Commission for the Blind was incorporated in the department, but the board of administration, the State board of clemency, and the board of State charities were abolished. The director of the department of public welfare was made a member of the Governor's cabinet and as such was expected to be in close touch with the other seven departments of the State government.

The administrative code did not attempt to prepare a detailed outline of organization for the different departments, and the work within the department of public welfare developed along the lines of each of the administrative units incorporated into the department. In 1927 a joint legislative committee was appointed on resolution of the general assembly²⁰ to appraise the accomplishments of the government under the code and to recommend desirable changes. This committee, known as the joint committee on economy in public service, employed technical advice and assistance to study the activities of the State government and submitted a report in 1929.

The committee proposed a different form of organization within the department of public welfare, which it believed would coordinate

¹⁶ Laws of 1908, p. 349.

¹⁷ Laws of 1911, p. 211.

¹⁸ Laws of 1913, p. 175 (General Code 1932, sec. 1841-2).

¹⁹ Laws of 1921, p. 124 (General Code 1932, sec. 154-57).

²⁰ Laws of 1927, p. 524.

the institutions and provide a liaison between the institutions and the director of public welfare. It was felt that a department as large as this one, with such varied interests and with such diversified activities, justified an assistant in general administrative direction. This assistant director of public welfare should be the highest type of technical administrator, appointed and retained for merit alone, who would be the prime means of providing continuity of policy through changing administrations.

Four divisions were suggested:

(1) The division of administration, directed by the assistant director, which would include as bureaus the present fiscal, executive, agricultural, manufacturing, and sales divisions as reorganized, and the support bureau, and would give attention to questions of institutional management that apply to different classes of institutions.

(2) The division of mental hygiene, directed by an expert in psychiatry and administration of hospitals for the mentally diseased, which would have charge of the hospitals for the insane, the institutions for the feeble-minded and the epileptic, and of the State's program in the prevention and treatment of mental disease and mental deficiency.

(3) The division of corrections, under the direction of a specialist in penal administration, which would have jurisdiction over the administration of the penal laws of the State and the operation of prisons and reformatories.

(4) The division of charities and child care, which would be an expansion of the present division of charities and would include responsibility for the operation of the industrial school for boys and the industrial school for girls.²¹

A few of the minor administrative changes proposed by this committee were adopted by the department in 1929, but with the change of administration in 1931 the plans for establishing a division of corrections and a division of mental hygiene were not put into operation.

It has been the opinion of many persons in Ohio that the State administrative plan should be modified to allow the appointment of an unsalaried nonpartisan board to control the department of public welfare and to appoint the director, similar to the organization of the department of social welfare in New York. Such a plan was proposed by the director of the department who served from 1923 to 1929 and by a commission appointed by the Governor in 1930 to study the welfare situation in the State.²²

It was the opinion also of the joint committee on economy in public service that such a plan should be given consideration, with the further provision that the chairman of the board sit in the Governor's cabinet. In order that continuity in service and freedom from political interference should be assured to the department under the present organization, the joint committee also recommended that the assistant director and the heads of the other three divisions proposed (division of charities and child care, division of corrections, and division of mental hygiene) be appointed and retained under civil-service procedure solely on the basis of merit.²³

None of the plans for reorganization in methods of appointing the directing staff of the department was adopted by statute, but the importance of appointing persons with professional training has been recognized by the State civil-service commission.

²¹ Report of Joint Committee on Economy in the Public Service; part V, Public Welfare and Health, pp. 10-11. Columbus, 1929.

²² Complete Report of the Welfare Advisory Commission (appointed by the Governor to make a study of the general welfare situation in Ohio), p. 5. Ohio Department of Public Welfare, Pub. No. 31. Columbus, 1930.

²³ Report of Joint Committee on Economy in Public Service; part V, Public Welfare and Health, pp. 11-12. Columbus, 1929.

THE DEPARTMENT OF PUBLIC WELFARE

ORGANIZATION

The department of public welfare is headed by a director appointed by the Governor with the consent of the senate to hold office during the pleasure of the Governor. There is no board, either administrative or advisory, attached to the department; hence the entire responsibility rests with the director. No qualifications are set by law for the position of director, but a proposed civil-service classification included the following qualifications, although the position is not subject to civil-service rules: "Either (1) education equivalent to that represented by graduation from a college or university of recognized standing, with specialization in social sciences, and 10 years of experience in the work involving management, organization, and/or investigation in the field of public welfare, or (2) any other equivalent combination of education and experience; wide knowledge of the administrative problems of public welfare and of the scope of service of the various divisions within the department; administrative ability; initiative; good judgment; good address."²⁴ In spite of these specifications, there seems to have been no general recognition in Ohio of the need for appointing a professionally equipped director for the department of public welfare.

The director is appointed for a term of 2 years, but the actual period of service of directors who have held office during the 12 years of the department's existence has been influenced greatly by changes in administration. Of the four directors who have been appointed during this time, one held office for 6 years, two held office for 2 years, and the director at the time of this study was serving his second term of 2 years.

According to the administrative code of 1921,²⁵ the director of each department in the State government was authorized to establish divisions within the department and to consolidate or to abolish any divisions named in the code. In addition to the commission for the blind and the newly created board of pardon and parole, which became a part of the department, the code named three officers for the department of welfare—the fiscal supervisor, the superintendent of charities, and the superintendent of pardon and parole. It was stipulated that each of these officers should be head of a division. However, at no time since the reorganization have all these officials and their respective divisions been in operation exactly as the code provided. The division of charities, directed by the superintendent of charities, has continued since 1921, but the "fiscal supervisor" was known in 1934 as the chief of the division of business administration. The board of pardon and parole with its superin-

²⁴ Proposed Classification and Compensation Plan of the State Service of Ohio, p. 158. Ohio State Civil Service Commission. Columbus, 1931.

²⁵ Laws of 1921, p. 107 (General Code 1932, sec. 154-8).

tendent was succeeded by a board of clemency in 1923,²⁶ and this in turn was succeeded by the board of parole in 1931.²⁷ Six additional divisions or bureaus have been set up, either by statute or by administrative order, namely, executive division, division of manufacturing and sales, bureau of examination and classification, bureau of criminal identification and investigation, division of probation and parole, and the bureau of juvenile research.

The directors of the divisions or bureaus, and the superintendents of the State institutions are directly responsible to the director of the department. Only four of these administrative units—the division of charities, the bureau of juvenile research, the commission for the blind, and the division of probation and parole—were primarily providing services outside the State institutions in 1934.

ACTIVITIES OF THE DIVISIONS AND BUREAUS ^{27a}

GENERAL ADMINISTRATION

Executive Division.

This division is under the direction of the executive secretary, who serves the director in the general administration of all activities of the department. The division is responsible for collecting statistical data from the State institutions showing the movement of population, the reasons for admission, and other pertinent information with respect to wards of the State. It is responsible for the transfer of persons from one institution to another, when the needs of inmates require such action, as well as for the removal to their State of residence of nonresidents found to be insane and in need of hospital care. The chief clerk of the department is in this division.

Division of Business Administration.

This division is responsible for buildings, grounds, and other properties connected with the State institutions and agencies under the control of the department of public welfare. It supervises the accounting and storekeeping systems of the institutions and agencies and works with them for the purpose of obtaining efficient business management. All duties assigned by law to the fiscal supervisor have been transferred to the chief of this division, who also serves as assistant director for the department. This division has general supervision over the work of the support bureau, which has charge of collections for the support of all persons committed to State hospitals for insane, the hospital for epileptics, and the institutions for feeble-minded. The support bureau was originally placed in the division of charities, but in 1929 it was transferred to the division of business administration. The staff of the division in 1934 was largely clerical, but the support bureau was in charge of a chief assisted by three field workers.

BOARD OF PAROLE

The board of parole is composed of four persons appointed by the director of public welfare, with the approval of the Governor, for

²⁶ Laws of 1923, p. 327.

²⁷ Laws of 1931, p. 589.

^{27a} It must be remembered that the statements in this report refer to conditions existing in Ohio in February 1934, when the Children's Bureau representative visited the State.

overlapping terms of 4 years. The board is a salaried group, not more than two members belonging to the same political party. Each member receives a salary of \$6,000 annually. Sole power is given to the board to determine the advisability of parole and final release of prisoners from penal or reformatory institutions.²⁸

COMMISSION FOR THE BLIND

The Ohio Commission for the Blind created in 1908²⁹ was made a part of the department of public welfare at the time of the reorganization in 1921, although the provision for a commission of six members was retained. Five of these commissioners are appointed by the Governor, and the sixth is the superintendent of the State school for the blind. The term of office is 5 years, and one appointment is made each year, but the report of the department for 1931 indicated that appointments had been allowed to lapse and the commission was rarely called together. The professional staff of the commission in 1934 consisted of an ophthalmologist, a supervisor, and four nurses in the conservation of vision department; a supervisor and six home teachers in the home-work department; and an executive secretary. In addition to a clerical staff, the commission also maintains a sales staff, as products made by the blind are disposed of through the commission. The conservation of vision department cooperates closely with the division of handicapped children of the department of education in selecting children for sight-saving classes and when advisable will plan clinics for children with defective vision.

DIVISION OF CHARITIES

In the division of charities are lodged most of the supervisory and administrative responsibilities that before the reorganization of government had been vested in the board of State charities. Although the major duties of this division have to do with the welfare and protection of children, the division also has certain responsibilities for conditions in county homes, jails, and workhouses throughout the State. From 1930 to 1933 a bureau of county consultation was maintained, through which assistance and advice were given to local administrative units.

In 1933 the superintendent of this division took advantage of the provision in the statute permitting the appointment of an advisory board.³⁰ The board is appointed by the director of the department of public welfare, with the approval of the Governor, and serves without compensation, although actual and necessary expenses in connection with its services may be paid. The advisory board in 1933 was composed of five members, including representatives from a public agency for children, a private agency for children, the Ohio Institute, the State university, and a juvenile court. The board held meetings at irregular intervals, frequently meeting bimonthly for the discussion of policies and plans for the division. The board has no administrative authority.

In addition to the superintendent of charities, the professional staff during 1933 consisted of 3 bureau chiefs, 24 social workers, 6 nurses, and for part of the year a county consultant.

²⁸ Laws of 1931, pp. 585-593.

²⁹ Laws of 1908, p. 362; Laws of 1924, p. 124 (General Code 1932, sec. 154-58.).

³⁰ General Code 1932, sec. 154-15.

The division had been organized on a specialized basis, with three bureaus (the child-care bureau, the crippled children's bureau, and the institution-inspection bureau) each headed by a chief. Beginning April 1, 1934, a more general program was developed by combining the child-care and the institution-inspection bureaus. The crippled children's bureau continued, however, as a specialized activity. Under the old plan the child-care bureau operated on a district plan, whereas the institution-inspection bureau did not. The new plan reduced the number of districts from five to four and provided for generalized services to children's institutions and to individual children. It is felt that by so doing the work of the two former bureaus will be more closely integrated, and that workers from the State department will feel a keener interest in community organization within the district.

In addition to the central district, there are three predominantly rural districts, each of which includes from 20 to 30 counties. To each district are assigned 4 to 6 workers, who are responsible for the care of approximately 150 State wards and for supervision of about 30 institutions. The plan for the metropolitan district, which includes counties with large cities, involves cooperation with councils of social agencies. The agents assigned to this district also serve as consultants to the other districts. The division has never maintained district offices and does not do so under the new plan. All records will be kept in the central office, under the direction of district secretaries, and members of the staff will continue to make biweekly trips to the central office to attend conferences and to dictate records.

The plan recognizes the need for adding specialists to the staff to serve as consultants, as well as the need for appointing an assistant superintendent under civil-service regulations. In 1934 the certification of institutions, the supervision of jails, workhouses, and county homes, as well as certain business details in office management, were the responsibility of the former chief of the institution-inspection bureau.

BUREAU OF JUVENILE RESEARCH

The bureau of juvenile research is the only State agency, other than the hospitals for the insane and the institutions for the feeble-minded, that is concerned with a mental-hygiene program. Some out-patient service for mental cases, largely for adults, is given by the State hospitals through clinics and by the social workers employed by one of the hospitals. The bureau was authorized by the general assembly of 1913 and established in July 1914 "for the purpose of mental, physical, and other examination, inquiry, or treatment" of children committed to it by the juvenile courts or referred to it by the division of charities or other public and private agencies or individuals.³¹ Its work is therefore entirely concerned with children.

The professional staff of the bureau in 1934 consisted of the director, who was a psychologist, four assistant psychologists, and one physician. In addition, there were two psychologists who were considered members of the staff but who were assigned for full time to the two State schools for delinquent children and whose salaries were

³¹ Laws of 1913, p. 175 (General Code 1932, secs. 1841-3 and 1841-5).

paid by the schools. Six students from the State university, representing the fields of medicine, sociology, psychology, and special education, assisted the staff during the year, receiving maintenance in addition to some practical experience. The appropriation for 1934 was about \$45,000, of which \$35,000 was a direct appropriation to the bureau for personal service, and \$10,000 was an appropriation to the department of public welfare to meet maintenance costs of the home in which children are placed during a period of observation. This represented reductions of about 45 percent in personal service and 25 percent in maintenance from the appropriation of 1931 and necessitated a considerable reduction in service.

DIVISION OF PROBATION AND PAROLE

This division, which was organized in 1929, is responsible for supervision of parolees from the three penal institutions for men. Paroled persons from the Ohio Reformatory for Women and from the industrial schools for boys and for girls are under the direction of the institutions. The division is also responsible for supervision of the probation system of the State. Its work in the field of probation is primarily for adults, and little has been done in juvenile probation. It collects and publishes statistics on probation, but limitations in staff have prevented the development of a constructive probation service. In addition to the chief of the division, the staff in 1934 included a supervisor of parole and 24 parole officers.

BUREAUS SERVING THE PENAL INSTITUTIONS

Bureau of criminal identification and investigation.

This bureau was organized for the purpose of centralizing identifying data regarding persons convicted of felonies, and all known and habitual criminals, as well as for the purpose of providing assistance to local law-enforcement officials in investigating crimes. The bureau has been handicapped by its small employed personnel (prisoners do practically all the routine work), with the result that the work of investigation has been neglected, although the work of identification has been highly developed.

Bureau of examination and classification.

This bureau gives psychometric and psychiatric examinations to inmates referred to them by the penal institutions. Although at various times psychological tests have been given to all new inmates of an institution, the staff of the bureau is too small to do this as a routine. In addition to a psychiatrist and two psychologists, the bureau employed a sociologist, who interviewed the inmates and obtained information from relatives regarding the social problems of the families. As the bureau has no field staff, most of this social information is obtained through correspondence.³²

DIVISION OF MANUFACTURING AND SALES

This division, which employed a manager and a clerical staff in 1934, is responsible for the development of prison industries in the penal institutions of the State and for the disposal of goods manufactured as a result of these industries. This is the only division of

³² The bureau of examination and classification was abolished on July 1, 1935, after this study was made.

the State government that is self-sustaining and for which no appropriation is required. Receipts from sales are deposited in a rotary fund in the State treasury and are used to continue the work and to compensate employed prisoners.

ADMINISTRATION OF INSTITUTIONS

The organization of the department of public welfare has tended to improve the administration of institutions, without developing preventive and follow-up services correspondingly. Some provision is made for parole from penal and correctional institutions, but extra-institutional services from the hospitals for the mentally ill are very limited, and practically no such service is available in connection with the institutions for the mentally deficient.

The department of public welfare has complete authority over the management of 21 State institutions.³³ This comprises all the State institutions, with three exceptions: The State school for the deaf, the State school for the blind, and the soldiers' and sailors' orphans' home. The director of the department appoints the superintendents of the institutions under civil-service regulations and fixes their salaries in accordance with available appropriations. Each superintendent is responsible for the proper administration of his institution. Every effort has been made to avoid political influence in institutional administration, and to a great extent this has been accomplished, for vacancies in the institutions are often filled by promotion. Within each institution the superintendent has the power to appoint staff members in accordance with civil-service regulations.

The department of public welfare regulates the admission and discharge of institutional inmates in accordance with institution facilities. Inmates may be transferred from penal institutions to the institution for the criminal insane if their condition warrants such transfer, and children may be transferred from either of the industrial schools to institutions for the feeble-minded. However, it is necessary to have new commitments when children reach the age of 21, as commitment to the industrial schools does not hold after majority.

Fiscal control of the institutions is vested in the department of public welfare and the department of finance. Institutions submit budget estimates for the coming biennium to the director of the department of public welfare, who approves them and transmits them to the department of finance for final approval before submitting them to the Governor for inclusion in the State budget presented to the legislature.³⁴

The department of public welfare, as well as other State departments, has been faced with a real difficulty as a result of action taken by the legislature in 1928. At that time the date for closing the fiscal year was changed from June 30 to December 31. This has meant that for the period between the close of the biennium and the time that the legislature makes an appropriation no operating funds have been available. It has been the practice of the legislature to pass a partial or emergency appropriation early in the session to

³³ General Code 1932, secs. 154-57 and 1835.

³⁴ General Code 1932, secs. 154-33, 154-57, 1835, and 1854.

permit the departments to function, but in 1933 the failure of the legislature to make a sufficient emergency appropriation hampered the department greatly and all but discontinued the work of the division of charities for several months.

The division of purchases and printing in the department of finance is responsible for the purchase of supplies and equipment and the superintendence of telephone and telegraph service for all departments and institutions of the State. In accordance with the statutes, supplies and equipment are purchased through competitive bidding unless the superintendent of purchases and printing grants a special release to an institution, permitting it to make purchases direct.³⁵ Blanket releases are commonly granted to State institutions for the purchase of perishable goods, emergency repairs to machinery, and other items where "time is the essence of the contract."

During the years 1929 and 1930, Ohio operated under what was known as the "lump sum" appropriation system, the amounts being appropriated in a lump sum for personal service and maintenance to the respective State departments, and then allotted by the director of finance on a quarterly basis.³⁶ The system was not satisfactory to the department of public welfare, as it was felt that too much responsibility was placed in the hands of the director of finance. In 1931 the legislature and the director of finance abandoned the lump-sum system and readopted the budget system used prior to 1929.

The director of the department controls construction of all buildings at State institutions. He passes on plans and coordinates, insofar as possible, building plans in the different institutions. A consulting engineer and assistant are employed by the department to advise with the institutions on engineering problems.

The director of the department is required by law to visit the institutions, but the policy has been to rely upon the reports of the various bureaus, divisions, or specialists serving the institutions, although the director keeps in close touch with their general administration. The assistant director, who also serves as chief of the division of business administration, controls fiscal policies. An agriculturalist advises on problems of farm management and takes the initiative in suggesting improvements in farm policies. The division of manufacturing and sales is responsible for the industrial programs of the institutions, particularly penal institutions. Within the department there is no definite schedule for visits to the institutions, but as much time is spent by the different agents as is needed for investigation and consultation.

Only two of the institutions administered by the department of public welfare serve children only, the girls' industrial school and the boys' industrial school, although children are admitted to the institutions for the feeble-minded and epileptic, to the sanitarium for the tubercular, and occasionally to the hospitals for the insane. The staff of the division of charities, at the request of the director of the department, makes occasional visits to the girls' industrial school and gave considerable assistance at one time when the institution was in difficulty. The division of charities also assisted the

³⁵ General Code 1932, secs. 154-33 to 154-35, 1847, and 1849.

³⁶ Ninth Executive Budget of Ohio, 1931-32, pp. 15 to 21.

parole division of the boys' industrial school by accepting a group of homeless boys for placement through the bureau of child care.

PUBLICATIONS AND EDUCATIONAL ACTIVITIES

From its inception the Ohio Board of State Charities had as one of its purposes to promote understanding of the welfare program of the State. In addition to its annual report, the board published a quarterly bulletin called the Ohio Bulletin of Charities and Corrections. After the reorganization of the department of public welfare the division of charities published the Ohio Welfare Bulletin (first quarterly and later bimonthly), with news of division undertakings and short articles of professional interest and social interpretation. The division publishes in one of the numbers of the bulletin statistics relating to the institutions, agencies, and welfare services under its supervision. Special publications have been prepared from time to time, such as the following: Suggested Minimum Standards for Child-Caring Institutions, Child Placing in Ohio, Ohio Manual on Boarding Children in Private Homes, The Crippled Child, Minimum Standards for Day Nurseries in Ohio. Short pamphlets and dodgers of a popular nature have also been prepared for more general distribution.

An annual report is prepared by the department of public welfare, which includes reports of the various divisions and statistics from State institutions. Each institution or division of the department compiles the statistics relating to its service, and no plan has been made for statistical research under expert direction. The development of a research service which could assist in developing and analyzing the records of these administrative units and make the social information they contain available to the public would be of great value to the State.

The department employs all the usual devices for informing the public about its work, including newspaper articles, radio broadcasts, and addresses by members of the staff to groups throughout the State. Exhibits have been prepared for presentation at the State fair and the State conference of social work. The department also cooperates with the State conference of social work and the Ohio State University in an annual State conference of social work. A series of regional conferences were held in 1928, 1929, and 1930. The district welfare conferences held in 1930 included every county in the State. A fourth series of 14 conferences was planned for 1931 but these were given up, and the plan was not reinstated.

PERSONNEL OF THE DEPARTMENT

APPOINTMENTS AND QUALIFICATIONS

With the exception of the director, the chief of the division of business administration, the superintendent of charities, the secretary of the board of parole, and three other positions which the director may exempt from civil service by executive order,³⁷ all members of

³⁷ In 1934 these were the director's personal secretary, an investigator for the board of parole, and the superintendent of the bureau of criminal identification and investigation.

the staff, including institutional superintendents and employees, are under the classified civil service of the State. The director of the department is appointed by the Governor with the advice and consent of the senate. The chief of the division of business administration and the superintendent of charities are appointed by the director of the department. The director also appoints the members of the board of parole, subject to the approval of the Governor, but the board of parole appoints its own secretary.

Civil service throughout the State, counties, and cities was established in Ohio in 1913.³⁸ The civil-service commission consists of two members appointed by the Governor, with the advice and consent of the senate, for terms of 4 years. No qualifications are prescribed for these two commissioners except that they shall belong to different political parties and shall be "persons of recognized character and ability to serve."³⁹

The commission has made a practice of consulting the division heads when examinations are held to fill positions requiring special aptitudes and technical training. Sometimes the commission is aided in drawing up the examination. The three persons ranking highest in the examination are then certified for appointment. Examinations are held for promotions, and discharge can be for cause only, as tenure is defined as being during good behavior and efficient service. In all cases of removal the appointing authority must furnish the employee with a copy of the order of removal and with reasons for the action, giving him a reasonable time in which to make and file an explanation. There is also provision for appeal and hearing.

The civil-service classification of positions for the professional staff of the department of public welfare recognizes the need for special training and experience.⁴⁰ For all supervisory and administrative positions in the division of charities, education equivalent to graduation from a college of recognized standing with specialization in the social sciences is required, except for lower supervisory positions, for which graduation from high school and 2 years' training in a school of social work will be acceptable if a longer period of professional experience is substituted. For case workers a similar educational background is desired, but graduation from a standard high-school course and 2 years of successful professional experience as a social case worker in an agency of recognized standing will be accepted as a substitute.

The professional experience required of persons appointed varies with the degree of responsibility involved. Bureau chiefs must have had 5 years of successful professional experience with 2 years of specialized experience in case work, in institutional administration, or in orthopedic work, depending upon the type of work undertaken by the bureau. For institution inspectors and for supervisors 2 years of successful professional experience in social work in an agency of recognized standing are required. Experience in a child-caring agency is required of the supervisor in the bureau of child care. Professional experience is not required of case workers unless

³⁸ Conover, Milton: Merit System of Civil Service in the States. American Political Science Review, vol. 19 (1925), pp. 544-560.

³⁹ General Code 1932, sec. 486-5.

⁴⁰ Proposed Classification and Compensation Plan of the State Service of Ohio, pp. 83, 94, 163, 233, 399. Ohio State Civil Service Commission, Columbus, 1931.

it is offered in place of academic training. Civil-service requirements are weakened by the provision that for all positions "any other equivalent combination of education and experience" may be offered as an alternative.

The requirements also include certain general knowledge in a specified field as well as certain personal qualifications. Included with the requirements for positions in the classified service are qualifications for positions filled by appointment by the Governor or by the director of public welfare.

The qualifications of the staff of the department in 1934 varied considerably, although in general the positions were filled by persons well qualified by experience or education or both. It has been the custom to promote to more important positions persons who have served successfully in a minor capacity, with the result that many employees have served the department for many years.

Within the division of charities a real effort has been made to maintain high personnel standards. The superintendent in 1934 was formerly a member of the staff of the division and during the period between her former work there and her employment as superintendent she was for several years a member of the staff of the Child Welfare League of America. As a result she had wide knowledge of practices in other States and brought broad experience to the department.

With few exceptions the staff members were college graduates, several having had professional training in social work. Recent appointments to the staff were made from the training institutes that were carried on a few years ago, when college graduates were trained in the division and paid a small salary during the training period. The division has consistently encouraged staff members to undertake professional study whenever this was possible.

SALARY SCALE

Salaries within the department of public welfare have never been high. As there have been reductions during recent years basic salaries only will be quoted. The salary of the director of the department established by the administrative code is \$6,500 a year,⁴¹ which corresponds favorably with the salaries of similar officials in other States and is the same as the salaries received by the directors of other State departments in Ohio. Salaries of some division directors are also established by the code. The superintendent of charities received \$4,000 a year,⁴¹ which is reasonably comparable with the salaries paid similar executives in public and private agencies.

The salaries of staff members in the division of charities are low in comparison with the salary range recommended by the civil-service commission for these positions and for the responsibilities they involve. Two bureau chiefs received \$2,800 a year and a third \$2,100; four supervisors received \$2,000 and one only \$1,600 because the salary had not been raised when the worker was promoted from field agent to this position; three institution inspectors received \$2,000 and a fourth \$1,800; a social investigator received \$2,000; one field agent received \$1,800 and 12 received \$1,600; the two nurses in the child-care bureau received \$1,500 and the four orthopedic nurses

⁴¹ General Code 1932, sec. 2250.

received \$1,620; the two physicians who gave only part-time service received \$1,200 and \$960 respectively.

The civil-service commission recommended a salary range of \$3,240 to \$3,480 a year for the three bureau chiefs. No recommendation was made as to compensation of supervisors, but salaries for institution inspectors ranged from \$2,040 to \$2,400. For field agents, classified as social workers by the civil-service commission, salaries from \$1,440 to \$1,800 were recommended. Salaries of graduate nurses ranged from \$1,320 to \$1,680 and of orthopedic nurses from \$1,560 to \$1,920.

In spite of the low salaries there has been relatively little turnover among the members of the division staff. The three bureau chiefs had been in the division 13, 12, and 9 years, respectively, although one had served in the present capacity only about 5 years. Among the supervisors two had been with the division 14 years, one 10 years, and two 6 years. The institution inspectors had all had long terms of service—16, 14, 12, and 9 years, respectively. One field agent had been a member of the staff for 15 years, and three for 12 years. One nurse in the bureau of crippled children had been with the department 15 years, one 9, one 6, and one 5 years. The social investigator had served 15 years.

STATE SERVICES FOR CHILDREN ^{41a}

DEVELOPMENT OF LOCAL PUBLIC-WELFARE SERVICES

The division of charities is the State agency that has done most to develop satisfactory local welfare services. Under the board of State charities inspections were made and advice was given to local officials as to conditions in county and municipal homes (almshouses) and in county and municipal jails and workhouses. These institutions for adults were inspected regularly by the division of charities until 1933, but a reduced budget made necessary certain changes. One person in the division was available in 1934 for advice and consultation, but regular inspections had been discontinued.

The division is authorized to obtain statistics from officials granting aid to the poor but has no general authority for supervision of public relief. In 1930 a public-welfare consultation service was established and functioned until the spring of 1933, when a reduced appropriation caused its discontinuance. Studies were made of the relief situation in a number of the counties of the State and assistance was given in organizing the resources of these counties. During 1931, 51 municipalities, 23 counties, and 48 townships were visited in order to carry out the provisions of the Pringle-Roberts bill, which permitted political subdivisions to issue bonds for poor relief. This law placed upon the department of public welfare the responsibility for determining the need for such funds before a bond issue was authorized by the tax commission.

In 1934 the department of public welfare had no responsibility for the administration of unemployment relief. The division of charities had, however, cooperated closely with the State relief administration in the development of county programs. It had set up standards for personnel and had certified qualified workers for employment in county relief departments.

From 1925 to 1929 the division of charities through a bureau of probation supervised ⁴² probation throughout the State for juvenile courts as well as for courts for adults. During this time statistics were obtained from the juvenile courts. With the creation of the division of probation and parole this bureau was discontinued. Although no organized work has been done with the juvenile courts since 1928, the division kept in constant touch with the courts through its services for State wards. The division had no responsibility for supervision of mothers' aid, which was administered by the juvenile courts, but close cooperation has been maintained with the State organization of mothers' aid executives, and statistics of mothers' aid have been reported by the courts.^{42a}

^{41a} It must be remembered that the statements in this report refer to conditions existing in Ohio in February 1934, when the Children's Bureau representative visited the State.

⁴² Laws of 1925, p. 423 (General Code 1932, sec. 1871-1).

^{42a} Under the Social Security Act, Federal funds are made available to assist the States in the development of aid to dependent children, and Ohio is participating in this program.

The department of public welfare has had little responsibility for the county organization of welfare work. In 1921⁴³ a law was passed empowering counties to appoint county boards of child welfare to provide care for dependent children through placement in family homes or otherwise. This law supplemented the provision enacted in 1866⁴⁴ by which counties were authorized to establish county homes for children and provided that with the approval of the department of public welfare a county child-welfare board consisting of four members might be appointed when "in the judgment of the county commissioners the best interests of the dependent wards of the county will be subserved thereby." The law is permissive and is limited to child care. Its purpose has from the beginning been to furnish a substitute for county children's homes in counties where none existed or where it was desired to discontinue a home. Six counties had taken advantage of this legislation by 1934 and had organized county child-welfare boards. Four other counties were functioning under the provisions of the law regarding county welfare boards, although in these counties the board has continued to be known as the board of trustees of the county children's home.

The division of charities has in the past supervised the work of the county child-welfare boards through the institution and inspection bureau, but this supervision has become a part of the general district program. The division has stimulated the further development of these boards, because it has recognized that the development of local agencies for the care of children was essential to the State program if the State service was not to be overbalanced by its activities for direct care.^{45a}

Several proposals have been made during recent years for reorganization of local public-welfare services in Ohio. Some of these proposals have been presented to the legislature but have not been approved. All the plans proposed have had as their major purpose to consolidate under a county department of public welfare all relief functions, which are at present divided between the township trustees and the county commissioners. Another duty proposed for this department is the administration of county institutions and other welfare services. Most of the plans for a county department have been concerned solely with the consolidation of existing services and have failed to extend the responsibility of the county for services to children. The need for State supervision and for obtaining financial assistance from the State in order that counties with limited resources could employ qualified workers was not generally recognized in these plans.

CARE OF DEPENDENT CHILDREN

CHILDREN COMMITTED TO THE DIVISION OF CHARITIES

A law passed in 1913⁴⁵ gave the board of State charities, later known as the division of charities, authority to receive as its wards dependent or neglected minors and, when willing to receive them, delinquent minors also. In addition the board was authorized to

⁴³ Laws of 1921, p. 533 (General Code 1932, sec. 3092).

⁴⁴ Laws of 1866, p. 45.

^{45a} Under the Social Security Act, Federal funds are made available to assist the States in developing local child-welfare services for children, and Ohio is participating in this program.

⁴⁵ Laws of 1913, p. 867.

care for such children as it consented to receive by transfer from district or semipublic homes or any institution entitled to receive children from the juvenile court.

The original law provided for an extensive child-placing program; all expenses for care were to be paid by the counties, but the State was made wholly responsible for services. The State has continued to accept children from the rural counties, but gradually the urban counties are being persuaded to accept full responsibility and to provide care for children belonging to them. In Hamilton County (including Cincinnati) and Cuyahoga County (including Cleveland) the beginning was made by arranging that the county children's agency carry the whole load of service and expense, although commitments were made to the division of charities in order that county money could be obtained for care through the usual channels. Later, responsibility for the children was returned to the counties, thus entirely relieving the State of more than 1,000 wards. In Lucas County (including Toledo) the State was still holding commitments, and service was maintained by the county, but the plan was to transfer these commitments to the county within the near future. In four other counties (Butler, Clark, Montgomery, and Trumbull) county resources have been developed so that it has been possible to return some 135 children to them. The result of the policy of pushing responsibility back on the local public departments was a 43-percent drop in the number of children under care from November 1929 to January 1934. It was the hope of the division then that the new plan for organization also would result in the development of additional resources in the counties for the care of normal dependent children so that in the future there would be referred to the State department only those children with special problems who, if proper plans are to be made for them, need the larger resources of the State.

Although the division may receive children on either temporary or permanent commitments, the plan of 1934 was to use temporary commitments for all children. These commitments must be renewed every year if the children remain under care. For children placed in permanent foster homes the division may eventually request a permanent commitment. As this policy has not always been maintained, the department has found itself burdened with permanent commitments, which apparently had to be carried until the children became of age. A ruling of the attorney general, however, made it possible to transfer permanent commitments as well as temporary commitments to the counties.

In a few instances, when it is desirable for a mother to keep her own children, the court may commit the children to the division of charities in order that they can be given boarding care in their own homes at the expense of the county. In two counties, Auglaize and Belmont, there have been a number of such cases. Under these circumstances the staff of the division of charities makes a case study like that made for children removed from their own homes and provides similar supervisory service.

Care on reception.

After a child has been committed, the usual procedure is to bring him to the central office in Columbus for study. The division receives some assistance from the bureau of juvenile research in study-

ing its wards. The local social worker in touch with the family is expected to obtain as complete a medical-social history of the child as possible. This may be supplemented with additional history obtained by one of the division staff members. A complete medical examination is given, as well as a mental examination. If special medical or dental treatment is indicated, the child is usually kept in Columbus or nearby until the treatment has been completed.

For many years the division maintained a receiving home to which children were sent following commitment. About 1931 the receiving home was given up, but for a short time part of the boys' section of the cottage of the bureau of juvenile research was made available for use as a receiving ward. However at the time the representative of the Children's Bureau visited the State (February 1934) foster homes were being used entirely for detention care of children. The division has developed for this purpose a few special boarding homes in which the rate of board paid is slightly higher than in the usual boarding home, although the homes are not subsidized. One home has been used entirely for older girls and another for older boys. All receiving homes are expected to take any child brought to them at any time of day or night. The division paid \$1 a night when a child was in the home for a single night; 75 cents a night for two or three nights; and \$5 a week for more extended care. This plan has proved to be very satisfactory and probably will be continued.

Placement follows the period of study. Different types of foster homes are used, as well as the child's own home or the home of relatives on a boarding basis. On January 31, 1934, the division had 1,084 children under care as follows:

In boarding homes.....	348
In free homes.....	367
In own homes:	
With financial aid.....	108
Without financial aid.....	75
In wage homes.....	44
In all other homes.....	142

A revolving fund of \$54,000, known as rotary fund A, provides funds for current expenditures until refunds are made by the counties, parents, or relatives. This would be ample if reimbursement were made promptly, but on January 31, 1934, the outstanding bills amounted to \$56,720. Bills that were more than 3 months in arrears were placed on the "very delinquent" list and referred to the attorney general, who undertook to obtain payments. The division has refused to accept additional children from delinquent counties except in exceptional cases where the child may suffer if not received.

Special services

Medical care.—Medical care of children committed to the division has been given at the division clinic in Columbus, which is housed at the bureau of juvenile research. Two doctors, a man and a woman, were employed on a part-time basis. Each doctor held two clinic periods a week of about 2 hours each. Twice a year a special clinic is held for syphilitic children, when from 15 to 20 children are given a 10 weeks' course of treatment. In addition to the initial examination at the clinic on reception a reexamination is required once a year. Small children in Franklin County, in which the division

clinic is located, are seen bimonthly. Until the past few years medical care for children under care in the more remote sections of the State was largely limited to treatment for acute illness, but arrangements have been made to bring children from these sections to the clinic in Columbus during the summer vacation. Children living in communities having well-organized local clinics are not brought to the central clinic but to the local clinic. Two nurses have been attached to the central clinic. They arrange the clinic program for the day, assist the doctors during the clinic, follow up the doctor's orders, and direct the medical care of children boarded in Columbus.

A fee schedule had been established for medical treatment outside the clinic. At the time of this study, a doctor was paid \$2.50 for house calls; an eye specialist received \$4 for a refraction; dental care was paid for at the rate of \$1.50 an hour; hospital care was paid for at ward rates; \$15 might be allowed for operations for the removal of tonsils and adenoids, but other surgery was done as part of the regular service of the hospital.

Clothing.—A central clothing station has been maintained at the bureau of juvenile research, and clothing is sent out on the order of the worker in charge of the case. Whenever possible the division is expected to use clothing manufactured at the State institutions, but this plan has frequently proved impracticable. More and more the buying of clothing has become individualized, although some buying is done at wholesale houses. Material is sometimes furnished so that the foster mother can make the child's clothes. Older girls are taken shopping and allowed to have a part in the selection of their clothes. At the time this study was made the division was seriously considering the advisability of giving the foster mother a clothes allowance so that she might purchase the child's clothing. It was believed that this would be no more expensive than the plan then in use and would be more satisfactory both to the foster mother and to the child.

Supervision of foster homes

Foster homes are carefully selected. A family desiring to take a child is required to fill out a formal application blank, giving general information about the family situation. The home is then visited and additional information obtained about it according to the following outline:

FOSTER-HOME INVESTIGATION

- I. Application. Source and object.
- II. Clearing-house report. Record of existing data of other agencies.
- III. Directions for reaching home.
- IV. Home investigation.
 1. Community: Size and type of town; churches, schools, recreation, clubs, libraries, sanitation and health, industrial conditions.
 2. Neighborhood:

How thickly settled; type of homes; type of neighbors; any desirable or undesirable features. Distance from church and school.
 3. House:
 - A. Exterior: Condition, type, porches, screens, size and condition of yard; outhouses; order and cleanliness; livestock; water supply.
 - B. Interior: Number and arrangement of rooms. Heating, lighting, ventilation, cleanliness, neatness, sanitation, furnishings, taste, pictures. Description of room child will occupy.

4. Family:

Man: (Should be seen personally.) Date of birth, birthplace, nationality, home as a boy, religion, personal appearance, education, intelligence, personality, health, habits, occupation, marriages, present and previous, verified. Interest in taking child.

Woman: Maiden name. (Same data as for man.)

Children: Age, sex, education, intelligence, personality, habits, attitude toward another child in the home.

Other members of household: Name, age, sex, occupation, health, intelligence.

5. Finances: Income, rent, insurance, mortgage.

6. Health: Past and present of each member of family.

7. Interests: Church and club activities, community interests, standing in community.

8. Child: Age, sex, type desired, foster parents' motive, plan for child. Interest and experience with children.

9. General impression of community: Home and family, standing of family in community, social life, clubs, atmosphere of home.

V. Report of interview with independent references—at least three (doctor and pastor should be seen personally).

VI. Recommendation for use of home.

VII. Approved or disapproved.

VIII. Running record of subsequent use of home.

A real effort is apparently made to find the type of home best suited to care for the particular child in question. A few homes have been put to special purposes. At the time of this study one foster home cared for venereal cases, and another accepted feeble-minded children of imbecile grade. All boarding homes used by the division are properly licensed and are of course subject to the boarding-home regulations prescribed by the division of charities. So far as practicable children are placed in homes of the same religious faith as their parents, but there are a few exceptions when other interests seem paramount to the religious one.

The usual amount paid for boarding-home care was \$4 a week in 1933, with a minimum of \$2.50 to \$3 in the rural sections and a maximum of \$10 for difficult cases. At one time \$15 a week was paid for the care of one feeble-minded child who was too young to be sent to a State institution, and \$18 a week was paid for one tubercular child. During the last 6 months of 1933 an average of slightly more than \$8,000 a month was paid for boarding care.

The division endeavors to visit every child within 30 days after placement. The law requires a minimum of only two visits a year,⁴⁰ but when this study was made the practice of the division was to make at least four visits each year. In the central district, where the majority of the children having special problems are placed, more frequent visits are made. Every effort has been made to build up friendly contacts with the foster parents so that they may have a sense of responsibility toward the child closely approaching that of natural parents.

The division may consent to the adoption of children committed to its permanent guardianship but has insisted that a child be in a home for 2 years before adoption. From 1915 to 1934, 434 State wards were adopted. One final visit is usually made after adoption before the case is closed in the division.

⁴⁰ General Code 1932, sec. 1352-3.

In the past a detailed outline was used to report official visits made to children, but this has been discontinued. However, at the time of this study it was still the practice to make a more extensive report of special visits than of incidental contacts, although the latter were always recorded. Reports of visits are written up in narrative form. School reports made by the child's teacher on blanks prepared for this purpose supplement the narrative report. Complete records of preliminary investigations made of foster homes and of supervisory visits have been kept by the division. An accurate daily census and daily information of the whereabouts of children under care are always available. The annual report of the division contains a summary of the statistical information gathered during the year.

CHILDREN COMMITTED TO THE SOLDIERS' AND SAILORS' ORPHANS' HOME

The soldiers' and sailors' orphans' home, although officially regarded as an educational institution, may accept children from infancy to 18 years of age and may care for them during 12 months of the year. Out of its population of 671 in 1933, 615 were at the institution for the full year. The institution is administered by a board of five trustees appointed by the Governor, with the advice and consent of the senate. These trustees serve without remuneration and are expected to attend regular board meetings for at least 2 days each month. The board employs the superintendent, who administers the affairs of the institution. The law provides that no person shall be eligible for the position of superintendent unless he has been in the military or naval service of the United States and has received an honorable discharge.⁴⁷ The appropriation for the institution in 1934 was \$263,662.

In the past the institution suffered materially as a result of political interference and domination, but at the time the study was made it seemed relatively free from this. The report of a survey made by the bureau of educational research of Ohio State University in 1932 includes the following statement:

It is a source of gratification to the members of the survey staff to discover no indication of political considerations in the present administration of the home. Close study of the activities of the board indicates a serious desire to do the best for the children under its care. The minutes of the board and records of its activities indicate that its meetings are conducted in a business-like way, and that the welfare of the institution is uppermost in the mind of each board member.⁴⁸

On the advice of the survey staff an assistant superintendent in charge of education replaced the superintendent of schools in the institution. This assistant superintendent ranks next to the superintendent of the home. His duties are primarily educational, yet he has the opportunity to coordinate every facility of the institution. A supervisor of academic education and a supervisor of vocational education are also employed and are directly responsible to the assistant superintendent.

Not until about 1933 was there a recognition of the need for a well-developed social-service program in this institution. It had been an

⁴⁷ General Code 1932, sec. 1931-1 (as amended by Laws of 1935, p. 210) and sec. 1946.

⁴⁸ Holy, T. C., and others: Survey of the Ohio Soldiers' and Sailors' Orphans' Home, p. 26. Ohio State University, Columbus, 1933.

accepted tradition in Ohio that the children of ex-service men should be accepted by the Ohio Soldiers' and Sailors' Orphans' Home merely upon presentation of proof that the father is or was a veteran. The administration, however, recognized that children should be accepted only after careful case study to determine whether or not institutional care was necessary. At that time the social-service department consisted of a supervisor and two assistant social workers.

The division of charities includes the soldiers' and sailors' orphans' home in its program of supervision. Regular visits to the institution have been followed by recommendations to the board of directors. For a time the division refused to license the institution, but this meant very little, as appropriations continued and the institution merely operated without a license.

STATE SUPERVISION

The responsibility of the State for the protection of children under care of public and private agencies was recognized in 1913, when a law was passed requiring the annual inspection and certification by the board of State charities of every benevolent or correctional institution, corporation, and association, public, semipublic, or private, that receives or desires to receive and care for children, or places children in private homes.⁴⁹ The only foster-care service for children that has not been included under this supervisory plan is the placement of children in family homes by the juvenile courts. A few years earlier (1908) the board of State charities had been authorized to pass annually upon the fitness of all associations receiving or desiring to receive children from the juvenile court and to supervise and inspect such associations. Provision was also made in the 1908 law that all articles of incorporation must be submitted to the board for its approval if the association desiring incorporation cared for dependent, neglected, or delinquent children, and in 1913 this provision was extended to include agencies placing children in private homes.⁵⁰

In 1920 additional protection was afforded children receiving care outside their own homes, through the passage of the boarding-home act.⁵¹ According to this law every home boarding a child for hire, gain, or reward, regardless of age, was required to have a certificate from the board of State charities.

In the administration of these laws the division of charities has from the beginning considered that supervision involved much more than mere inspection. The program has been a constructive one that has continually stimulated child-caring and child-placing institutions and agencies to adopt high standards of care.

Approval of incorporation.

The secretary of State is required to refer all applications for incorporation to the division of charities when the purpose of the association includes child care or child placing.⁵² In its investigations the division undertakes to determine:

1. Whether the incorporators are reputable and respectable persons.
2. Whether the proposed work is needed.

⁴⁹ Laws of 1913, p. 865.

⁵⁰ Laws of 1908, p. 201; Laws of 1913, p. 866.

⁵¹ Laws of 1919 (pt. 2), p. 1167.

⁵² General Code 1932, sec. 1352-2.

3. Whether the incorporation of such association is desirable and for the public good.

Within the past few years there have been fewer applications for incorporation, but a careful investigation has always been undertaken either by a member of the State staff or by a recognized local agency in the community where the new association is to function. During the time the division of charities has had a part in incorporation, it has always attempted to conserve the interest and enthusiasm of all responsible groups applying for incorporation, even when it was not possible to approve the original proposal. The policy has been to suggest other possibilities of service, which might include the support of existing agencies or the creation of a more necessary service than the one proposed.

Supervision of institutions and agencies.

In 1934 there were 181 certified child-caring institutions and associations in Ohio, including 27 day nurseries. It has been the general policy of the division of charities to make an annual visit to each of these agencies. A new policy was inaugurated in Cincinnati in 1931. On consultation with local organizations it was decided that a group discussion of common problems would be more practical than individual visits to institutions. This plan was successful and it was anticipated that in the metropolitan district created in 1934 routine supervisory visits to institutions and agencies by the State staff could be reduced, and certain responsibility shifted to a local group in each city, which would have a vital interest in promoting adequate standards.

A health specialist has worked intensively with the staff of the institution-inspection bureau since 1920. Although it is difficult to know just how much this worker has been responsible for improved health standards in the children's institutions and agencies, it is certain that she greatly stimulated the introduction of preventive health measures in the child-caring agencies. Finding that regular medical examinations were almost nonexistent in many institutions in the State, she offered to assist the doctors in giving such examinations. As a nurse she was professionally acceptable to the medical profession and was also able to evaluate to some extent the doctors' methods. After these demonstrations of medical examinations the institution sent to her reports of subsequent periodical examinations, which were checked and returned with suggestions. A self-grading system was worked out by which institutions and agencies evaluated their own services. Health was made an interesting and challenging subject, and the printed or mimeographed material that was sent to the institutions kept the subject alive and active.

The division of charities furnishes the institutions and agencies with filing cards on which is entered certain identifying and statistical information with regard to the children under care. A register is also furnished on which a daily count can be kept of the number under care at the beginning of the day, the number received, and the number discharged during the day. A duplicate copy of the daily count is sent to the division of charities. For day nurseries, the Ohio Soldiers' and Sailors' Orphans' Home, and a few other institutions, this duplicate daily count is all that is required. Some agencies, including those with high standards and adequate records, send only a monthly summary, which gives certain counts but no

information about individual children under care. However, many agencies are required to send a detailed monthly report, which includes the information entered on the file card. From these reports the division of charities makes up individual cards for children under care of institutions and agencies. County children's homes are also required to send in annual reports giving certain financial details that are not included in the monthly reports. The placement work of agencies has been studied through records, conferences on cases, visits to boarding homes, and occasional visits to other foster homes.

One interesting feature in the Ohio law is the provision that any person who receives children or receives or solicits money for an institution, corporation, or association not properly certified shall be guilty of a misdemeanor and fined not less than \$5 or more than \$500.⁵³ In spite of the fact that it has not always been possible to enforce this provision it has proved very helpful as a check on soliciting, especially by agencies from outside the State, and the metropolitan areas particularly have been enabled to prevent unqualified agencies from operating.

Supervision of maternity hospitals.

Licensing and inspection of maternity hospitals in Ohio is the responsibility of the State department of health.⁵⁴ During the year 1932, 194 maternity hospitals were licensed, of which 19 were hospitals established primarily to care for unmarried mothers. Inspections have been made by a nurse who is mainly interested in the physical aspects of the hospital. No special attention is paid to social policies, although every hospital is expected to keep a record of every child who has gone from the hospital to an adoptive home and to abide by the provision that prohibits the placing out of children under the age of 2 years without the written consent of the division of charities or commitment by the juvenile court.⁵⁵

The department of health is required by law to furnish each maternity hospital a record book for registration of maternity cases, which contains forms for entry of medical and personal history of the mother and child. The record book also contains the laws of Ohio relating to maternity hospitals and the regulations adopted from time to time for the conduct of such hospitals. A skilled social worker could obtain valuable social information from these records if they were completely filled out. No plan has been made in the past for utilizing this information, however, and no effort has been made to obtain the assistance of the staff of the division of charities in planning a program for unmarried mothers in the maternity hospitals.

Some maternity hospitals in the State are certified as child-caring agencies and therefore are visited by the division of charities. It has been the policy of the division that maternity hospitals should not act as child-placing agencies and at the time of the visit to Ohio none were so certified.

Supervision of boarding homes.

Before 1920 when the boarding-home law⁵⁶ was passed and the State department assumed definite responsibilities with regard to

⁵³ Laws of 1913, p. 866 (General Code 1932, sec. 1352-1).

⁵⁴ Laws of 1908, p. 13 (General Code 1932, sec. 6257).

⁵⁵ General Code 1932, sec. 1352-13.

⁵⁶ Laws of 1919 (pt. 2), p. 1167 (General Code 1932, sec. 1352-6).

standards, licensing, and the development of boarding-home care over the State, only one agency in addition to the State department was using boarding homes. Ten years later (1930) 50 agencies, institutions, and courts were placing children in boarding homes. It is probable that this tremendously increased use of boarding-home care can be attributed largely to the high standards set by the State department for homes licensed to board children.

From the beginning the division of charities realized that it must delegate part of its authority for boarding homes if it was to obtain satisfactory results without the employment of a large State staff. Accordingly in some counties local social agencies have been delegated as boarding-home agencies with full authority to make recommendations regarding licenses and to supervise boarding homes, not only in the counties in which they are located but also in adjacent counties. Independent homes in which children are placed by their parents or other persons are also referred to the supervisory agencies when the homes are located in the area under their supervision; otherwise these homes are the responsibility of the division of charities.

Before 1933 a special worker in the division visited boarding homes under the supervision of the State, but under the reorganization plan the boarding homes are referred to the district secretaries, who will assign them according to location to the district workers for investigation. The district secretary makes the decision as to licensing, but the actual licensing procedure is left to the boarding-home clerk in the State office. This clerk is responsible for issuing licenses and for sending notifications as to annual renewals of licenses. During 1933, 2,202 homes located in 66 counties received licenses.

Individual records have been kept in the State office for each boarding home. These include the "license report", which is made after the initial investigation, as well as a duplicate of the detailed report made by the agency. The following outline was used in investigating boarding homes:

1. Application: Source and object.
2. Clearing house (record of existing data of other agencies).
3. Directions for reaching home.
4. Home investigation: (a) Community; (b) neighborhood; (c) house (exterior, interior).
5. Family: (a) Men; (b) women; (c) children; (d) other members of household.
6. Finances.
7. Health (past and present of each member of family).
8. Interests.
9. Child (age, sex, type desired, foster parents' motive, plan for child, interest in and experience with children).
10. General impression.
11. Independent references.
12. Recommendation for use of home.
13. Approved or disapproved.

A few agencies that have high standards have been exempted from sending reports of investigations, because of the large number of boarding homes used. A license report is required of all agencies, however, on which additional information is given when no report of investigation is made. A supplementary report of the home is required annually before the license is renewed. This report

is in the nature of an evaluation of the home for the year. The following points were included in this report :

1. Changes in foster home: Personnel, income, occupations.
2. Names and ages of children boarding in home; date of placements.
3. Physical care (health; sleeping arrangements, including time of rising and retiring; cleanliness; clothing; diet).
4. Education, recreation, and moral training (church and school attendance, religious training in the home).
5. Analysis of foster family.
6. Recommendation for future use (type of children for whom adapted; when home will be available for another child).
7. Decision (home approved, disapproved, or withdrawn by foster-home committee or supervisor).
8. Relicense date: Number, age, and sex of children for whom certified.

Boarding houses operating independently of any child-caring agency are required to make a report to the supervising agency or, if there is none, to the division of charities whenever a child is received or discharged. Supervising agencies do not make individual reports of children but send in a monthly report showing the status of the boarding homes in the area served by the agency.

The division of charities takes the responsibility for notifying an applicant for a license when the license has been disapproved. Insofar as it is possible, persons conducting homes not suited to be boarding homes for children are persuaded to give up this work. If this method fails the cooperation of the prosecuting attorney is obtained to warn the persons operating the home when they seem inclined to ignore the fact that they are forbidden to operate without a license. The division of charities has rarely found it necessary to prosecute under the boarding-home law, but occasionally local agencies have instituted prosecutions.

The first standards for boarding homes in Ohio were drafted by the State department in 1921 and submitted to a few selected agencies before their adoption. Later a State advisory committee on boarding homes was formed in order that the division might have the benefit of the experience and knowledge of the committee in arriving at standards and policies for the administration of boarding homes throughout the State. Two meetings of this committee held in 1929 resulted in rules and regulations applying to all agencies placing children in boarding homes.

Local foster-home committees have been used with great success in a few communities. Such a committee is composed of a representative from each agency investigating boarding homes in the county, a physician or a nurse from a supervising health organization, and representatives from such agencies as the juvenile court, the council of social agencies, the community welfare federation, or any agency that the committee members vote to have represented. This committee reviews applications of foster homes for State licenses and makes recommendations to the division of charities as to final action. The committee is also expected to act as sponsor for community educational projects in the value of foster-family care; to study and seek to improve methods and procedures in home finding and investigation of foster families; to formulate principles evaluating foster-home care; and to study matters pertaining to family life of the placed-out child. The State department has sug-

gested that a definite part of these committee meetings be devoted to a discussion of principles and plans for boarding homes, in addition to the time given to considering individual homes for licenses.

SERVICES TO SPECIAL GROUPS

Adoptions.

The department of public welfare has no general responsibility for adoptions, but the court may designate it as "next friend" to the child in order that it may give consent to adoption when there is no legal guardian. When the division of charities is so designated, its duty is to verify the allegations of the petitioner and to make inquiry in order to determine whether the proposed foster parents and their home are suitable for the child and whether the child is a proper subject for adoption.⁵⁷ During 1932-33 eight cases were referred for "next friend" investigations.

Children born out of wedlock.

The census reports show approximately 2,400 illegitimate births in Ohio annually,⁵⁸ but social responsibility for mothers and children is left almost entirely to local agencies. According to the law the juvenile court may commit an unmarried mother to State guardianship if she is less than 18 years of age or if she is under 21 and has previously been made a ward of the court, and may commit the baby also if it is believed to be for the best interest of the child.⁵⁹ No information was obtained as to the number, but such commitments are not unusual. One worker in the division has given the major part of her time and attention to unmarried mothers, whether or not they have been officially referred to the department. During 1933, 95 unmarried mothers were referred to the division for assistance. Fifty-nine of these were assigned to the special worker in the division and 36 to the districts. Seventy-three cases out of the group were still active in 1934. Most of the cases referred represented mothers received for care at the maternity hospitals in Columbus, although individuals and other social agencies occasionally called upon the division for help in making plans for a mother and her child.

CARE OF DELINQUENT CHILDREN

INSTITUTIONAL CARE

Two State institutions for delinquent children in Ohio are administered by the department of public welfare.⁶⁰ The boys' industrial school had an average daily population of 837 for the year ended December 31, 1934, and the girls' industrial school, 384. Boys and girls from 10 to 17 years of age, inclusive, may be committed to these institutions by the juvenile courts of the State. Commitments are usually for 1 year, although guardianship may continue until a boy or girl reaches the age of 21.⁶¹ The length of the stay in the institution is also affected by parole policies, which differ somewhat in the two schools. Unsatisfactory behavior in the girls' industrial school

⁵⁷ General Code 1932, sec. 10512-10.

⁵⁸ Birth, Stillbirth, and Infant Mortality Statistics for the Birth Registration Area of the United States, 1933, p. 14. U. S. Bureau of the Census, Washington, 1936.

⁵⁹ General Code 1932, secs. 1642, 1653, 1841-1, and 8023.

⁶⁰ General Code 1932, secs. 154-57 and 1835.

⁶¹ General Code 1932, secs. 1652, 1653-1, 2083, 2084, and 2084-1.

adds to the length of commitment, whereas good behavior at the boys' industrial school takes time off the year for which a boy has been committed.

Each superintendent has sole responsibility for the program of the school under his charge and for the methods of discipline and training that are used.⁶² No provision has been made for advisory service to the schools, except in institutional administration, although some assistance in special projects has been given by other State departments and by the division of charities and the bureau of juvenile research. The academic work done in the State institutions follows the school system of the State and is approved by the department of education. The bureau of juvenile research supervises the work of the psychologists serving the schools, who have been considered to be on the staff of the bureau although their salaries were paid from school funds. In addition, some of the research projects undertaken by the bureau have involved close cooperation with the schools.⁶³ The division of charities has also cooperated with both schools at various times in providing service for children. An illustration of this was the division's acceptance of guardianship and supervision of homeless boys who needed placement in foster homes on release from the institution. This service was carried out for a short time only, as reduced appropriations necessitated a reduction in the staff of the division.

Each school conducts its own parole work. Recommendations for parole are based largely on time served in the institution as affected by the credit system for good conduct. Recommendations are sent to the director of the department of public welfare, who has the final decision in the matter.⁶⁴ At both schools the parole staff has been inadequate, with the result that visits cannot always be made to the home before a child is released and that intensive parole supervision is impossible because of the large case loads carried. The length of parole varies, as the superintendent of each institution determines when a child's parole shall be terminated.

OTHER SERVICES FOR DELINQUENT CHILDREN

There has been no close integration of State services for delinquent children, such as might have developed under the central administration of services for children that was proposed by the joint committee on economy in the public service in 1929. The State industrial schools have called upon the juvenile courts for assistance in making investigations, but no definite program has been developed for extending parole services through the assistance of local agencies. The bureau of juvenile research has made a few studies in the delinquency field, but no comprehensive research projects have been undertaken.

Although the department of public welfare has had general responsibility for supervision of probation and parole since 1925,⁶⁵ and a division of probation and parole was created in 1929, there has been practically no State supervision of juvenile probation or of the work of the juvenile courts. Detention homes were included in the institutions visited by the division of charities for a time, but such visits

⁶² General Code 1932, secs. 154-57 and 1842.

⁶³ General Code 1932, secs. 1841-2 to 1841-3.

⁶⁴ General Code 1932, secs. 2091 and 2112-1.

⁶⁵ General Code 1932, sec. 1871-1; Laws of 1925, p. 426.

were discontinued because of the antagonism of the courts to supervision that in any way interfered with the court's prerogatives. Under the law the department may require reports from probation and parole officers⁶⁵ supervising children, but this has not been done, since responsibility was removed from the division of charities.⁶⁶

CARE OF MENTALLY HANDICAPPED AND PROBLEM CHILDREN

INSTITUTIONAL SERVICES

Ohio has three institutions for the feeble-minded and one for the epileptic. Ohio stands sixth among the States in the number of feeble-minded and epileptic persons in institutions (10.5 per 10,000 of the general population in 1932). No figures were available showing the number of children in the three institutions or among the approximately 1,500 persons on the waiting list, but institutional facilities for mentally defective children were known to be inadequate. Superintendents of the institutions have refused to admit children under 6 years of age, and it has therefore been necessary for the division of charities to accept a few of these children for care. Formerly such children were committed to the division as dependent, but the plan in effect in 1934 was to have them declared feeble-minded by the probate court and then assigned to the division until such time as they could be admitted to one of the institutions for the feeble-minded. In February 1934 the division had 17 such children under care. Formerly the division continued to carry as active the cases of children who had been committed to it and were later transferred to the institutions for the feeble-minded, but a ruling of the attorney general has made it possible to discharge this group after admission to the institution.

No parole facilities for the feeble-minded have been developed, and no supervision was being provided for the 1,480 persons whose names remained on the books of the institutions at the end of 1932 and who were away from the institutions. A study of the institution populations was contemplated in the hope that some of the persons in the institutions might be released, making it possible to admit persons from the waiting list. However, until provision is made for continued supervision of paroled feeble-minded persons by State or local agents the possible success of an extensive parole program seems doubtful.

The State has accepted no responsibility for aiding school districts to maintain special classes for the subnormal, nor does it provide any special supervision through the department of education of such classes as have been established by local communities. Despite this fact 26 cities of population ranging from 2,500 to more than 100,000 reported special classes for the mentally handicapped in which 5,760 children were enrolled in 1933-34.⁶⁷

⁶⁵ General Code 1932, sec. 1871-1; Laws of 1925, p. 426.

⁶⁶ Through the cooperation of the Ohio Institute, the Ohio Probation Association (a voluntary group composed of probation officers and juvenile-court judges) has been enabled to carry on an active program, which has had as its purpose the raising of standards of work of the juvenile courts of the State and the building up of a spirit of cooperation among agencies that deal with children in trouble, to the end that the court should be used only as a last resort.

⁶⁷ Statistics of City School Systems, 1933-34, pp. 158, 161, 165, 169. Being chapter III of the Biennial Survey of Education in the United States, 1932-34, Bulletin 1935, no. 2. Washington, 1936.

DIAGNOSTIC SERVICES

Examination of children who are considered mentally deficient or who have had conduct difficulties is made by the bureau of juvenile research. The bureau maintains a home in which children may be kept for study, which is known as the cottage. The cottage has a capacity of 120 (70 boys and 50 girls), but the usual population is less than 100. There were 85 children in the cottage on the day the Children's Bureau representative visited it. Admission is usually limited to children from 5 to 18 years of age.

The bureau classifies its services as of three types:

- (1) Cottage service: For children sent to the cottage and held for observation during a period of 3 weeks to 6 months.
- (2) Central clinic service: For children attending the regular clinic held twice a week at the bureau (before 1933 about 12 children could be examined at each clinic).
- (3) Field services, which include:
 - (a) Work at the State institutions for children.
 - (b) School clinics held on request of school officials to examine children recommended for special class instruction.
 - (c) Clinics conducted in different counties to serve the juvenile courts.

Because of a reduction in staff all field clinics were discontinued during 1933, and only one weekly clinic was held at the bureau, which provided for the examination of not more than six children a week. During the fiscal year ended December 31, 1933, a total of 723 children had been examined by the bureau staff. This was a 79-percent decrease from the number examined in 1931, when 3,070 children were seen at the field clinics. Of the 723 cases, 451 were cottage cases and 272 were clinic cases.

Children are sent to the cottage in one of three ways: (1) By commitment from the juvenile courts, which during 1933 committed 320 children to the bureau for observation; (2) by referral from children's homes, social agencies, public and private schools, and parents or legal guardians (104 cases in 1933); (3) by transfer from State institutions and agencies under the administration of the department of public welfare (27 cases in 1933).

Seventy-one counties made use of the cottage and clinic facilities in 1933. All commitments to the bureau are temporary, and when study of the child is completed he is returned to the court making the commitment with recommendations for future treatment, which may include commitment to the division of charities. No charge is made to the counties for services or maintenance, although the statute permits it. Because of the excessive demands made on the bureau by Franklin County, in which it is located, and by a few other adjacent counties, a quota system was being considered. This would make possible a more equitable distribution of service throughout the State.

Each child admitted to the cottage is given a complete medical examination, with routine laboratory tests. Children with venereal diseases are given treatments, and minor illnesses are cared for at the cottage hospital, but no surgery is attempted. If surgical treatment is necessary before the problems of a child can be properly diagnosed, the child may be sent to a local hospital, but otherwise the bureau only recommends the surgical treatment indicated by the examination and leaves the actual treatment to the agency which

has referred the child for examination. The Columbus State Hospital for the Insane has occasionally been used for additional study of children who have psychoses or nervous diseases.

Psychometric tests are given to every child to determine his intellectual ability and stability, and personality studies are made to determine the attitudes of the child and to evaluate the effect of past experience.

Children received as "cottage cases" are housed in a modern fire-proof building with two wings, one for boys and the other for girls, under the direct supervision of workers who, although not trained persons, are supervised closely in their handling of the children by the cottage supervisors and the bureau staff. The supervisors of the cottage submit reports at least once a week concerning the behavior of each child, and outstanding changes in behavior are reported immediately. Such information is placed in the permanent case record of the child for the use of the medical and psychological staff. In addition, members of the staff visit the cottages and observe at first hand the reactions of the children under various circumstances.

At the time of this study the program of activities for the children was decidedly restricted. No regular school work was provided, nor was there a well-organized recreation program. The children helped with the household tasks and of course spent much time under observation of the bureau specialists. Their free time was spent under the general supervision of the cottage supervisors in free play on the playground or in the rooms assigned for this purpose in the cottage.

The bureau undertakes no social service directly. Every agency referring a child is expected to send in advance of the child's admission a complete social and personal history prepared in accordance with an outline adopted by the division of charities, the girls' industrial school, the boys' industrial school, and the bureau. Upon the completion of the study the child is returned to the agency with recommendations, and the responsibility of the bureau ceases.

In a few instances the bureau has given psychological tests to adults, but only in connection with a child who is being studied. No mental-testing service is available in the rural districts, except when special examiners are called in by the probate court for particular cases.

CARE OF PHYSICALLY HANDICAPPED CHILDREN

CRIPPLED CHILDREN

A sincere and active interest in crippled children has been maintained in Ohio since 1919, the year that marks the organization of the Ohio Society for Crippled Children and the passage of the act authorizing the board of State charities to make provision for the care, treatment, and education of dependent crippled children committed to it by the juvenile courts of the State. An amendment to this law in 1921 provided that the expense of care, treatment, and education be referred to the county from which the child was committed.⁶⁸ According to the law, application for care, treatment, and education must be made to the juvenile court, which decides upon the need for care and the ability of the parents to provide suitable medi-

⁶⁸Laws of 1919, p. 134, and Laws of 1921, p. 362 (General Code 1932, secs. 1352-8 to 1352-11).

cal and surgical treatment. If the court finds the child in need of treatment by the State, it may then commit the child to the division of charities for the period necessary for treatment. The commitment can be renewed annually over a period of years if the child's condition warrants continued care.

Until 1929 the work for crippled children was carried on as a function of the child-care bureau, but the steady growth of this work made it desirable to have a separate bureau for crippled children, and this was accomplished in the reorganization of the division. In 1934 the crippled children's bureau was directed by a registered nurse with special orthopedic training. A staff of four registered nurses was employed. Although only one of these had orthopedic training, all were public-health nurses who had been in the service of the bureau for many years and understood thoroughly the needs of crippled children.

A professional advisory committee composed of five orthopedic physicians from the various cities of the State was appointed by the department soon after the work for crippled children was started. These men serve without pay and are appointed for indefinite terms.

It was necessary for the advisory board to meet more frequently when the work was new than it did later. New policies are still referred to it. The advisory board gives advice, about brace shops and hospitals and about unusual operations needed by the children and passes upon the qualifications of physicians applying for recognition as orthopedists.

All State work for crippled children is carried on by approved physicians, and the hospitals used by the crippled children's bureau usually have an approved orthopedic surgeon as a member of the staff. In 1934, 33 orthopedic doctors and 31 hospitals in various sections of the State were treating children committed for care. Accepted hospitals must be well equipped to care for orthopedic cases with such necessary equipment as sun porches, physiotherapy departments, and special wards for children.

Under a well-planned system the bureau of crippled children receives information of the whereabouts of children needing its services. School enumerators are required by law to report on a special list crippled children between the ages of 1 and 21. A duplicate copy of the list of crippled children that is sent to the superintendent of public instruction must be sent to the judge of the juvenile court, who in turn is required to send a copy to the health commissioner of each health district in his county. It is then the responsibility of the health commissioner to have an examination made of each crippled child on the list within 60 days and to make a report to the State department of health and the judge of the juvenile court.⁶⁹ Provision has also been made⁷⁰ for registration on the birth certificate of any deformity apparent at birth. In addition to these sources of information the nurses from the crippled children's bureau attend the orthopedic clinics held at the general hospitals throughout the State. Public-health nurses in the local communities cooperate closely with the bureau and report cases known to them, in addition

⁶⁹ General Code 1932, secs. 7795, 7803, and 7803-1.

⁷⁰ By an administrative order of the State director of public health, March 1926.

to assisting in general educational work. As a result few children needing special care fail to receive assistance.

After commitment to the department of public welfare a child is placed under the care of one of the selected orthopedic surgeons, preferably the one who first examined him, who places him in one of the approved hospitals, usually the one nearest his own home, and assumes charge of the case. When hospital treatment is no longer necessary, the child may be sent to a convalescent home or to a well-selected boarding home, or returned to his own home.⁷¹

Follow-up work after the child leaves the hospital is conducted by local public-health nurses under the direction of the staff nurses from the bureau. The State has been divided into districts, each with a staff nurse in charge. As each nurse had, in 1934, more than 300 children under her supervision, it was essential to have close cooperation with the persons caring for the child as well as with the local health nurses. Home visits are made on the average of every 3 or 4 months.

All expenses for care, treatment, and appliances were paid from a State revolving fund, rotary fund B, which in 1933 was \$80,000. Counties have been slow with their reimbursements, however, so that on February 1, 1934, there was \$63,946.56 outstanding on the "very delinquent" list. It was not unusual for parents to pay all or part of the expense for care, but such payments were made to the counties instead of the State and no record of the amount so received was available. During 1933 a total of \$242,530.19 was expended through the department of public welfare for care and treatment of crippled children. The entire cost of administration was paid from the appropriation to the division of charities.^{71a}

The attitude of the bureau is well expressed in the following excerpt from one of its reports:

From a purely business standpoint every effort should be made to give these [crippled] children the advantage of the most skilled medical and surgical treatment and of the best educational advantages in order to make them self-supporting men and women instead of helpless dependents and objects of pity. The crippled child today is treated as the normal child is treated. He is made to feel independent and that he must prepare himself for some vocational work for a livelihood. We are trying to discourage the idea that there is nothing for him to do in life but to sell pencils on the street, or beg, and to feel that the world owes him a living.⁷²

The number of children received for care under the provisions of the crippled children's law had reached 4,683 by February 1, 1934. Of these 3,157 had been discharged, leaving 1,526 children under care.

Close cooperation is maintained between the division of rehabilitation of the State department of education and the crippled children's bureau. Practically all children are referred to the division of rehabilitation at or before the time of discharge. The rehabilitation department prefers to have the names of crippled children before their graduation from high school, but the completion of a high-

⁷¹ General Code 1932, sec. 1352-8.

^{71a} Under the Social Security Act, Federal funds are made available to assist the States in the development of services for crippled children, and Ohio is participating in this program.

⁷² The Crippled Child: the Ohio Plan for Care, Treatment, and Education, p. 17. Division of Charities, Department of Public Welfare, Columbus, January 1931.

school course is considered an important prerequisite to vocational training.

Generous provision has been made for special classes for the physically handicapped in Ohio. In the school year 1933-34, 31 cities had special classes for crippled children in the city school systems. This is about one-fifth of the total number of cities in the United States that had such classes. In 7 of these 31 cities and in 1 other city, classes were also conducted in hospitals. For that school year the enrollment of crippled children in classes of city school systems was 1,208 and in hospital classes 1,013, making a total of 2,221.⁷³ In addition more than 300 crippled children received instruction at home during the school year. When it is impossible to transport children from their own homes to special classes the department of education may pay board for them in a home near the class.

In order to have a special class there must be eight children in the school district needing such provision. The State is then authorized to pay as much as \$300 a year more than the cost of education in regular school classes for each child in such special classes. The average per-capita cost of educating a crippled child in 79 cities of the United States in 1931-32 was found to be about \$200.⁷⁴ For the biennium 1931-33 the Ohio State Department of Education paid the school districts about \$145 a year for each child in the special classes, but there was a possibility that the legislature might make a supplementary appropriation sufficient to permit additional payments up to the \$300 limit. For children attending special classes outside the school district in which they live, the home district pays the usual cost of education and the outside district receives the State grant in aid. In one county (Tuscarawas) a county class for crippled children has been organized.

BLIND CHILDREN

In 1934 the Ohio Commission for the Blind⁷⁵ had four nurses whose major duty was the prevention of blindness. The nurses promote clinics for eye examinations when the situation in any community seems to warrant such action. The commission nurses work closely with the department of education in the organization of Braille and sight-saving classes.

Day-school work for blind and partially blind children in Ohio⁷⁶ has been outstanding not only because of the extent to which special classes have been provided but also because of the high standards attained. In 1933-34, three Ohio cities had Braille classes in which 45 persons were enrolled, and 25 cities had sight-saving classes in which the enrollment was 943. These classes were supervised by the assistant director of the division for the physically handicapped in the department of education and by two supervisors, one from the Cincinnati school system and one from the Cleveland school system, who gave part of their time to State supervision. It was felt that by this practice the work throughout the State had been greatly

⁷³ Reported by the Ohio State Department of Education in a letter to the Children's Bureau.

⁷⁴ The Education of Exceptional Children, p. 13. Being chapter VI of the Biennial Survey of Education in the United States, 1930-1932, Bulletin, 1933, no. 2. Washington, 1933.

⁷⁵ General Code 1930, secs. 154-58 and 1360 to 1369.

⁷⁶ General Code 1932, secs. 1873, 1885-1, 7755, and 7760 to 7761a-1.

unified and the city classes received the same type of supervision as classes in the smaller centers. In two counties (Greene and Ottawa) county unit classes have been organized. State regulations for organization of these classes and for grants in aid for their support are identical with regulations for crippled children, although for the whole United States the average cost of educating a blind child in a special class is about \$350 a year. The cost for a partially-seeing child has been found to be about \$200.⁷⁷ In Ohio the State per-capita cost for educating a blind child was \$110.70 in 1933-34, plus a local cost of approximately \$65 per child, making a total of \$175.70.⁷⁸

The residential school for the blind in Ohio was established in 1837⁷⁹ and was the first State school for the blind in the United States. Administration of this school was transferred from the department of public welfare to the department of education in 1927.⁸⁰ By this action all education for blind children was brought under a single administration. A closer relationship between the institution and the day-school program for the blind seemed desirable. The capacity of the State school for the blind is 260, and the enrollment for the school year 1933-34 was 230. The per-capita cost of \$600 for education and maintenance was met entirely from the annual State appropriation of \$127,500 in that year.

DEAF CHILDREN

Special class facilities for deaf children have lagged behind those for blind children. The legal provisions for these classes are much the same as those for crippled and blind children. State aid for deaf children is limited to \$300 per child for the school year. Only 15 cities had special classes for the deaf; the enrollment in such classes was 472 in 1933-34. Two of these classes were county units. The slow development of these classes may be due to the fact that no special supervisor of day-school classes for the deaf has been provided by the State department of education. Plans were under way to remedy this situation, however. The per-capita cost of day-school education for deaf children in the United States averages about \$350.⁸¹ The State cost in Ohio in 1933-34 was \$144.24, plus approximately \$65 for the local cost, making a total of \$209.24 for each deaf child.⁸²

The residential school for the deaf was the first State benevolent institution in Ohio. It was opened in 1829 for the purpose of educating deaf persons who could not be educated in the public schools.⁸³ The age at which pupils may be received and the length of time they may attend is determined by the director of education and the superintendent of the school, in accordance with the health, habits, tem-

⁷⁷ The Education of Exceptional Children, p. 13. Being chapter VI of the Biennial Survey of Education in the United States, 1930-1932, Bulletin, 1933, no. 2. Washington, 1933.

⁷⁸ Reported by the Ohio State Department of Education in a letter to the Children's Bureau.

⁷⁹ Laws of 1837, p. 116.

⁸⁰ Seventh Annual Report of Department of Public Welfare, State of Ohio, for the fiscal year ended December 31, 1928, p. 18. Columbus, 1928.

⁸¹ The Education of Exceptional Children, p. 13. Being chapter VI of the Biennial Survey of Education in the United States, 1930-1932, Bulletin, 1933, no. 2. Washington, 1933.

⁸² Reported by the Ohio State Department of Education in a letter to the Children's Bureau.

⁸³ Laws of 1827, p. 87 (General Code 1932, secs. 1872 to 1878).

perament, and mental qualifications of the individual. The capacity of the school is 500 and the enrollment for 1933-34, including day pupils, was 518. The per-capita cost of education and maintenance at the school is \$373.29, paid entirely from the State appropriation, which for 1934 amounted to \$204,084.

The administration of the school for the deaf was also transferred to the State department of education in 1927,⁸⁴ but a lack of cooperation between the institution and the day-school classes persisted in spite of the close administrative relationship.

⁸⁴ Laws of 1927, p. 358 (General Code 1932, secs. 154-46 and 154-57.)



UNITED STATES DEPARTMENT OF LABOR
FRANCES PERKINS, Secretary
CHILDREN'S BUREAU - KATHARINE F. LENROOT, Chief

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A
HISTORICAL SUMMARY
OF
STATE SERVICES FOR CHILDREN
IN
NEW YORK

+

Bureau Publication No. 239

Part 2



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FOREWORD

This publication is intended for students of public-welfare administration who wish to understand the development of State welfare programs. Several States were studied, and the report for each State is being issued separately.

Material changes have occurred during the past few years in organization and services in this State, but the present program has developed from past experience. Therefore, it seems of value to issue for students of the subject this report of the development of State services for children. The picture given is of New York in 1931 and 1933, when extended field visits were made to the State, and it should not be understood to represent the present situation. Extensive changes in the organization and services of the department of social welfare occurred during 1936 and 1937. Many of the changes made were recommended by a special commission on unemployment relief, which was appointed by the Governor in 1934 and which undertook a detailed study of State and local welfare organization.¹

¹ State and Local Welfare Organization in the State of New York. Governor's Commission on Unemployment Relief. Legislative Document No. 56. Albany, N. Y., 1936.

A Historical Summary of State Services for Children in New York

THE STATE AND ITS ADMINISTRATION

New York State, with its population of 12,588,066, contains more than a tenth of the inhabitants of the whole United States. The population is very unevenly dispersed over the State, with more than half (approximately 7,000,000 persons) in New York City. Density of population to the square mile varies from 2 persons in Hamilton County to 84,878 persons in New York County; hence the average of 264 persons for the entire State is misleading.² Although the population as a whole is 84 percent urban, many counties of the State are wholly rural.³

In addition to New York City the State contains six cities of more than 100,000 population, namely, Buffalo, Rochester, Syracuse, Yonkers, Albany, and Utica.

The population of the State is heterogeneous, with New York City the greatest example of the melting pot. There the Negro population, for instance, would make the largest Negro city in the world; there are enough national groups each to constitute a fair-sized city. Because of the great contrasts between New York City and other sections of the State, organization for social welfare has been difficult and extremely complicated.

The State is both large and rich, having an area of 47,654 square miles and property assessed for State taxes at nearly 30 billion dollars in 1932.⁴

Industries and resources are varied. Clothing manufacture is by far the largest industry; the value of its products is between two and three times as much as that of the printing and publishing industry, which is next in value. Motor vehicles; foundry and machine-shop products; bakery products; electrical machinery, apparatus, and supplies; wholesale meat packing; and fur goods rank next, in the order given.⁵ New York ranks twelfth among the States in the value of the products of its mines and quarries. In 1930 there were 159,806 farms in the State, which covered 59 percent of the total land area and on which 5.7 percent of the population lived. The State ranked fifth among the States in gross income from farm products.⁶

² Fifteenth Census of the United States, 1930, vol. 1, Population, pp. 749-750. Washington, 1931.

³ Statistical Abstract of the United States, 1934, p. 7. U. S. Bureau of Foreign and Domestic Commerce. Washington, 1934.

⁴ *Ibid.*, p. 204.

⁵ Fifteenth Census of the United States, 1929, vol. 3, Manufactures, pp. 358-361. Washington, 1933.

⁶ Statistical Abstract of the United States, 1934, pp. 8, 542-543, 660. U. S. Bureau of Foreign and Domestic Commerce. Washington, 1934.

As one of the Thirteen Original States, New York has had an important position since the United States became a Nation. The first constitution for the State was adopted in 1777, and the present constitution has been in effect since January 1, 1895. The Governor serves for a 2-year term, but the legislature holds an annual session. The legislature frequently amended laws and passed special laws for cities until the adoption of a constitutional home-rule amendment in 1923,⁷ which gave cities the power to adopt and amend local laws that are not inconsistent with the constitution and laws of the State and which largely checked the passage of further special city laws. Notwithstanding this effort to improve the situation there remains a difficult maze of laws, including laws on public welfare.

A reorganization of the State government in 1926 reduced the list of elected State officials to four: the Governor, the Lieutenant Governor, the comptroller, and the attorney general. All State services were reorganized and 18 administrative departments were created.⁸

The State is made up of 62 counties, 5 of which form Greater New York and are coterminous with the boroughs of the city. Each county outside the city of New York is subdivided into towns, which are political units, and may also include cities. The county boards of supervisors have a membership ranging from less than 20 to more than 50 supervisors elected by the various towns and cities within the county. (Five other States have similar county boards: New Jersey, Michigan, Wisconsin, Nebraska, and part of Illinois.)

Until the passage of the public-welfare law of 1929,⁹ the administration of relief was largely a town or city function carried on by the town overseers of the poor and the corresponding city officials, who were elected or appointed and who were often paid on a fee basis. The public-welfare law created county and city public-welfare districts and made it mandatory for every county public-welfare district to have a county commissioner of public welfare; and responsibility for aid to children and for certain other welfare services was transferred from the town to the county. The law made it possible also for any county to establish a county plan for administration of relief. Only a few counties have voted to centralize all relief, and the town is still largely the legal administrative unit for relief and medical care.¹⁰

⁷ Laws of 1923, p. 1165 (legislative amendment, 1924, ch. 363).

⁸ Laws of 1926, ch. 343.

⁹ Laws of 1929, ch. 565.

¹⁰ "As an emergency measure the unemployment relief act provided that town (township) welfare officers should obtain State reimbursement for relief expenditures only through the county commissioner of public welfare. * * * Thus, instead of more than 1,000 independent local relief units, 115 welfare districts were defined, comprising incorporated cities and county areas outside of these cities." Lundberg, Emma O.: Laying the Foundation for a State-wide Program of Constructive Public Relief. *Social Service Review*, vol. 7, no. 3 (September 1933), p. 463.

DEVELOPMENT OF STATE WELFARE ADMINISTRATION

If public welfare as it exists in New York State today is to be fully understood, one must recognize the historical roots, as well as the influence of economic and social conditions peculiar to the State. Certain policies and practices are so deeply rooted, having their sources in the State constitution or in early statutes, that it is difficult to bring about any rapid change, as custom and long precedent have had a definite bearing upon their development.

In New York, as in other States, the first State provision for care of the physically and mentally handicapped, the delinquent, and the criminal was the establishing of State institutions. The administration of each of the institutions except prisons was vested in a board of trustees. The constitution of 1846 provided for the election of three inspectors of State prisons to direct the prisons and to appoint all officers in them.¹¹ This provision was confirmed by statute in 1847.¹² Inspectors were to serve for terms of 3 years, one being elected each year. All final action on the administration of prisons was taken by the inspectors acting as a board, but each inspector was given specific authority to supervise and control one prison.

STATE AGENCIES CONCERNED WITH SOCIAL WELFARE

State-wide welfare services had their beginning when a board of State commissioners of public charities was established by an act passed in 1867.¹³ This board, composed of eight unsalaried persons appointed by the Governor, one from each judicial district, was the supervisory State authority for all charitable and correctional institutions in the State receiving State aid (except prisons) and for city and county almshouses. In their second report the board classified the charitable institutions under their supervision as follows: Division 1, State charities, including institutions for the insane, blind, deaf, idiots, inebriates, and for the reformation of juvenile delinquents; division 2, local charities of counties and municipalities, including county and town poorhouses and almshouses created by special law; and division 3, "all other charities receiving State aid", which included orphan asylums and homes for friendless persons, hospital dispensaries, and charity weekday schools.¹⁴

In 1873 the name of the board was changed to the State board of charities,¹⁵ and its responsibility was extended to include other institutions not receiving State aid. By this same statute the board was given the power to appoint county boards of visitors to visit county institutions.

¹¹ Constitution, 1846, art. 5, sec. 4.

¹² Laws of 1847, ch. 480.

¹³ Laws of 1867, ch. 951.

¹⁴ Second Annual Report of the Board of [New York] State Commissioners of Public Charities, pp. 12-13. Albany, N. Y., 1869.

¹⁵ Laws of 1873, ch. 571.

In the early years of its existence the board did not have a paid staff to inspect institutions and depended upon the services of voluntary groups. Serious concern over conditions in charitable institutions, especially almshouses, led in 1872 to the formation of a private organization, the New York State Charities Aid Association, which through local visiting committees was to supplement the work of the board of State commissioners.¹⁶ The association was of such value to the State that in 1881 it was recognized as a semiofficial body, and authority was given to "visit, inspect, and examine" through its local committees any of the county poorhouses and city and town almshouses within the State when permission had been granted by a justice of the supreme court of the judicial district in which such an institution was located.¹⁷ Close cooperation in local services is still maintained between the New York State Charities Aid Association and the State board. (See p. 24.)

After more than 50 years of service, the State board of charities became the State board of social welfare in 1929.¹⁸

STATE AGENCIES CONCERNED WITH THE MENTALLY ILL AND DEFECTIVE

During the 1870's there was a general removal of insane and mentally defective persons from almshouses and State institutions caring for other groups into additional specialized institutions that were provided. The laws of 1873 created the office of State commissioner in lunacy.¹⁹ This official, who was to be a competent physician appointed by the Governor for a term of 5 years at a salary of \$4,000, was made an ex-officio member of the State board of charities. The following year the statutes relating to the insane were revised and consolidated, and the authority to license private institutions caring for the insane that had been given to the State board of charities in 1873 was removed and placed with the State commissioner in lunacy.²⁰

In 1889 State services for the insane were transferred to a commission in lunacy consisting of three persons appointed by the Governor. One of these persons was to be a reputable physician, with at least 10 years of medical practice and with experience in the care and treatment of the insane and the management of institutions for the insane. He was to serve as chairman for a term of 6 years at a salary of \$5,000 a year. The second member was to be a reputable member of the bar of at least 10 years' standing. His term was 4 years and his salary \$3,000 a year. The third member was to be a "citizen of reputable character" who served for 2 years and received no fixed salary but was paid \$10 a day for actual services.²¹ The commission in lunacy was made a constitutional body by the State constitution of 1894,²² but in 1912²³ the name was changed to the State hospital commission. In 1926²⁴ the commission

¹⁶ Proceedings of the Conference of Charities and Corrections [now the National Conference of Social Work] for 1874-75, pp. 103, 105-107. Tolman and White, Boston, 1875.

¹⁷ Laws of 1881, ch. 323.

¹⁸ Laws of 1929, ch. 654.

¹⁹ Laws of 1873, ch. 571, sec. 9.

²⁰ Laws of 1874, ch. 446.

²¹ Laws of 1889, ch. 283.

²² Art. VIII, sec. 15.

²³ Laws of 1912, ch. 121, sec. 12.

²⁴ Laws of 1926, ch. 584, sec. 361.

was abolished and its work transferred to the newly created department of mental hygiene.

The powers and duties of the State commission in lunacy extended beyond the licensing, inspection, and supervision of institutions for the insane. The commission was also to keep a register of all insane persons in asylums, public or private, throughout the State. It was also given authority to certificate medical examiners for the insane, and within a certain time all examiners were required to be certificated.

As early as 1851 the State established the State institution for feeble-minded children at Syracuse, and subsequently four other State schools for mental defectives and an institution for epileptics were established. A special State program for the feeble-minded was instituted in 1918 when a State commission for the feeble-minded was created.²⁵ This commission consisted of three members. The chairman, appointed by the Governor for a term of 3 years, was required to be a reputable physician with at least 10 years' experience in the actual practice of his profession. He received an annual salary of \$5,000. The other members were the fiscal supervisor of State charities and the secretary of the State board of charities. Each of these members received \$15 a day, not to exceed \$1,000 a year, for attendance at meetings. Within the next 2 years the name of the commission was changed to the State commission for mental defectives.²⁶ It was the duty of the commission to administer the law relating to the custody, care, and training of the feeble-minded; to keep a record of all feeble-minded persons in the State; to establish and conduct or cooperate with other agencies in the conduct of mental clinics; to direct the transfer of feeble-minded patients from one institution to another when practicable; to recommend to the legislature the establishment of new State institutions when necessary; and to visit every State training school and private institution for the care of mentally defective persons at least once a year.

State institutions for mental defectives were administered by boards of trustees appointed by the Governor. The State board of charities had previously been given responsibility for supervision. Similar supervisory authority was given to the State commission for mental defectives, but because of the intimate relationship of these two official bodies a duplication of services did not occur during the year that this plan was in operation.

With the reorganization of the State government in 1926, the commission for mental defectives was abolished, and responsibility for its work and for administration of State institutions for mental defectives was combined with services for the insane in the department of mental hygiene.

STATE AGENCIES CONCERNED WITH PENAL AFFAIRS

Evidence of undesirable conditions in the State prisons resulted in 1876 in the creation of a special investigating committee—the New York State Prison Commission.²⁷ Under a somewhat similar

²⁵ Laws of 1918, ch. 197.

²⁶ Laws of 1919, ch. 633.

²⁷ Laws of 1876, ch. 160, secs. 1-17.

name a permanent supervisory commission was created in 1895. The Governor was authorized to appoint eight persons, one in each judicial district, who were to constitute the State commission of prisons. Members were to serve for a term of 8 years and to receive \$10 a day for actual services, not to exceed \$500 a year. The commission was authorized to elect a secretary at a salary of \$3,000 a year. It was the duty of this commission to visit and inspect all institutions for the detention of adults charged with or convicted of crime; to aid in securing adequate administration of such institutions; to approve or suggest plans for all additions to buildings; to collect statistics and to report annually on its work to the State legislature.²⁸

The laws of 1901²⁹ authorized the development of a probation system throughout the State, and in 1907³⁰ a State probation commission was created to exercise general supervision over the work of probation officers, to collect statistics on probation, and to further the effective application of the probation system and the enforcement of probation laws. This commission consisted of seven members serving without compensation but authorized to employ an executive officer at a salary of \$3,500 a year, a stenographer, and such other assistants as the appropriation allowed. Traveling expenses of the commissioners and the staff were also provided.

These two supervisory commissions were retained in the plan for State reorganization and became an integral part of the department of correction.

REORGANIZATION OF THE STATE GOVERNMENT

The multiplication of State authorities in all branches of State government as well as in welfare service resulted in several official investigations. A report made in 1919 by the New York State Reconstruction Commission on Retrenchment and Reorganization in the State government recommended the establishment of the following departments: Mental hygiene; charities; correction, with a council of correction and a board of parole and probation; and a council of public welfare composed of the chairman of the commission on mental hygiene, the commissioner of correction, the secretary of the board of charities, the commissioner of health, and the commissioner of education. Except for this last recommendation these were very largely carried out with the passage of the reorganization law in 1926.³¹

In the reorganization of the State government in 1926, 18 departments were created. Two of these were headed by elected officials; 12 were under the direction of commissioners appointed by the Governor; and in 4 departments³² a board, commission, or council served as the head.³³

The principal welfare services of the State were allocated to three departments as follows:

²⁸ Laws of 1895, ch. 1026.

²⁹ Laws of 1901, ch. 372.

³⁰ Laws of 1907, ch. 430.

³¹ Laws of 1926, chs. 534 and 606.

³² Agriculture and markets; education; civil service; and charities, later named the department of social welfare.

³³ Constitution, art. IV, sec. 1; art. V, secs. 1 and 4.

1. Department of charities (later the department of social welfare): To this department, of which the head was the State board of charities, were transferred all the powers and duties of the State board of charities, the administration of State institutions for juvenile delinquents and dependents, and the commission for the blind as a bureau of the department.

2. Department of mental hygiene: This department was placed under the direction of a commissioner of mental hygiene, who was made responsible for supervising the custody, care, and treatment of the insane, mental defectives, and epileptics. Jurisdiction and control of the State schools for epileptics and mental defectives and the State hospitals for the insane, except those housing the criminal insane, were given to this department.

3. The department of correction, headed by a commissioner, combined all functions of the superintendent of State prisons, the superintendent of prison industries, the prison industries board, the State commission of prisons, the State probation commission, and the board of parole for State prisons.³⁴ The department of correction controlled all State prisons and reformatories for adults and the two hospitals for the criminal insane.

Before the reorganization each important welfare unit of the State government had associated with it a board of managers or a commission, composed of public-spirited citizens appointed usually by the Governor, with varying powers of control. It was the aim of the State reorganization commission to create a departmental organization that would be centralized and responsible and yet to utilize the contributions of these boards in some way. Accordingly, boards of managers of institutions were generally retained as boards of visitors with only advisory powers. The commission for the blind was retained and transferred to the department of charities to assist in services for the blind. Other supervisory boards whose services were retained in the organization of the departments were the State commission of prisons, renamed the State commission of correction, and the State probation commission, both of which provided valuable supervisory and research services in the department of correction.

The department of charities (later the department of social welfare) was the only one of the three welfare departments in which a board was given responsibility for appointment of the commissioner of the department. Although such appointments are for a 2-year term, coincident with that of the Governor, the commissioner of mental hygiene has held office continuously since the creation of the department, and the department of correction had had only two commissioners in the 7 years of its existence. New York has tried out various forms of organization for its welfare services: The lay board; the board including one or more professional workers and lay representatives; and the board composed of one paid professional member and ex-officio representatives from related State agencies. The need for professional direction in welfare services has been recognized in the qualifications for personnel set in the laws and in the appointments that have been made.

³⁴ The board of parole has since been abolished and a division of parole has been established in the executive department (Laws of 1930, ch. 824).

THE DEPARTMENT OF SOCIAL WELFARE

DEVELOPMENT OF SERVICES

By a process of gradual expansion in supervisory and administrative responsibilities the present department of social welfare has been evolved from the first State supervisory authority in New York, the board of State commissioners of public charities. The development from a supervisory board to an administrative department of which the State board of social welfare is the head has been an unbroken sequence. Weak spots in organization and in authority have been strengthened gradually. Although certain general responsibilities, such as supervision of the care of the mentally ill and defective, have been assigned to other specialized State departments, these changes have been made without such complete change in administration as has occurred in most States. The name of the State board was changed in 1873³⁵ to the State board of charities. The department created in 1926³⁶ was designated as the department of charities, but in 1929 these names were changed to the State board of social welfare and the department of social welfare,³⁷ as indicating more clearly the services provided.

The supervisory responsibility over charitable and correctional institutions receiving State aid, which was given to the State board of charities in 1867, was extended within the next two decades to include all charitable and correctional institutions in the State except State prisons. The board was also given authority to establish regulations as to the reception and retention in private institutions of persons supported by public funds.

As reports of the State board in 1896 and 1897 brought out the abuses resulting from the careless placing of children, the board was empowered to visit any children placed out but not legally adopted and to prohibit any person or association from placing children. Thus step by step increased powers were given to the State board.

In 1900 this growth in power was checked when the State board of charities instituted a court case in an attempt to compel the New York Society for the Prevention of Cruelty to Children to accept its supervision. As a result the court of appeals defined a "charitable institution" within the meaning of the constitution and statutes as "one that in some form or to some extent receives public money for the support and maintenance of indigent persons, and by public money is meant money raised by taxation not only in the State at large, but in any city, county, or town."³⁸ The outcome of this decision was the sudden reduction by somewhat less than half in

³⁵ Laws of 1873, ch. 571.

³⁶ Laws of 1926, ch. 651.

³⁷ Laws of 1929, ch. 654.

³⁸ *People ex rel. State Board of Charities v. New York Society for the Prevention of Cruelty to Children*, 161 N. Y. 233; 162 N. Y. 429.

the number of institutions subject to the supervision of the board. Thus the legislature and the general public were prevented from having complete information regarding dependency in the State or the work of charitable corporations over the State, and the protection heretofore extended to many institutional inmates and trust funds was withdrawn.³⁹ Not until 1931 were these limitations removed, when a law was passed requiring the State board to establish rules and regulations governing buildings, records, equipment, and standards of care for all child-caring institutions, hospitals, infirmaries, homes for the aged, maternity homes, and agencies placing out or boarding out children.⁴⁰

The supervisory services of the State board of charities were increased in 1915⁴¹ when county boards of child welfare were created to administer aid to mothers of dependent children and responsibility for supervision was given to the State board. State responsibility for supervision of local public-welfare services was again emphasized in 1929 when the department of social welfare was given authority to supervise the work of commissioners of public welfare created by the public-welfare law.⁴²

The first administrative authority granted to the board of charities was the control of State funds for the support of poor persons who had no local settlement. Later the care of Indian poor and the removal from the State of persons belonging in other States or countries were also authorized. The authority of the board was materially increased in 1926,⁴³ when the department of charities, of which it was the head, was given administrative control instead of supervisory authority over a group of State institutions. The boards of managers of these institutions were abolished and a board of visitors for each institution was created in their place. Services for the blind under the direction of the commission for the blind were added to the department at this time. The old-age-security act enacted in 1930 also added to the administrative duties of the department.⁴⁴ In addition to providing for supervision of the work of certain local public agencies, the act authorized the department to administer State funds used to reimburse these agencies for part of their expenditures.

The following additional powers and duties have been conferred upon the department of social welfare from time to time:⁴⁵ The licensing, visitation, and inspection of all dispensaries and the establishment of rules for their operation;⁴⁶ the approval of sites and plans for buildings for county and city public "homes" and of plans for public general hospitals;⁴⁷ the administration of Indian affairs in general;⁴⁸ the approval or disapproval of applications for in-

³⁹ Brackett, Jeffrey R. : *Supervision and Education in Charity*, pp. 27-36. Macmillan Co., New York, 1903.

⁴⁰ Laws of 1931, ch. 454.

⁴¹ Laws of 1915, ch. 228.

⁴² Laws of 1929, ch. 565, sec. 138.

⁴³ Laws of 1926, ch. 651, sec. 384.

⁴⁴ Laws of 1930, ch. 387.

⁴⁵ Chs. 873 and 874, Laws of 1936, charged the State department of social welfare with additional powers and duties relating to the administration of relief and the supervision of public-welfare work in the local units.

⁴⁶ Cabill's Consolidated Laws, 1930, State charities law, art. 15, secs. 290-296.

⁴⁷ *Ibid.*, public-welfare law, art. 11, secs. 90-99; art. 10, secs. 83-86.

⁴⁸ *Ibid.*, State department law, art. 14, sec. 389.

corporation of institutions for charitable purposes and the approval of corporations from outside the State which seek to maintain charitable institutions in the State of New York; ⁴⁹ the approval or disapproval of applications for the incorporation of nonprofit hospital-service plans. ⁵⁰

ORGANIZATION OF THE DEPARTMENT

BOARD OF SOCIAL WELFARE

In 1934 the board was composed of 12 unsalaried members, ⁵¹ appointed for 8-year terms by the Governor, with the advice and consent of the senate. One member was appointed from each of the nine judicial districts in the State and three additional members from New York City. Each board member received actual expenses and \$15 a day for each day spent in meetings of the board or the committees, the total amount not to exceed \$500 in any year. ⁵² In this board were vested certain administrative powers, including the appointment of the commissioner of social welfare, who was the chief administrative officer, and the assistant commissioners, who served as heads of the various divisions, and the secretary of the board. ⁵³ These officers as well as all other employees of the department of social welfare were responsible to the board for their official acts. It was also the duty of the board to plan the organization of the department and to prescribe the duties and functions of divisions, officers, and employees.

The board held regular meetings once a month, except during August and September, in order to carry on its work. In addition, special meetings were called when necessary. At its annual meeting the board elected a president and a vice president to hold office for a year. The secretary was a salaried member of the State department appointed by the board.

Much of the detailed work of the board was carried on in the four general committees appointed by the president of the board. The executive committee was responsible for matters affecting the work of the department, including the departmental budget, when questions arose that had to be settled before the next board meeting. The committee on publication supervised the preparation and publication of the annual report. Proposed or pending legislation affecting the department was referred to the committee on legislation. The committee on legal questions considered all matters referred to it by the board or the commissioner for legal interpretation. Special committees were also appointed by the president of the board to serve as advisory committees to the administrative divisions of the department, the divisions of State aid, State institutions, child welfare, medical care, old-age security, and research. Each advisory committee met with the division head to hear reports of divisional activi-

⁴⁹ *Ibid.*, membership corporations law, art. 2, sec. 11, as amended by Laws of 1935, ch. 320.

⁵⁰ Laws of 1934, ch. 595, adding art. 14 to the insurance law providing for approval or disapproval of the incorporation of nonprofit hospital-service plans.

⁵¹ Cahill's Consolidated Laws, 1930, State charities law, secs. 10 and 13.

⁵² Sec. 3a, ch. 873, Laws of 1936, made certain changes in the membership of the board, compensation of members, and term of office. More significant was the change in the powers and duties of the board, which were described as regulatory and advisory and not administrative or executive.

⁵³ Cahill's Consolidated Laws, State charities law, sec. 12.

ties, so that it might submit reports with appropriate recommendations to the board.⁵⁴

Almost without exception the board members have served for long periods of time. The membership of the board on January 1, 1934, included one person who had served for nearly 20 years and five others who had served from 12 to 20 years. Reappointment was the rule rather than the exception. In addition to representing the whole State geographically, the board represented various professions and included doctors, lawyers, and social workers. Such a board has both an accumulation of information from long contact with the work and a professional point of view with regard to it.

COMMISSIONER OF SOCIAL WELFARE

The chief executive officer of the department since 1929 has been known as the commissioner of social welfare. He is appointed by the board to hold office during its pleasure at a salary of \$12,000 a year.⁵⁵ The commissioner has general supervision of all branches of the work of the department and of all its employees, being in turn responsible to the board for the administration of the department. At the time of this study, the board prescribed duties for the commissioner in addition to those listed in the statutes.

The commissioner was appointed by the board of social welfare in 1932. Prior to his appointment he had served as a member of the board for about 2 years. He has had long experience in social and civic work, having spent 7½ years as secretary of the Buffalo Charity Organization Society and about 4 years as secretary of the Council of Social Agencies of Buffalo immediately preceding his appointment as commissioner of social welfare. His predecessor had been in office for about 16 years at the time of his resignation in 1932.

DIVISIONS

Although the law provided that the department should have certain divisions, it also gave the board power to establish additional divisions or bureaus and to abolish any division, including those listed in the original law.⁵⁶ Two divisions named in the law, the division of visitation and inspection and the division of special welfare interests, were abolished and their activities transferred to other divisions by action of the board on June 30, 1928. New divisions and bureaus within the divisions have been created as the activities of the department have expanded.

In December 1933 the department had seven major divisions, each under the direction of an assistant commissioner. These divisions were: Medical care, child welfare, State aid, administration of State institutions, old-age security, research, and the division for the blind. In addition there was a division of general administration, which was under the direct charge of the commissioner. In this division was the bureau of office administration, which handled the fiscal affairs and transactions of the department of social welfare.

⁵⁴ Bylaws of the [New York] State Board of Social Welfare, pp. 4-6. State Department of Social Welfare. Albany, N. Y., 1931.

⁵⁵ This is the salary allowed most commissioners of other departments in the State government.

⁵⁶ Cahill's Consolidated Laws, 1930, State charities law, sec. 11.

The department had two branch offices, one in New York city and the other in Buffalo. A large part of the work of some of the divisions was done in the New York office.

ACTIVITIES OF THE DIVISIONS

DIVISION OF MEDICAL CARE

The division of medical care has supervision over all matters relating to medical institutions. The division of dependent adults was established as a separate division in 1928 but was subsequently reduced to the status of a bureau and made a part of the division of medical care. At the time of this study, the staff of this latter division, in addition to the assistant commissioner, consisted of the director of the bureau of dependent adults, six inspectors, and several clerical assistants.

Supervision of hospitals and dispensaries.

The division of medical care supervised all private hospitals and all public hospitals except those for mental diseases and the feeble-minded. In 1931 the board of social welfare was given authority to make rules and regulations concerning records, buildings and equipment, and standards of care in the operation of any hospital; infirmary; dispensary; home for invalid, aged, or indigent persons; or lying-in asylum where women are received for treatment during pregnancy or after delivery. At this same time the department of social welfare was given authority to inspect such of these institutions as were unincorporated, even though they did not receive public funds. Under these provisions there were added to the institutions already under supervision some 300 hospitals, mostly small institutions under private ownership. As no additional staff was provided for these added duties, it was not possible for the division of medical care to accept fully the responsibility given to it. On July 1, 1933, the division had under active inspection 77 public hospitals and 271 private hospitals classified according to function into five groups, as follows: General, tuberculous, contagious, orthopedic, and other special institutions.

This division is also responsible for licensing and supervising dispensaries. On July 1, 1933, 319 dispensaries were under supervision, 109 of them public and 210 under private control. Of the total number, slightly more than half were not connected with hospitals but were for the most part small dental and public-health clinics. For a number of years the board has made it a principle not to license new agencies for general dispensary work unless they were connected with hospitals.

Supervision of hospitals and dispensaries involves inspection, investigation of complaints, and approval of plans for new buildings. Through reports sent to the division of medical care from these institutions it is possible to keep closely in touch with hospital and medical matters in the State. For instance, the figures compiled from the reports showed plainly in 1932 that the burden that fell on the hospitals because of the depression had largely been assumed by the public, either directly by public hospitals or indirectly through payment to private hospitals of public funds. Information was ob-

tained pertaining to the number of days' care given, the extent to which the hospitals of the State were utilized, the average number of days spent by each patient in the hospital, and the per-capita cost of hospital care.

The division of medical care was also interested in a study made for the purpose of obtaining legislation that would enable hospitals to enter claims for the care of persons receiving compensation as a result of highway accidents.

Reports from dispensaries in 1933 showed a notable increase in dispensary work. It was explained that this was doubtless due to the prevailing unemployment, which forced many persons who in other years had been treated by physicians in private practice to apply for care at dispensaries.

Bureau of dependent adults.

This bureau supervised public homes, private institutions for the aged, and also temporary and special institutions for adults. Prior to 1931 the supervision of the last-named group was limited to institutions receiving public funds, but when the State charities law was amended institutions not receiving public funds were also brought under supervision, which added about 200 homes for the aged and 50 other institutions for temporary and special care of adults.

During the fiscal year ended June 30, 1933, at least two visits of inspection were made to each of the 62 public homes by inspectors from the bureau of dependent adults. Improvements in housing facilities, physical equipment, and in record keeping in many institutions were a direct result of suggestions made either by the inspectors or by cooperating agencies. A summary of these accomplishments has been included in the annual reports of the bureau.

Detailed statistics of movement of population were kept by means of the monthly reports sent to the bureau of dependent adults by each institution under supervision.

DIVISION OF CHILD WELFARE

This division was responsible for the department's activities in relation to child welfare, including the supervision of child-caring institutions and agencies. At the time of this study it included two bureaus—the bureau of boards of child welfare and the bureau of foster-home care—each of which was in charge of a supervisor. A bureau of home relief was set up in the division of child welfare in 1930 after the passage of the public-welfare law in 1929. This bureau was organized to give advisory service to local public-welfare officials on problems of outdoor relief. It was discontinued in 1933, after the organization of the State temporary emergency relief administration, which duplicated the services of the bureau.⁵⁷

The work of this division is discussed in the section "State services for children" (p. 23). In addition to the assistant commissioner, the staff in 1934 consisted of the 2 supervisors in charge of bureaus, 11 senior social workers, and several clerical assistants.

⁵⁷ Sec. 31 of ch. 873, Laws of 1936, provided that between July 1, 1936, and July 1, 1937, all the functions, powers, and duties exercised by the temporary emergency relief administration in the administration of home relief should be transferred to the department of social welfare.

DIVISION OF STATE AID

In this division were centralized all activities relating to poor persons who are State charges, the removal of nonresident and alien dependents to other States and countries, and the administration of Indian affairs. The creation of a bureau of removals and a bureau of Indian affairs, each in charge of a supervisor, was suggested as desirable, but a bill providing for such a reorganization and an accompanying appropriation was vetoed by the Governor in 1931. In addition to the assistant commissioner, the staff in 1934 consisted of a supervisor of social work (Indian welfare), three social workers, and several clerical assistants.

State and nonresident poor.

The division had administrative responsibility to investigate and dispose of cases of State, nonresident, and alien poor persons referred by public-welfare officials. "State poor" are persons in need of public relief who have no legal settlement in any town or city of the State and who have not resided in any public-welfare district for 60 days within the year preceding application for aid. When such a person applied for aid or medical care, he was referred to the division of State aid and after investigation the division might remove him to his place of legal settlement or, if he had none, might make provision for his care and maintenance at State expense.

"Nonresident poor" are persons who have no legal settlement in any town or city of the State but who have resided in a public-welfare district for at least 60 days prior to application for relief. Such persons were cared for at the expense of the public-welfare district but were referred to the division of State aid for removal to their place of legal settlement when it was practicable.

"Alien poor" are persons of foreign birth who have not yet acquired American citizenship and who are dependent upon public relief. Alien poor acquire a settlement in the State in the same way that citizens do (that is, by residing in a town or city for a period of 1 year without being recipients of public relief) and are therefore the financial responsibility of the district in which settlement has been established.

Nonresident or State poor persons are not removed from the State unless their settlement in another State has been definitely established or responsible relatives agree to make provision for their care. Alien poor who have lived less than 5 years in the United States are referred to the United States Immigration Service for deportation. If the social investigation indicates the desirability of return to the native country after a 5-year residence in the United States an effort is made to effect voluntary repatriation.

During the fiscal year ended June 30, 1933, 3,501 persons were removed from New York State, of whom 511 were State poor, 2,557 were nonresident poor, and 433 were alien poor. It cost the State \$60,000 to effect these removals, but it was estimated that the expense of caring for the poor persons removed would have amounted to \$1,820,620 for 1 year. Maintenance of State poor during this same period of time amounted to \$67,782.

Assistance to Indians.

The division of State aid also had administrative responsibility for the welfare of the 5,000 Indians living on the reservations in the

State and for the care and support of Indian poor. All applications for admissions to and discharges from the Thomas Indian School were carefully considered by the division in order that the best interests of each child might be served.

The division of State aid has made a real effort to improve health and social conditions among the Indian population of the State. With the assistance of the department of health, better medical care has been obtained. Clinics have been held on the various reservations. Persons in need of mental care in institutions have been committed whenever possible. An attempt has been made also to assist Indian boys and girls to make satisfactory vocational adjustments. The division has endeavored to find employment for the young people in localities where supervision could be provided by responsible social agencies. The division is carrying out the provisions of the public-welfare and Indian laws in relation to the care and protection of the Indians living on the reservations in the State. The material interests of the Indians have also been protected by agents or attorneys appointed by the division. The division has directed the distribution of annuities and has guarded the rights of the Indians under all circumstances.

Owing to the economic depression, it was necessary to aid increasing numbers of Indians. During the year ended June 30, 1933, 817 families, including 1,764 individuals, or over 35 percent of the total Indian population living on the reservations, were given relief in their homes, and 443 individuals were cared for in hospitals and institutions. The cost of maintenance for these Indian poor persons amounted to \$112,218.

DIVISION OF ADMINISTRATION OF STATE INSTITUTIONS

This division was created in 1926. At the time of this study it was responsible for the supervision of the work of five State institutions:

(1) New York State Training School for Girls, Hudson, which receives girls not over the age of 16 years committed by children's courts as delinquent.

(2) New York State Agricultural and Industrial School, Industry, which receives from the fourth, fifth, sixth, seventh, and eighth judicial districts boys 12 to 16 years of age committed by children's courts as delinquent.

(3) New York State Training School for Boys, Warwick, which receives from the first, second, third, and ninth judicial districts boys 12 to 16 years of age committed by children's courts as delinquent.

(4) Thomas Indian School, Iroquois, which receives orphan, destitute, or neglected Indian children from any of the several reservations located in the State.

(5) New York State Woman's Relief Corps Home, Oxford, which receives needy veterans and their wives, widows, daughters, and mothers, and Army nurses. This was the only institution for the care of adults that the department administered.

The New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis and the New York State Reconstruction Home previously under the control of the department of social welfare were transferred to the department of health in 1931.⁵⁸

The department of social welfare has been given complete fiscal control of the State training school for boys, which was established by the legislature in 1929, but for the other four institutions fiscal control is vested in the division of standards and purchase in the

⁵⁸ Laws of 1931, ch. 481.

executive department.⁵⁹ As all institutional policies were determined by the department of social welfare, this divided control not only complicated matters for the institution superintendents but also duplicated much work.

It was the general policy of the department that the population of each institution should not exceed 500. The new school for delinquent boys at Warwick was being developed in accordance with this policy.

Administration.

The assistant commissioner in charge of the division of administration of State institutions and her assistants visited the institutions frequently. The division supervised the social and administrative policies of the institutions; selection and supervision of personnel; relationship of the institutions to local, State, and national agencies; equipment and maintenance of the plant.

Board of visitors.—Each of the five institutions had a board of seven unsalaried visitors⁶⁰ appointed by the Governor, with the advice and consent of the senate, for overlapping terms of 7 years. The boards were required by law to hold monthly meetings and also to make monthly visits to the institutions, either as a board or through a majority of the members. Monthly reports of meetings had to be sent to the department of social welfare and to the Governor and an annual report made to the department giving a detailed account of visits and suggestions for needed changes. The responsibility of the boards is advisory, though the law provides that the department may require additional duties of them.⁶¹

Institution personnel.—The superintendents of the institutions are selected and appointed by the State board of social welfare under civil-service regulations.⁶² The positions of superintendent are in the competitive class of the civil service and qualifications for all of them have been kept relatively high. At the time of this study, in addition to graduation from an institution of recognized standing, specialization in social service was required for superintendents of the schools for delinquents, specialization in education for the superintendent of the Thomas Indian School, and specialization in business administration or social service for the superintendent of the New York State Woman's Relief Corps Home. However, an equivalent might be substituted for the educational requirements. For each institution at least 5 years' experience was required, of which 2 years must have been in an administrative capacity.⁶³

All the other key positions in the institutions were also in the competitive class of civil service, and requirements were prescribed by the department of social welfare, but teachers, nurses, and some of the skilled workmen were in the noncompetitive civil service, although qualifications were set by the department.

Parole.—Each of the three training schools had its own staff to supervise parole, although the division of administration of State

⁵⁹ Cahill's Consolidated Laws, 1930, State finance law, sec. 150, as amended by laws of 1931, ch. 453.

⁶⁰ The board of visitors for the State agricultural and industrial school was composed of 15 members.

⁶¹ Cahill's Consolidated Laws, 1930, State charities law, secs. 51-52.

⁶² *Ibid.*, secs. 54-55.

⁶³ Classification of Positions in the Civil Service, pp. 686, 690, 691, 695. Legis. Doc. No. 55. Joint Committee on Classification in Civil Service. Albany, N. Y., 1932.

institutions was responsible for the formulation of general policies and had final authority as to methods and procedures used. Parole work for boys and girls began as soon as they were received in the institutions. A social investigation of each child was made as soon as possible after his commitment and subsequent visits were made to the home and to the child in the institution. Insofar as they were able the parole officers undertook to prepare the home for the child's return, making use of local agencies in every way possible. Eligibility for parole has not been based on any specified merit or credit system but has depended upon the progress of the boy or girl in conduct, work, and training, and on the home to which he will be returned.

Special services to the institutions.

The assistant commissioner in charge of the division of administration of State institutions has made extensive use of the State departments and of the State colleges and universities to obtain special services for the institutions. A medical-service program was inaugurated in 1931 at the Thomas Indian School in conjunction with the medical and dental school of the University of Buffalo and the Buffalo City Hospital. Through the cooperation of the University of Rochester Medical School and the Strong Memorial Hospital, a permanent psychiatric unit was established at the State agricultural and industrial school.⁶⁴ An arrangement was also made for the Medical Center of Columbia University to give medical care and attention to the boys in the training school at Warwick. The services of the department of education were enlisted for surveys of educational needs at the State agricultural and industrial school and the Thomas Indian School. As a result a junior-high-school unit was established at the Indian school, and greater emphasis was placed on "vocational training and preparation for life after leaving the school."⁶⁵ A similar coordination of educational and vocational training was made in 1932 in the industrial school at Industry.⁶⁶ The teaching of trades under the supervision of a vocational director was given a more important place at all the institutions.

The New York State Library cooperated in a study of the libraries in these institutions, with the result that the position of librarian was established within each institution. As no suitable list of the best books for use in welfare institutions was available, the committee on institutional libraries of the American Library Association prepared a list of books for boys and one for girls, which were edited by the New York State Library and published and distributed by the department of social welfare to welfare institutions in the State.

The department has encouraged institutional staff members to obtain additional training in their respective fields, and in some instances scholarships have been provided.

DIVISION OF OLD-AGE SECURITY

This division was established to supervise the work of public-welfare officials responsible for administration of article XIV-A

⁶⁴ Sixty-fifth Annual Report of the New York State Board of Social Welfare for the Year Ending June 30, 1931, pp. 194-195. Albany, N. Y., 1932.

⁶⁵ *Ibid.*, p. 195.

⁶⁶ Sixty-sixth Annual Report of the New York State Board of Social Welfare for the Year Ending June 30, 1932, p. 187. Albany, N. Y., 1933.

of the public-welfare law, entitled "Security Against Old-Age Want."⁶⁷ The division administered the State appropriation that was used to reimburse the public-welfare districts for one-half of the old-age relief they had furnished. The law provided for relief in their own homes to needy persons 70 years of age and over who were citizens and who met certain residence and other requirements.

The staff of the division in 1934 consisted of the assistant commissioner, 3 district supervisors, 14 senior social workers (5 of whom were in the central office, 6 in the New York office, and 3 in the Buffalo office), and a staff of auditors and clerical assistants.

Applications for old-age relief were made to the commissioner of public welfare of the county or city public-welfare districts. After investigation, the commissioner decided whether or not to grant relief. Copies of the applications and reports of investigations were filed with the State division of old-age security and approved before the division authorized the State to make partial reimbursement. Monthly reports of payments were also received and reviewed. The division had set up regulations for the administration of such relief, including policies for granting relief to persons owning property or having certain kinds of insurance, and had prepared forms and blanks on which applications were made and records kept, thus obtaining uniformity in the records kept in the local offices and reports filed with the State division.

The field staff advised and assisted local officials concerning the principles of case investigations and reports and visited applicants in special cases. Careful consideration was given to all complaints and appeals received, and special inquiries were made when necessary.

The total expenditures of the public-welfare districts during the fiscal year ended June 30, 1933, were \$14,683,738.60. Refunds from recipients or their relatives or from their estates amounted to \$227,151.33, making the net disbursement for old-age relief during the year \$14,456,587.31. For one-half of this amount the State made reimbursement.

The State also reimbursed the public-welfare districts in part for the cost of administering the law, including salaries paid to persons employed in the work, their traveling expenses, and certain necessary office expenses. A small portion of the local cost of administration consisted of items not reimbursable in part by the State, but for a total of \$799,119.82 expended in administering the law the State made reimbursement to the extent of one-half. This amount represents an overhead of approximately 5.5 percent of the total amount of relief furnished to the beneficiaries under the law.

DIVISION OF RESEARCH

This division was created by action of the board of social welfare in November 1933. It began in the fall of 1930 as a bureau of research attached to the division of general administration, but the rapid expansion of the work of the bureau made the status of a division desirable. This division was responsible for special studies and

⁶⁷ Laws of 1930, chs. 387 and 388.

research relating to social-welfare problems, compilation of welfare statistics, interpretation of statistical data, preparation of reports and other publications. In addition to the assistant commissioner the regular staff for 1934-35 included two senior statisticians, a principal clerk, a principal editorial clerk, and clerical assistants.

The division has undertaken to establish a uniform reporting system on a State-wide basis for all agencies reporting to the department. Monthly reports from agencies in the following fields were received: Child-caring institutions and agencies, boards of child welfare, public homes for dependents, private homes for aged persons, public home and work relief (jointly with the temporary emergency relief administration), and public relief to aged and blind persons. In order to promote uniform methods of reporting, standard units of measurements, and common terminology, statistical handbooks for the different types of services were being prepared. Although the division fully recognized the value of field service in the development of a uniform statistical reporting system, lack of funds had prohibited the establishment of regular field services. Occasional field trips had been made by the director and his assistants, and field service was available in or near New York City from the New York office.

In developing the plan for complete social statistics throughout the State, the division has had active cooperation and assistance from the Spelman Fund and the Social Science Research Council. The division has also cooperated with the United Hospital Fund of New York City in the preparation of forms for reports from hospitals.

DIVISION FOR THE BLIND

This division developed from the bureau for the blind created in 1926, when the State commission for the blind became part of the department of social welfare (department of charities). The bureau for the blind, previously in the division of general administration, was changed to a division of the department of social welfare by action of the board of social welfare in November 1933. The division was under the direction of an assistant commissioner and a board of commissioners for the blind, which consisted of five members. The staff of the division consisted of 5 supervisors, 3 assistants, 10 home teachers, and 2 nurses.

A complete register of the blind in the State was maintained, and an active program for the prevention of blindness was carried on under the direction of a registered nurse. The division has conducted a limited placement service for blind workers and has supplied industrial training in homes and private workshops as well as home teaching in special type for the blind, and in simple occupations of the home. Although there was in 1934 no specific State relief program for the blind, provision was made for county relief in the 57 counties exclusive of Greater New York.⁶⁸ The commission for the blind was responsible for the investigation of applications for relief allowances and for recommendations to county boards of supervisors. From the time the relief law began to function in 1923 until the end

⁶⁸ Laws of 1922, ch. 185.

of the fiscal year, June 30, 1932, a total of 1,381 applications were filed. Of these, 844 persons were found to be eligible for relief, and allowances totaling \$161,974 were recommended to the county board of supervisors for the fiscal year.

EDUCATIONAL ACTIVITIES AND PUBLICATIONS

The department of social welfare has made considerable use of the radio for educational and publicity purposes. Assistant commissioners and other members of the staff have explained the work of the department over the radio. Their speeches have frequently been printed in the newspapers and sometimes mimeographed for general distribution. Special articles have also been prepared for various magazines. A monthly publication, the Social Welfare Bulletin, has been issued since January 1930. This bulletin includes much valuable information on welfare work throughout the State, with special emphasis on the activities of the State department of social welfare.

The department has cooperated closely with all groups interested in the development of social welfare. The office of the State conference of social work was located in the department, and members of the staff assisted in the regional conferences held throughout the State. Active interest was also maintained in the State association of public-welfare officials and in the State conference of mayors.

For the benefit of social agencies, several directories have been published by the department from time to time: The Directory of Hospitals and Dispensaries; the Directory of Welfare Officials and Agencies in New York State (exclusive of New York City); the Directory of Child Welfare Agencies and of Homes and Other Institutions for Children; and the Directory of Homes for the Aged and Other Institutions for Dependent Adults in New York State. The public-welfare law and State charities law have been published, each in a pamphlet for distribution.

The annual reports of the department have included information about the work of the department and statistical summaries of the services and equipment of agencies under its supervision. More detailed studies of special problems were issued as separate publications. One of these, published in 1933, is Volume and Cost of Child Dependency in New York State for the Year Ending December 31, 1931, prepared by the division of child welfare with the cooperation of the division of research.⁶⁹ Several short bulletins on the history of public welfare in New York State have also been prepared.

PERSONNEL OF THE DEPARTMENT

METHOD OF APPOINTMENT AND QUALIFICATIONS

Except the commissioner, the entire staff of the department of social welfare was under civil service at the time of this study. With the reorganization of the State government, civil service was established in a department of civil service headed by the civil-service commission.⁷⁰ Through the establishment of lists of eligibles all positions except those in the unclassified service were controlled by

⁶⁹ A second publication in 1934 gave similar information for the year ending Dec. 31, 1932.

⁷⁰ Laws of 1926, ch. 354, as amended by Laws of 1927, ch. 440.

the department of civil service. All but a few positions were in the competitive class. In the department of social welfare the exemptions included one blind stenographer for the assistant commissioner for the division of the blind and a number of minor positions in the State institutions.⁷¹ Vacancies in the department of social welfare were filled insofar as practicable by promotion from positions in lower grades after promotional examinations were given. Dismissal could be only for stated causes.

The heads of divisions did not help to plan examinations, but they were consulted by the department of civil service as to the qualifications for and duties of each position. The commission was aided by experts in the field of social welfare in planning examinations and grading papers. The three persons making the highest rating in the examination were certified to the department for choice of appointment.

Efforts have been made to raise standards as rapidly as possible. In 1930 the State legislature authorized an investigation of positions in the State civil service, including those in the department of social welfare.⁷² This investigation resulted in recommendations for higher standards and for salaries commensurate with the responsibilities and duties of the staff members.

The effect of these recommendations was seen in the examination held in March 1931 for field agents for the newly created division of old-age security. Not only was the salary scale raised, but the educational requirements were also increased so as to include: "(a) Completion of not less than 2 years of a college or university course leading to a degree and * * * not less than 3 years of experience (paid full time) as a case worker with an accredited family relief or similar agency; or (b) not less than 1 year of instruction in a recognized school of social work and * * * not less than 2 years of experience (paid full time) as a case worker with an accredited family relief or similar agency." Provision was also made for substitution of additional college work for part of the required case-work experience. The written examination had a relative weight of 4, and training, experience, and general qualifications were weighted as 6.⁷³

Differentiation in the classification of workers in the different divisions of the department was also evident, so that some specialization was possible. For instance, requirements for inspectors of welfare institutions included graduation from an institution of recognized standing with specialization in the social sciences and 2 years of institutional experience in nursing or dispensary work; and requirements for senior social workers included graduation from an institution of recognized standing with specialization in the social sciences, preferably graduation from a recognized school of social work, and 3 years of experience in full-time paid social work in a recognized social agency.⁷⁴

⁷¹ Civil Service Law: rules and regulations as amended to Feb. 15, 1931, pp. 78, 82, 83. State Civil Service Commission, Albany, N. Y.

⁷² Report of the [New York State] Joint Legislative Committee on Classification of Positions in the Civil Service, p. 9. Albany, N. Y., 1932.

⁷³ Examination notice of Mar. 28, 1931, item 23, field agent. New York Department of Civil Service, Albany, N. Y., 1931.

⁷⁴ Report of the [New York State] Joint Legislative Committee on Classification of Positions in the Civil Service, pp. 447, 659-660. Albany, N. Y., 1932.

Many of the staff members had served for long periods of time, and there was wide variation in their qualifications both as to general and special training and in the extent and character of their previous professional experience. At the time of the visit to the department in 1931 few of the field workers were college graduates with additional training in social work. Many of them had had little or no previous experience in social work. This condition, however, was expected to show gradual improvement as soon as the new requirements could be put into effect.

SALARY SCALE

Salaries are fixed in the annual appropriation act.⁷⁵ Although the commissioner of social welfare received a salary of \$12,000 a year at the time of this study, the same amount that most of the other heads of departments received, the salary of the assistant commissioners, except the assistant commissioner of old-age security, was considerably lower than salaries of similar officials in other State departments and of comparable executives in private organizations. Assistant commissioners in the department of education received \$8,000 a year; those in the department of agriculture and markets received \$7,000 and \$6,000; and the assistant commissioner in the department of mental hygiene received \$9,000.⁷⁶ Yet three of the assistant commissioners in the department of social welfare received only \$4,750; one received \$4,800; and the assistant commissioners directing the division of administration of State institutions and the division for the blind received only \$4,000. The responsibility, extent, and importance of the duties assigned to these assistant commissioners make the differences seem most unfortunate. The salary of the assistant commissioner of old-age security, who had been recently appointed, was \$6,500.

Salaries for bureau directors were for the most part rather low. In the division of child welfare the two bureau directors received \$2,700. The director of Indian welfare received \$2,500, and the director of the bureau of dependent adults in the division of medical care received \$4,750. It is difficult to understand this wide variation in salaries for positions demanding like qualifications and of comparable responsibility.

Field agents or inspectors classified as social workers in the division of State aid, senior social workers in the division of child welfare, inspectors of welfare institutions in the division of medical care, and a social-welfare investigator in the division of administration of State institutions received salaries varying from \$2,000 to \$3,000. The 1933 appropriations show seven workers at \$2,000, three at \$2,100, three at \$2,200, one at \$2,400, two at \$2,500, two at \$2,550, and one at \$3,000. In the division of old-age security six senior social workers received \$2,250, four \$2,500, one \$2,750, and two \$3,000.

⁷⁵ Laws of New York, 1933, ch. 120, pp. 396-402.

⁷⁶ *Ibid.*, pp. 227, 280-282, 357.

STATE SERVICES FOR CHILDREN

Several departments in the New York State government were concerned with the social welfare of children to some degree when this study was made: The departments of social welfare, correction, mental hygiene, education, health, and labor. No attempt is made to give a complete analysis of the work of these departments, but such activities as may be included in the welfare divisions of other States are described.

Although informal interdepartmental relationships have been built up by staff members in the various State departments, there was need for clearing interdepartmental information and for arriving at a better understanding of the policies and practices of coordinate departments.

In February 1933 Governor Lehman appointed an interdepartmental State children's council to correlate the work of the departments of correction, education, health, labor, mental hygiene, and social welfare insofar as it related to the interests of children. The council has undertaken to study the child-welfare functions and activities of the several State departments in relation to each other and also in relation to local child-welfare work, both public and private, with the purpose of formulating a plan for needed legislative and administrative changes. No funds were appropriated for the work of the council and as a result its work did not progress rapidly.

It is interesting to note that in the reorganization of the State government in 1926⁷⁷ a division of interdepartmental relations was set up in the executive department, but the provision authorizing it was repealed the next year before the division had an opportunity to function. This division of interdepartmental relations was to be composed of the following standing members: The assistant to the Governor, the commissioners of education, health, mental hygiene, and correction, and a representative of the department of charities designated by the State board of charities. The Governor was to serve *ex officio* as chairman of the division and was authorized to invite to meetings the representatives of any other department whose interests were involved.

A State commission to examine laws relating to child welfare was created in 1920.⁷⁸ This commission consisted of 16 persons—3 from the senate, 3 from the assembly, 5 to represent the State departments of education, labor, and health, the board of charities, and the State probation commission, and 5 additional members appointed by the Governor. The members of the commission served without compensation, but until 1926 annual appropriations were made for the expenses of the commission and the employment of a director and assistants. The work of the commission was divided among the following

⁷⁷ Laws of 1926, ch. 546, sec. 56; Laws of 1927, ch. 21.

⁷⁸ Laws of 1920, ch. 699.

subcommittees: Education; health; labor; institutional care; delinquent children; dependent, neglected, and defective children; mothers' allowances; and child protection. Studies were made and numerous conferences and public hearings were held. The commission reported annually to the legislature from 1922 to 1926. During these 5 years, 60 legislative measures were proposed by the commission, of which 29 were enacted into law.

DEVELOPMENT OF LOCAL PUBLIC-WELFARE SERVICES FOR CHILDREN

The responsibility for developing and improving local public-welfare services was shared by several State departments. Each department had authority to supervise the local services related to its field of activity. In a State having as complex organization for social welfare as New York, it is difficult to judge the extent to which local agencies have been developed through the activities of State agencies. Undoubtedly the studies of social needs and local provisions that have been made by these departments have been a significant factor in furthering social legislation to create local public agencies.

Among the unofficial groups and organizations that have played an important part in the development of the State welfare program, the New York State Charities Aid Association has been outstanding in the development of services for children. The united action of the State board of charities and the New York State Charities Aid Association resulted in 1875⁷⁹ in the enactment of a law requiring the removal from almshouses of all children between the ages of 3 and 16 years and the placement in families or institutions of all who were not defective in body or mind. In 1878⁸⁰ the law was amended to include children from 2 to 16 years, and in 1896⁸¹ its intent was clarified by a specific statement that a child under 2 years of age was permitted to be in the almshouse with his mother. Although the statutes gave boards of supervisors the power to take such action as was necessary to make this act effective, the tendency at first was to use principally institutional care for children who needed to be separated from their own families. The removal of children from almshouses resulted in an increase in local payments from public funds to private institutions at agreed rates on a per-capita basis. Many children were retained in institutions for long periods.

The realization that this was happening prompted the New York State Charities Aid Association to formulate a plan whereby public officials could be encouraged to use other kinds of care than institutional care for children, when such care was adapted to the individual needs of the children. Accordingly, beginning in 1907, county children's committees of the association were organized in many of the counties of the State and assumed the responsibility for service to children who were referred by poor-law officials for care and treatment. The development of these committees by the New York State Charities Aid Association has influenced much of the county organization work that has been undertaken in other States by de-

⁷⁹ Laws of 1875, ch. 173.

⁸⁰ Laws of 1878, ch. 404.

⁸¹ Laws of 1896, ch. 225, sec. 56.

partments corresponding to the New York Department of Social Welfare. On January 1, 1932, in 31 counties of the State, county children's committees were functioning and in these and most other counties one or more full-time qualified social workers were employed to assist the commissioner of public welfare and the children's courts with the children's work of the county. These children's agents, as they were popularly called, were originally employed in many counties by the county children's committees under agreements or contracts with boards of supervisors, appropriations for their salaries being made by the supervisors to the committees. At the time this study was made, salaries and expenses of the agents in most counties were paid by the county, and the agents were actually employees of the county commissioner of public welfare responsible for services to children.⁸²

COUNTY SERVICES FOR PROTECTION AND CARE OF CHILDREN

The public-welfare law of 1929 continued the authority of the department of social welfare to supervise the work of public-welfare officials, to advise them in the performance of their official duties, and to collect such statistical information as was deemed desirable.⁸³ County and certain city commissioners of public welfare were given broad responsibilities by this law for protective work and for the care of children in need of such services, including destitute, neglected, and abandoned children; delinquent children not under the jurisdiction of the children's court; defective and physically handicapped children; and children born out of wedlock.⁸⁴

The New York State Charities Aid Association maintained an active interest in the work of the county children's committees established under its auspices, and through its staff and field workers supervised and advised the children's agents in their respective districts. An effort was made to visit each agent several times a year and to spend several days in going over her work with her. The association also assisted in the selection of agents and other workers. The county children's committees were also subject to the supervision of the State department of social welfare, but fortunately there was close cooperation between the department and the association in the pursuit of their common policy for the development of effective case work in child-welfare activities throughout the State.

The organization of child-caring activities and the services provided for children varied widely in the counties of the State. In a few instances a staff was employed, reasonably adequate both in competence and number. At the other extreme the county commissioner attempted to administer the work for dependent children without the assistance of any children's agents. Local practices as to the division of work between the county commissioner and the county children's court also varied widely. In one county more than 74 percent of the children cared for at public expense outside their

⁸² Laws of 1929, ch. 565.

⁸³ The laws of 1937, ch. 544, further extended State responsibilities by authorizing the State board of social welfare to establish in cooperation with the civil-service commission minimum qualifications for positions in local welfare departments.

⁸⁴ Ch. 15, Laws of 1937, sec. 1, revised sec. 185, made possible the transfer of all powers and duties relating to children from the commissioner of public welfare to the county board of child welfare.

own homes on December 31, 1932, had been accepted for care by order of the children's court. In another county over 88 percent had been accepted through the commissioner of public welfare without court action. In some counties the children's agent was also the executive officer of the board of child welfare, which administered mothers' aid. In others the board of child welfare employed its own agent or did its work through its unpaid members.

COUNTY BOARDS OF CHILD WELFARE

In the department of social welfare a special bureau of the division of child welfare maintained supervision of the county boards of child welfare, which administered mothers' aid. This bureau had a full-time director and the part-time assistance of the social workers allocated to the division.

The department report for the year ended June 30, 1933, showed that such boards were active in all but 11 of the 62 counties in the State. The grants were made from county funds, as State funds were not provided to assist the counties.⁸⁵

The bureau of boards of child welfare was responsible for developing standards of case work and for promoting uniform policies and practices in the administration of mothers' aid.⁸⁶ Suggestions for uniform practices governing mothers' aid allowances were prepared by the bureau. These covered such problems as property allowed to beneficiaries, life insurance, supplementary aid, family budgets, health conditions, employment of the mother and the children, and school attendance. A standard family budget was recommended as a basis for the grant to be allowed. The bureau also prepared instructions for keeping satisfactory case records and standard forms for applications and reports. In addition to these the bureau issued information on medical examinations, school reports, bank accounts, life insurance, and similar subjects.

Both monthly and annual reports were required from each child-welfare board; summaries of the reports were prepared and copies distributed to the various boards. The annual reports gave such information as the membership of the board, its policies and meetings, a statement about its finances and grants, the number of beneficiaries classified by cause of dependency, the disposition of applications received during the year, and the number of visits made to the families receiving aid.

As no State funds were involved, the bureau did not receive and review individual applications, but any person who had knowledge that relief was being granted in violation of the requirements of the act could file a complaint with the department of social welfare, and the department had the power to revoke the allowance after proper investigation, or to order the local board of child welfare to take other action.⁸⁷

About once in 18 months a member of the supervisory staff spent from 2 to 3 weeks in each county making a general survey of the work of the local board of child welfare. A detailed schedule form was used for this, in order that comparable information could be

⁸⁵ Under the Social Security Act, Federal funds are made available for aid to dependent children, and New York is cooperating in this program.

⁸⁶ Known as aid to dependent children, beginning in 1937.

⁸⁷ Cahill's Consolidated Laws, 1930, general municipal law, sec. 152 (7).

obtained for all counties. In the course of a county survey, the worker read the records and visited the homes of one-fourth to one-half of the families receiving aid. Conferences were held with board members, and close contact was maintained with the local agent if one was employed. As soon as possible after a county survey was completed, a report of the findings was sent to the staff and the members of the local board of child welfare. Frequently the supervisor of the bureau also visited the board, in order to interpret the findings and to discuss the points brought out by the survey. The bureau has found these surveys helpful in the development of uniform practices and policies, record keeping, and case-work procedure.

The department had no control over the selection of the local staff, although a consistent effort was made to have the boards choose persons qualified to do this work. According to the report made by the department for the fiscal year 1933, paid service was available to the boards in all but 15 counties. In these 15 counties board members themselves undertook to administer mothers' aid. This does not mean that adequate service was available in all counties, for only 12 counties, in addition to the 5 counties of New York City, employed one or more full-time mothers' aid workers.

The State bureau has provided some educational services for local boards. An annual conference of these boards was held, and in addition a half-day session of the State conference on social work was devoted to mothers' aid problems. The State department has distributed informative literature which included sample records, nutrition pamphlets from the health department, and United States Children's Bureau publications. The annual institutes held by the State conference of social work provided training courses for mothers' aid workers.

In general, State supervision of the administration of mothers' aid has been considered helpful, although in some counties there was a feeling that little was gained by the supervisory program. The supervision was educational, and its value depended upon such qualities as open-mindedness, education, and intelligence of the person supervised as well as upon the skill and understanding of the personnel of the State staff. The bureau did not use demonstration as a means of raising standards.

SUPERVISION OF PROBATION

The division of probation of the department of correction was responsible for supervision of probation work throughout the State. The division was headed by a director and had the assistance of an advisory State probation commission.

The field staff consisted of four examiners responsible for field supervision of all the probation work of the State, including services for children and adult offenders. In 1934 the staff supervised 463 probation officers, who had more than 28,000 adults and children under care. The smallness of the staff was a serious handicap to the division, which attempted through a variety of services to improve the quality of probation work throughout the State.⁵⁸

⁵⁸ Probation in New York State, pp. 35-37. Special Report by Commission to Investigate Prison Administration and Construction. Albany, N. Y., 1933.

The division of probation has endeavored to obtain qualified probation officers. No authority was given to the State department to set standards or to assist in the selection of probation officers. The division has cooperated with the department of civil service in setting up examinations for probation positions, but the requirements were far too low. Graduation from high school or its equivalent was the only educational requirement set. Higher qualifications were required, however, in some probation offices. This division had no power to remove incompetent officers.

The training of officers already in service was one of the activities of the division, and for a time a series of institutes for probation officers was held throughout the State. In addition to general inspection of probation work, the division made upon request intensive studies of probation in different counties and conducted annual conferences of probation officers, magistrates, and judges of children's courts.

Special attention has been given to the work of children's courts. The division was consulted on many problems not essentially those of probation and received many requests for assistance in improving procedures in the courts. Many of the special studies made by the division related to the work of children's courts. Reports of such studies as well as regular inspection reports have been made available for the use of the division of child welfare in the department of social welfare. The division has developed a uniform reporting system for children's courts, and statistical information has been tabulated. This statistical information has been adapted to the uniform reporting of juvenile-court statistics developed by the United States Children's Bureau and is incorporated in the annual report of juvenile-court statistics issued by the Bureau.

CARE OF DEPENDENT CHILDREN

In general, the State of New York does not provide direct care for dependent children. At the time this study was made it maintained a school for dependent Indian children. Children from the reservations within the State who could not be admitted to the Thomas Indian School were maintained at State expense in child-caring institutions or in foster homes. In addition a small number of "State poor" children were similarly cared for. "State poor" persons are those who have no settlement within the State and who have not resided in any county for a period of 60 days during the year preceding the application for relief.

STATE SUPERVISORY SERVICES

The supervision of organizations caring for dependent children was the responsibility of the division of child welfare. The supervisory services were divided into three units. The assistant commissioner in charge of the division was responsible for the supervision of all institutions caring for children as well as for the general direction of the work of the entire division. Supervision of child-placing agencies and of the placements made by these agencies was the responsibility of the director of the bureau of foster-home care, and supervision of county child-welfare boards, discussed on page 26, was under the bureau organized for this purpose.

The division of child welfare had no specialists on its staff except the directors of these three services. The social workers doing field work were called upon to visit and inspect, to assist and advise, and to make special surveys and studies of any of the organizations under the supervision of the division. The staff of 11 field workers in 1934 was far too small to serve adequately the large number of organizations that were the responsibility of this division.

Approval of incorporation of private organizations.

No corporation can be created without the approval of the board of social welfare if the application for incorporation specifies among the purposes of the organization the care of destitute, delinquent, abandoned, neglected, or dependent children, the maintenance of a lying-in asylum, or the placing out or boarding out of children.⁸⁹

When the application was referred by the secretary of State, a member of the board of social welfare or one of the staff made an investigation, considering the following points:⁹⁰

1. The public need for such an institution or agency at the time and place and under the circumstances set forth in the application and certificate.
2. The character and standing in the community of the proposed incorporators.
3. The financial resources of the proposed institution and its sources of future revenue.
4. Such other matter or matters as may be deemed to be in the public interest.

When necessary a public hearing was held to determine whether or not incorporation should be permitted. For the fiscal year ended June 30, 1933, the board reported 14 incorporations approved, 9 disapproved, and a large number of other applications considered and withdrawn at the proponents' request.

Reports from children's organizations.

The department of social welfare prescribed the types of reports to be made by child-caring organizations. These included a monthly statement of movement of population in the institution or agency and individual reports on each child. A report on the social history of each child was required by the department of social welfare on admission or acceptance for care. Additional data had to be submitted whenever the type or place of care of a child was changed. When a child was discharged a report was made. Special reports were also made when there was a change in a child's status as a private or a public charge. The division of research, in cooperation with a special committee of the American Statistical Association, began in 1933 to reevaluate the data to be submitted on these reports and to formulate a plan that would provide serviceable records as well as a satisfactory statistical picture of the care being given in the State to children cared for away from their own homes.⁹¹

Supervision of institutions.

More than 300 private institutions for children were under the jurisdiction of the department. The majority of the institutions were for the care of children in general, but a few were more special-

⁸⁹ Cahill's Consolidated Laws, 1930, membership corporation law, ch. 35, sec. 11, subd. 1, as amended by Laws of 1931, ch. 454, and sec. 1b as added by ch. 595, Laws of 1934.

⁹⁰ Bylaws of the [New York] State Board of Social Welfare. State Department of Social Welfare. Albany, N. Y., 1931.

⁹¹ Handbook for the Collection and Tabulation of Statistical Information About Children in Foster Care. New York State Department of Social Welfare. Albany, N. Y., 1935.

ized institutions, including day nurseries; temporary homes and special homes or schools for delinquent, physically handicapped, or convalescent children; preventorium and other institutions providing health services.

The laws of New York do not provide for the licensing of incorporated institutions caring for dependent, neglected, or delinquent children, but the State board of social welfare is directed by the constitution⁹² to establish rules and regulations governing the reception and retention of persons cared for as public charges and is further empowered by the State charities law⁹³ to establish rules and regulations concerning records, buildings, equipment, and standards of care for such persons. Before 1931 its authority over private institutions was limited to those receiving payments from public funds. Approximately four-fifths of the children cared for in private institutions on December 31, 1931, were public charges.⁹⁴ The State charities law⁹⁵ as amended in 1931 extended the authority of the department to include the inspection of all private child-caring institutions to determine their compliance with the rules of the board of social welfare. Legislation effective October 1, 1935, provided that unincorporated institutions shall be licensed by the State department of social welfare.⁹⁶

The State board of social welfare has formulated rules for private institutions under which public charges might be received only when committed or accepted by local officers or boards responsible for the care of destitute persons or when committed by the courts. Annual reacceptances must be requested except in cases of delinquency. A form has been prescribed for bills submitted to counties, cities, towns, or villages, and payments were dependent upon compliance with certain general laws, rules, regulations, or ordinances. Adequate fire protection must be maintained, proper sanitation provided, and a suitable diet supplied. Each institution must keep a record of inmates and of receipts and expenditure of money. Annual reports were required. All plans for the construction of buildings must be submitted to the State board of social welfare. Supplementary rules for children's institutions require adequate recreational facilities, provision for a rounded educational program, separation of destitute children from delinquent children and from destitute adults, and the keeping of detailed records as to the social history of the children, methods of discipline authorized, and illnesses.

Formerly an annual inspection was made of all private institutions, but an increase in the work of the division without a corresponding increase in staff made it necessary to vary the frequency of inspections according to the needs of the institutions. A random sample of about 30 institution records studied in 1930 showed that from 8 to 22 months had elapsed between the last two inspection visits, with 14 or 15 months as the most usual time. From 1 to 10 days were spent on such inspections, depending upon the size of the institution and the problems encountered during the visit. The gen-

⁹² New York State Constitution, art. VIII, sec. 14.

⁹³ Cahill's Consolidated Laws, 1930, State charities law, sec. 18.

⁹⁴ Foster, James H., and Robert Axel: Volume, Distribution, and Cost of Child Dependency in New York State, p. 8. State Department of Social Welfare, Albany, N. Y., 1933.

⁹⁵ Cahill's Consolidated Laws, 1930, State charities law, sec. 19, as amended by ch. 454, Laws of 1931.

⁹⁶ Laws of 1934, ch. 802.

eral plan of inspection was first to make a thorough basic study of each institution and on subsequent inspections to obtain only supplementary information or to study special problems. Owing to the many types of service given by the field agents this plan was not always followed. The reports varied considerably in value. Some showed an intelligent understanding of institutional problems with constructive suggestions for improvement, while others showed little imagination as to desirable changes, merely a formal compliance with the law. It was not uncommon to find a mass of detail, with little interpretation. Certain points were observed in the plant, the institutional management, and the social policies, and the institution was graded according to a prescribed scale.

Much of the educational work with the institutions was done by the field agents during their visits. Its value varied with the ability of the inspector to see clearly, to make constructive suggestions, and to stimulate the institution staff to follow these suggestions. When changes in program were needed, reports of the visits were submitted to the boards of managers of the institutions and the problems were talked over with them. Lack of specialists on the staff has limited the assistance that could be given in working out special problems, but every effort has been made to assist the institution to obtain special information and advice. At one time the department conducted regional conferences for institutional workers, but because of the diversity of interests of the persons attending and the expense involved these conferences were given up.

A small group of day nurseries receiving public aid was supervised by the State department of social welfare, although the nurseries were licensed by the local departments of health.⁹⁷

Supervision of child-placing agencies.

Licenses are not required for child-placing agencies in the State of New York because child placing is restricted to the institutions or agencies that are incorporated or organized under the State law for the purpose of placing children. At the time of this study, 51 private agencies and 68 public departments placed children in foster homes and came under the general supervision of the bureau of foster homes in the division of child welfare. This supervision differed little from that in States where similar departments license child-placing agencies.

In the course of its supervision the division of child welfare made a study of each agency, including organization, finances, staff and allocation of workers, and type and extent of services. Standards of physical care, dental care, psychiatric service, and other facilities for the well-being of the children were also taken into consideration. Visits were made to a sufficiently large sample of free, work, and boarding homes in order to gain a fair idea of the quality of the placements made and the care given to the children. When unsatisfactory placements were discovered, the department could order the agency to remove the children. The method of following up these visits of inspection corresponds to that used for institutions. Detailed reports were sent to persons concerned with the work of the agency, and conferences were arranged to discuss problems.

⁹⁷ Cabill's Consolidated Laws, 1930, State charities law, sec. 305; penal law, sec. 482.

In the supervision of public child placing the bureau of foster-home care cooperated closely with the New York State Charities Aid Association, which has been responsible for the appointment of children's agents in many counties. The relationship between the State agency and the association was somewhat complicated, for both organizations supervised local public work for children. The two worked together harmoniously, however, each supplementing the activities of the other. The director of the bureau of foster-home care spent more time in the counties where the association was not functioning, thus avoiding overlapping of services and giving more time for the counties that needed more service. Reports of visits to the counties and recommendations made were exchanged by the two agencies.

Interstate placements.—In the past, New York agencies placed a large number of New York children in other States. This practice has greatly decreased, however. New York has no law governing exportation of children, but considerable thought has been given by the division of child care as to desirable methods of safeguarding all such children as have come to their attention through the placement reports of agencies. All persons or agencies bringing children into the State for placement in foster homes must be licensed by the State department of social welfare. Few agencies from other States are licensed to make placements in New York. These agencies are required to give bond and to report each individual placement. At the time of this study the division was not equipped to give special supervision to their placements.

Ignorance of the law regarding the placement of children from outside the State or indifference to it has resulted in some illegal placements by outside agencies. Several maternity homes have made such placements, which have necessitated investigation outside the State, cooperation with departments in other States, and much correspondence. The attorney general has ruled that persons accepting illegally placed children are guilty equally with those placing the children. A circular letter giving this opinion was sent to the judges throughout the State. Another problem with which the division had to deal was acceptance of children from outside the State for placement by several New York agencies that were authorized under the State law to place children.

Supervision of boarding homes.

A new system for the licensing and supervision of homes in which children were boarded was provided by a law that became effective October 1, 1935.⁹⁸ Under this law authorized agencies, including private agencies and public officers and departments having the care of dependent children, are empowered to certify the boarding homes they use and are required to report certified homes to the department of social welfare. Other boarding homes are to be licensed by the department of social welfare. The department is to supervise all these licensed boarding homes, to establish rules and regulations for them, and may order the removal of children improperly placed. A boarding home may not care for more than six children. An unincorporated institution may care for more than six children,

⁹⁸ Laws of 1934, ch. 802.

provided it is licensed by the department of social welfare to do so and observes all the rules and regulations applicable to incorporated institutions.

At the time this study was made the licensing of boarding homes was under the general direction of the State department of health. Licenses were actually granted by local health officers, who sent duplicates to the State office. The State department published standards to guide local health officers and prepared forms to be used in the inspection of boarding homes, so that the information would be comparable. Local health officers were expected to make thorough investigations before granting licenses, to make a monthly inspection thereafter, and to renew the license annually if the monthly inspections have shown the home to be satisfactory. In actual practice the inspections varied widely. There were in New York State 1,212 local health units, each employing a physician as health officer. In the majority of these units the health officer gave only part-time service. In the main the inspections that were made were confined to a consideration of health conditions, and in many localities little attention was paid to the social value of the homes.

In supervising the work of agencies that place children in foster homes, the State department of social welfare often discovered children in unlicensed boarding homes or found undesirable conditions in licensed homes. Unsatisfactory conditions have also been found as a result of complaints made directly to the department. For example, one boarding home licensed under the earlier law to care for 12 children was found to have unsatisfactory sleeping arrangements and an inadequate diet for the 9 children in its care, whose ages ranged from 7 months to 14 years. Such conditions have always been reported immediately to the department of health. In spite of cordial working relationships and frequent conferences between departments, the arrangement for licensing under the earlier law was cumbersome and awkward. Needless duplication was common; the local public-health nurses, the local child-placing agency, and the two State departments often visited the same home, and yet other homes were not supervised. Independent boarding homes where children were placed by parents or relatives presented a difficulty that close cooperation between the departments was not able to solve.

Supervision of maternity homes and hospitals.

State supervision of maternity homes involves two important problems: (1) The development of adequate maternity care and satisfactory health conditions and (2) the provision of social services and safeguards for the unmarried mother and her child. In the past the health aspects rather than the social aspects have received major attention in New York. The division of maternity, infancy, and child hygiene in the State department of health was the State agency responsible for supervision of maternity homes and hospitals, and every effort has been made to eliminate undesirable ones and to improve the maternity care given in others.

The division of maternity, infancy, and child hygiene shared the supervision of maternity homes and hospitals with the local health officers, who issued annual licenses and were supposed to visit each home or hospital monthly. Members of the State staff endeavored to make at least an annual inspection visit; in 1930, 177 maternity homes

and hospitals were inspected. Duplicates of all licenses issued were sent by the local officers to the State department of health. Each maternity home was required to keep a register of maternity cases in a book owned and furnished by the State department of health and was subject to the rules and regulations prepared by the State department. These regulations for the most part applied to sanitary conditions and necessary equipment, although an extract from the State charities law was quoted to remind the hospitals and homes that it was illegal for an unincorporated maternity hospital or home to place a child in a foster home for adoption or care unless the hospital had been authorized by the State board of social welfare to place children.

Through a law⁹⁹ that became effective October 1, 1935, more adequate consideration has been given to the social aspects of the problem. This law provides that any maternity home that has not been incorporated under the law must obtain a license from the State commissioner of health. All licensed maternity homes must be inspected at least once in 3 months by the commissioner of health or his authorized agent. Each maternity home is subject to the rules and regulations of the State department of health; these apply mostly to the health and sanitary aspects. The State department of social welfare is authorized to make rules and regulations concerning records, buildings, equipment, and standards of care which shall apply in the operation of all maternity homes, and must inspect periodically all such homes, examine the records, and obtain any information desired as to the children that have been or are under care. Only maternity homes that have been incorporated as child-placing agencies may place children in foster homes.

SERVICES FOR SPECIAL GROUPS OF DEPENDENT CHILDREN

Adoptions.

No responsibility has been given to the department of social welfare in adoption cases. According to the law the court having jurisdiction in such cases must have a social investigation made as a basis for its decision regarding the petition.¹⁰⁰ The quality of the investigation made has depended upon the social resources available to or used by the court. Fortunately the children's worker serving the county commissioner of public welfare or a qualified probation officer was called upon for this service in some counties. There was no uniformity throughout the State, however, in the protection given to children in adoption cases.

Children born out of wedlock.

No State service was provided for this group of children. In the public-welfare law passed in 1929, county and certain city commissioners of public welfare were specially charged with services for these children and their mothers, including the institution of proceedings to establish paternity and to obtain the father's support for the child.¹⁰¹ The department of social welfare has had general responsibility for supervision of the work of county commissioners of public

⁹⁹ Laws of 1934, ch. 802.

¹⁰⁰ Cahill's Consolidated Laws, 1930, domestic relations law, sec. 112 (4).

¹⁰¹ Laws of 1929, ch. 565, sec. 106.

welfare. In connection with its studies of child care in the several counties the department has given attention to local practices in regard to children born out of wedlock.

CARE OF MENTALLY HANDICAPPED AND PROBLEM CHILDREN

The department of mental hygiene controlled the State mental-hygiene program. In addition to the administration of 18 State hospitals for the insane, 5 institutions for the feeble-minded, a psychopathic hospital, a psychiatric institute and hospital, and an institution for epileptics, this department licensed and supervised at the time of the study 30 private institutions caring for the mentally ill, and 12 private schools or homes for mentally defective children.

Child-guidance clinics held throughout the State were an important part of the preventive work of the department. In these clinics a thorough physical and mental examination of each child was made, as well as a study of environmental factors, in order to determine the cause of the child's difficulty. This was followed by recommendations for treatment. The close cooperation of local workers was obtained in order that satisfactory follow-up work could be carried on. Cases were referred to the clinics by school authorities, welfare agencies, social workers, parents, judges of children's courts, physicians, and others. The clinics were intended for all children who needed such service, including nervous, retarded, and other problem children of school or preschool age. The clinics cooperated with the department of education in recommending that children be put in special classes or given special treatment.

The staff for most of the clinic units was composed of a psychiatrist, a psychologist, and a psychiatric social worker. For the most part local social workers were relied upon to make case investigations, although the State staff could be used for supplementary investigations. Local health officers contributed valuable assistance, making medical examinations of children attending the clinics. Clinics were held in the smaller cities and in rural or semirural communities where no other mental-hygiene clinics existed. During the year ended June 30, 1933, child-guidance clinics were conducted by the clinic staff of the department and by the staffs of the State hospital in 140 communities. In some localities clinics were held monthly except during July and August; in others only occasional visits were made by a clinic unit. The problems met in these clinics were varied. Out of 3,910 new cases, nearly half were problems of mental defect or retardation, about one-seventh were problems of behavior, about one-tenth involved abnormal reactions or nervous disorders, and the remainder presented school, social, or health problems.

Social service for some children was also provided by the social workers on the staff of the State training schools for mental defectives. In helping the feeble-minded boy or girl to readjust to community life after a period of training in a State school, the social worker tried to find a suitable home where the child could work for fair wages and at the same time have close supervision. Much service was needed in working out problems between the employer and the child, and many personal services were given, including help in the purchase of clothes, supervision of expenditures and savings, and help in obtaining recreation and companionship. Valuable as

such services were, the social-service staff was too small to do all the work of this type that was needed. A real attempt has been made, however, to stimulate community interest and to develop local services.

CARE OF DELINQUENT CHILDREN

State services for children who are delinquent or whose conduct has been unsatisfactory have been described under previous sections. When this study was made they were divided among the three major welfare departments as follows: The State department of social welfare administered State institutions for delinquent children, and through the division of child welfare supervised private institutions caring for delinquent and problem children; the division of probation of the department of correction supervised the work of probation officers and gave advice and consultation service to children's courts; and the department of mental hygiene through its child-guidance clinics assisted the courts, the schools, the social agencies, and the parents in studying the needs of these children.

CARE OF PHYSICALLY HANDICAPPED CHILDREN

BLIND AND DEAF CHILDREN

Educational provisions for blind and deaf children in residential schools as well as special classes for these children in the public schools are the responsibility of the education department.¹⁰² Children accepted by the State as State pupils were cared for in three residential schools for the blind, of which one was a State institution, and in seven residential schools for the deaf. When private institutions were used for State wards, payment was made on a per-capita basis.

Some special services for blind children were also given by the division for the blind of the department of social welfare.

CRIPPLED CHILDREN

Responsibility for State aid and services to crippled children was vested in the departments of education and health.¹⁰³ A special bureau or division for crippled children has been set up in each of these departments.

In New York State provision has been made whereby counties are entitled to reimbursement from the State to the amount of one-half the expenditures for education of crippled children and for medical or hospital care and necessary appliances for crippled children when orders are issued by judges of the children's courts, provided orders for such care have been approved by the commissioner of education if for home teaching, transportation, tuition, maintenance, or scholarship, or by the commissioner of health if for physical care and treatment.¹⁰⁴ The statutes also provide that in the annual school census information should be obtained about children under 18 years of

¹⁰² Cahill's Consolidated Laws, 1930, education law, secs. 970-981, 990-1012, 1020, as amended by Laws of 1931, ch. 297.

¹⁰³ Under the Social Security Act, Federal funds are made available for services for crippled children, and New York is cooperating in this program.

¹⁰⁴ Endres, Joseph J.: *The Education and Care of Physically Handicapped Children*. University of the State of New York Bulletin No. 993. Albany, N. Y., 1932.

age, including infants and preschool children, who are deaf, blind, or crippled, or who have other physical defects.¹⁰⁵

The bureau of physically handicapped children of the education department obtained information about children found by the school census to be in need of care. All cases in which there was need for medical services were referred to the State department of health, division of orthopedics, which made an investigation and the necessary arrangements for physical care. Children 16 years or over who needed vocational education or assistance in obtaining employment were referred to the rehabilitation bureau of the education department. The bureau of physically handicapped children approved State aid for crippled children who needed special educational opportunities and cooperated with local school authorities in arranging for such necessary services as home teaching, transportation, payments of tuition in special schools, and maintenance. The bureau relied upon local agencies for locating needy children, conducting social investigations previous to court orders, making applications to the court for aid, and supplying follow-up services in the homes. A few of the larger counties have employed full-time agents for these services.¹⁰⁶

Before 1931 the major responsibility for the State reconstruction home, which provided hospital care for crippled children, was placed in the department of social welfare. In 1931 administration of the hospital was transferred to the department of health, thereby centering all medical services for crippled children in this department.¹⁰⁷ The division of orthopedics of the department of health had charge of services for crippled children. It provided diagnostic clinics and through its staff of 20 nurses carried on follow-up services in the homes of the children examined. The division was under the direction of a full-time orthopedist and received part-time services from other orthopedists. The division provided training classes for orthopedic nurses and reconstruction aids and was interested in the development of local diagnostic clinics and services.¹⁰⁸

¹⁰⁵ Laws of 1925, ch. 227.

¹⁰⁶ Twenty-sixth Annual Report of the [New York] State Education Department, 1930, vol. 1, pp. 160-162. Albany, N. Y., 1930.

¹⁰⁷ Laws of 1931, ch. 481.

¹⁰⁸ Public Health in New York State, pp. 324-328. Report of the New York State Health Commission, 1932. State Department of Health, Albany, N. Y., 1932.

