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State Planning Board Abstracts

Abstracts of

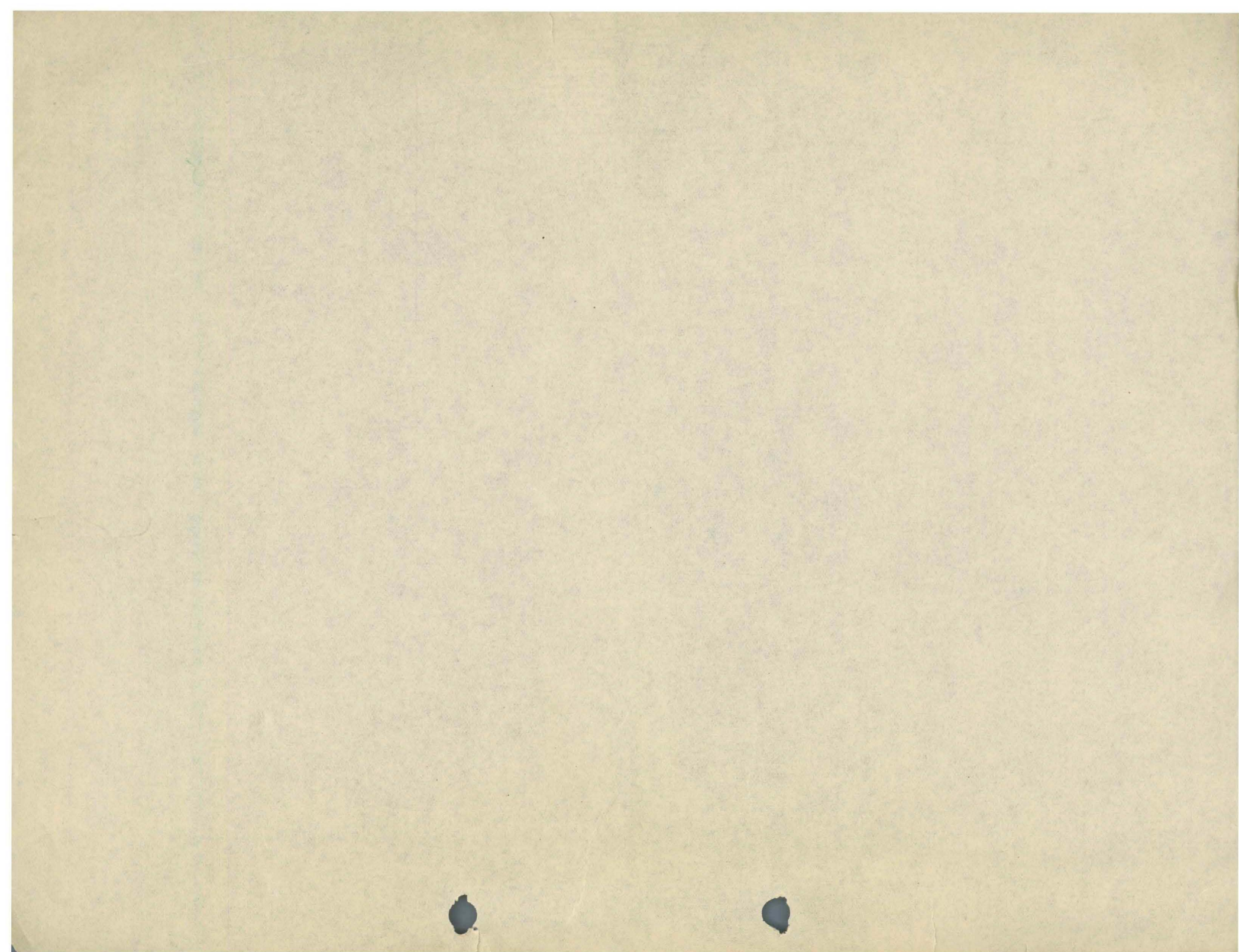
EXCERPTS REGARDING CRIME
AND DELINQUENCY IN IOWA

IOWA STATE PLANNING BOARD
COMMITTEE ON POPULATION AND
SOCIAL TRENDS

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IOWA STATE PLANNING BOARD

COMMITTEE ON POPULATION AND SOCIAL TRENDS

ABSTRACTS OF EXCERPTS FROM PUBLIC DOCUMENTS
REGARDING CRIME AND DELINQUENCY IN IOWA

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COMPILED BY
RICHARD WOOLBERT
SEPTEMBER 1935

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PREFATORY STATEMENT

As the result of an intensive study of Crime and Criminals in Iowa, a vast amount of material, treating this subject from many angles, has been compiled.

This particular volume contains abstracts of the excerpts that were taken from important Iowa publications relating to crime. Most of the excerpts were taken from official reports and from theses, though a few were taken from personal interviews with officials at Des Moines and at the state institutions. Still others are from the Report on a Survey of Administration in Iowa, by the Institute of Government Research of the Brookings Institution.

The report has been divided into sections, corresponding with the various phases of the problem studied.

There is a copy of this report in the library of the Iowa State Planning Board which contains, in addition to the abstracts, the excerpts themselves.

SECTION 1

FACTORS CONDUCTIVE TO CRIME, AS SEEN BY IOWANS

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Iowa State Conference, Charities and Correction. Mrs. Lucy Sickels, Supt. Girls' Industrial School. 1916. p. 22.

The Delinquent Girl and What Is Being Done For Her

The result is such homes are far from being happy. It is an unwholesome atmosphere, gloomy and cheerless and the girl seeks a more congenial clime. She soon becomes a frequent visitor at the dance halls, a stroller in the park, she visits a garage, goes joy riding, and the girl is ruined. She is taken into the courtroom, is pronounced a delinquent, and now she is sent to the Industrial School for Girls.

The Social Significance of Retardation in Iowa City - by Mildred M. Woodsum --S. U. I. Thesis, 1926. p. 19.

There is much more absence from school among the children from dependent homes and for longer periods of time, than is found in the children from those of independent economic status. This is due, in part, to a lack of suitable clothing for school wear, and in part to the indifferent attitude of the parent toward the education of the child. This latter cause is coupled with the fact that the dependent parent finds it necessary to have the child stay out of school and contribute to the family income whenever possible. Children acquire the habit of staying away from school, and when there is no rigid discipline in the home, the matter becomes a serious one.

The Social Significance of Retardation in Iowa City - by Mildred Woodsum--
Thesis S. U. I. 1926. pp. 25-27.

Over one-half of the children from the homes of dependent economic status have been involved in delinquencies, while only one child from the other group has been involved in a delinquency. However, with the exception of a possible theft, the offenses of the dependent group are of a minor nature such as: truancy, neighborhood difficulties, and a nuisance in school. The latter is the case of a boy of very low mentality who should be in an ungraded room if there was such in his school.

The most common offense of the group from dependent homes, is truancy. This is found by the probation officer to result from three causes: the indifference of the parents, a lack of suitable clothing, and a questionable health situation. The word "questionable" is used advisedly. It is frequently the case in dependent homes that a complaining child is not forced to go to school, nor is the cause for the complaint investigated until the probation officer is sent to the home. A case in point is that of a fourteen year old boy who fell from a horse and complained of a backache for several weeks. On visiting the home, the probation officer suggested that the boy be taken to the hospital for examination. The result of the examination disclosed no cause for the complaint. In spite of parental protests, the boy was taken to school, but only after a sound thrashing was he induced to stay there. Had an effective disciplinary regime been practiced on the boy by intelligent and understanding parents during the impressionable years, such a situation would have undoubtedly been avoided.

The lax supervision of the child by the parent of dependent economic circumstances is again evident in the frequency of neighborhood difficulties in which the child becomes involved. Many of these are sanctioned by the parents and continue until the probation officer intervenes. These numerous contacts with the law tend to decrease the child's respect for the law and to instill into him a spirit of lawlessness. To be reported to the probation officer is nothing in his young life. His playmates are in the same situation, and the whole affair adds interest to the otherwise uninteresting life at home. A better home training by educated and understanding parents is the solution of the difficulty.

TABLE VIII

DELINQUENCY RECORD

(a) Distribution of Delinquency

CASES	DEPENDENT		INDEPENDENT	
	NO.	%	NO.	%
Delinquent	18	.580	1	.033
Non-delinquent	13	.419	26	.963
Total	31	.999	27	.993

Table VIII-a shows the relative amount of delinquency in the two groups.

TABLE VIII

DELINQUENCY RECORD

(b) Nature of Delinquency

OFFENSE	DEPENDENT		INDEPENDENT	
	NO.	%	No.	%
Alcoholism	0	.000	1	.033
Gambling	0	.000	1	.033
Neighborhood difficulties	7	.226	0	.000
Nuisance in School	1	.032	0	.000
Sex irregularity	0	.000	1	.033
Theft implication	1	.032	0	.000
Truancy	11	.354	0	.000
Total	20	.644	3	.099

Table VIII-b shows the nature of the offenses of the two groups.

The Social Significance of Retardation in Iowa City -

by Mildred M. Woodsum -- S. U. I. Thesis 1926

p. 39

The attitude toward school is largely responsible for the progress of the pupil. His attitude is often a reflection of his home environment and the encouragement and interest exhibited on the part of the teachers. Children from dependent homes are often the victims of a vicious circle. Their parents are not interested in their school work; the children are not interested; they fail to progress at the expected rate; the teachers become uninterested; the children consequently fail; and the parents become less interested. Practically all of the children from homes of independent economic status are especially interested in their work at school, and upon being questioned can give a detailed account of just why they are interested. It is true that their parents are more anxious for them to succeed, but the teacher also takes a personal interest in the progress of each child. Were this factor present in the public school system to the same degree, it is entirely probable that there would be retardation and other problems in a lesser degree. It is the task of the teacher to interest the child in school when the parent fails. At present a little more than half of the dependent children like their school work. A fourth of them are indifferent, but a fourth of them are decidedly antagonistic. When asked how they enjoy school, their emphatic and spontaneous reply is: "Don't like it!"

The Social Significance of Retardation in Iowa City -
by Mildred M. Woodsum -- S. U. I. Thesis 1926
p.45

The two groups of retarded children used in this study represent a sampling from the two poles of the economic scale. The one group comes from homes which are not self-supporting, and the other comes from homes well able, in most cases, to pay a little extra for the best kind of education for the child. The tuition rates for this group range from \$5.50 in the elementary grades to \$25.00 in the last three years of high school. This makes the average tuition \$15.48 per child per semester.

The Social Significance of Retardation in Iowa City -
by Mildred M. Woodsum -- S. U. I. Thesis 1926
p. 45

A last difference to be considered is the distribution of the retardate population. With the exception of the farm population the independent f group is found in the middle class and better residential districts of the city, while practically all of the dependent group is scattered through the outskirts of the city. The new additions on the east and south claim more than half of the families. On these lands the parents economize and save until they are able to make payments on an improvised two-room "home" often covered with tarpaper, in which is housed a brood of from five to nine children. There is little wonder that the products from such an environment are not able to compete on equal terms, with their more fortunate neighbors.

(Director of the State Psychopathic Hospital, Iowa City.)
 Woods, Andrew H. "Home Conditions that Determine Perverse Traits in Children",
Bull. of State Institutions (Iowa), Vol. XXXIII, 1931, pp. 44, ff.

Clinical Cases

(1) Parents often do too much for a child.

(2) Parents can teach children to expect that every lusty desire must be gratified.

.....

Surrounded by an atmosphere of affection and fairness, children get higher satisfaction out of being honest than by gratifying their own whims. The rewards that come in friendship and trust become more valuable than the rewards of acquiring property as an end in itself.

The beginnings of integrity are laid in the nursery.

.....If the blind instinct alone guides the child, it is apt to become gluttonous, dirty and disagreeable at the table. On the other hand, if it sees its parents and the older children taking food at the table in moderate amounts and with a nice consideration of the feelings of others, it soon finds more pleasure in getting its food in that way than by gormandizing.

In the same way the natural tendency to acquire property presses the child to get what attracts it. But his manner of getting will be copied from the way he sees his parents and others behaving. If the father boasts of his sharp business tricks, and the mother of cheating at cards, the child will come to stealing as the way of getting what he wants.

(3) Sexual desire is one of the strongest instincts provided by nature in children. Stealing and sexual misbehavior are the two forms of delinquency which most often bring children to the psychiatrist's attention.

Sexual perversion. ----- The stormy, dogmatic thunderings of his father against sex made him afraid of masturbation. But as instinctive pressure increased, he found satisfaction at first in playing with the genitals of other boys and at last this method of sexual gratification became fixed upon him. It was because of a threat of blackmail and the fear that followed it that his emotional balance had broken.

Stealing associated with antipathy to sex. ----- ... It is also true that when sexual outreachings are roughly thwarted, children or adults seek excitement in vicarious ways. Crime is one of those ways.

(Director of the Psychopathic Hospital, Iowa City.)
 Woods, Andrew H. "Home Conditions that Determine Perverse Traits in Children", Bull. of State Institutions (Iowa), Vol. XXXIII, 1931, pp. 44, ff.

Masturbation

.....

Among the worst results of masturbation are those produced not by the act itself but through the fear and mysteriousness artificially and unnecessarily connected with it. The average parent is determined that his child shall not commit sexual offenses and he uses the readiest means at his disposal to prevent them. The ordinary means are threats of immediate punishment and the imposition of the fear that these actions will beget insanity. This drives the child to secrecy, and away from its only chance of seeking or getting advice on the subject. The emotional conflict in many brings on such neuroses as trembling with fainting, or simple neurasthenia.

Neglected children.

.....

Influence over a child cannot be purchased. It is won by close contact and many large and small self-sacrifices. In training dogs, we know it is not the owner or the man who pays for food and kennels, but the one who feeds, plays and hunts with the dogs that gets power over them.

.....

If the child's early years are spent in a home atmosphere of affection, good sense and sincerity, the best traits of personality inherent in it are apt to develop. If reared in an atmosphere of deceit and selfishness, with harsh criticisms and suspicions constantly expressed by the parents toward others, a child's personality will probably lack generosity and reliability.

(Parole Agent, Training School for Boys, Eldora) Miles, H. L., Report
of Quarterly Conference, Bulletin of Iowa Institutions, 1931, p. 109.

State Agent Miles: I was particularly interested in Mr. Dewar's remarks, being his co-worker and experiencing some of the things he has experienced in his business of ascertaining and controlling and directing the actions of the boys after they are paroled from Eldora, and I can sympathize with him in the things he has to contend with. It is true that many of the boys who are on parole from Eldora, absolutely owe that they become in the future and their good qualities, to what they have gotten from the institution at Eldora. Many of the boys go back to nothing at home. They are paroled to a situation where they do not have a chance, but we usually try to avoid this. Sometimes they do go back and then the whole family becomes a problem for the state agent. The better equipped the boy is when he leaves Eldora, the better he gets along, and the better he is in a position to help himself and help his family. The boy's problem to the state agent, is the problem of the whole family, who have to be taught what the boy has been taught as far as it is possible for the state agent to teach them.

(Parole Agent, Eldora Training School for Boys.)
Miles, H. L. "Depression and Delinquency," Bulletin of Iowa Institutions,
1932, p. 116.

Early in the period beginning 1931, there began to be felt a little greater difficulty in the business of finding suitable homes in which to place boys who were eligible for parole from the Training School for Boys at Eldora. This difficulty came gradually and along with it came the necessity of establishing an almost new policy in handling this condition. We were brought face to face with the proposition of how best to handle an increasing school population in the face of an already over-crowded condition and the diminishing opportunities for parole. We were also confronted with the dilemma of the boy already on parole whose home condition had changed with the times to the point of becoming a demoralizing influence.

The study of these two problems has definitely outlined for us the tremendous effect an economic depression has on the behavior of those least equipped physically, mentally, morally and spiritually, to cope with it. Its vicious tentacles grasp at the very root of the life of youth--the home. From an early age a child should get a sense of protection from the home, a place of love, shelter, food and clothing, recreation, education, health and religious training and repays by honor and respect to the home. But instead of this peaceful picture we witness a spectacle almost without precedent. The complexities of society have taught youth that they may reasonably expect that a willingness to work will be honored by work to do and that through this work will come in a measure independence, and self-respect. But something is wrong. Hasn't father been out of work for the last year and one-half? Isn't big brother only working two days a week? Hasn't the necessity of buying the most food for the least money caused a sadness in the diet that has become entirely unbalanced? Hasn't the clothing of the family become so ragged and poor that the children of school age are humiliated with a sense of inferiority? Hasn't church and Sunday School for the same reason become an experience of the past? Aren't they now living in a dilapidated house because they lost their own home five months ago although nearly paid for? Isn't the health of little sister becoming worse and worse through lack of medical attention?

(Parole Agent of Training School for Boys, Eldora.)
 Miles, H. L. "Depression and Delinquency," Bulletin of Iowa Institutions,
 1932, p. 117-118.

In the first place the character and stamina of the home of the American laborer was never put to a more violent upheaval due to depression than exists today and its influence will be still vibrating generations to come. The family consists of man, wife and four or five children. One group lives in the poorer part of town, near the river, along railroad tracks by any manufacturing plant and in inaccessible places caused by hills, gullies, steep cliffs and other natural obstacles. They also populate the rooming house districts close into town where recreation facilities are nil and the streets are the public play ground. Labor performed by the parents as a rule is unskilled. The father changes jobs often and the mother does day work by force of necessity when it can be had. When one of the children grows to working age he sees the need of a brace mate and proceeds to fulfill the urge by getting married, lives alone for awhile and finishes up by moving in on Pa and Ma. The family eats according to the immediate financial income which in times like the present is deplorable. The children know nothing and are taught nothing by example or otherwise of cleanliness. Their religious education consists of a statement as to what church they prefer but attendance or activity in that church is another thing. Into such an environment comes a greater economic depression with disastrous results.

Families of this class were the first to feel the effect of the new order. Men who worked as laborers or semi-skilled laborers by the hour found the hours getting fewer and fewer until they finally stretched into days, weeks and months. Some of them were industrious and were buying a home with an idea of comfort and security at an old age. Although work stopped, taxes and interest continued to function. Repairs and upkeep were sometimes necessary but could be stalled off for a time. One day the glad tidings came that unless unpaid balances were met the mortgages would take the property. A few hours work a week were not enough to meet the demand and so the home was lost and a much poorer one was rented. Continued lack of work will not pay the rent, eviction follows and what little charity may exist in public coffers attempts to relieve the problem. In this environment of stygian darkness are now being brought up many of the future citizens of our country.

Von Arog, O. S., (Superintendent of Training School for Boys, Eldora,) Report of Quarterly Conference, Bulletin of Iowa Institutions, Vol. XXXIV, 1932, pp. 69, 70.

... The first year I was at the Training School for Boys, three boys came to us from a family in Marshalltown, but Judge Sheets was not then on the bench. From this family, the father had been sent to Fort Madison, one of the older boys to Anamosa, two girls to Mitchellville, the mother to Rockwell City, and the three younger boys to us at Eldora. We have kept the youngest boy and educated him, and expect good reports from that young man in spite of the fact of his heredity and environment. I think he is associated with one of the printers now. He may be able to discover and give us a program for some of these people. He has come from the ground up and understands the situation. We know this boy and his family, also his tendencies, but in a different environment he is different from the rest of the family.

(State Parole Agent, Eldora) Dewar, H. C., Report of Quarterly Conference, Bulletin of Iowa Institutions, 1931, p. 104.

They are getting next to me. I thought I understood boys, having raised a family of five, but I find that these boys have problems that I never dreamed of. Many of the problems have to do with the families at home. I fix the responsibility in my mind for many boys being there to the fact that the parents have separated. Another large group are there due to the fact that the parents have actually neglected the boys and I know this is true, from some investigations I have made. It is a very trying ordeal for me, after making investigations in two or three instances, to go back and tell the boys that the parents are through with them, that they have no further use for them and I can do anything I see fit.

The small number of definite trends attributable to the urban or rural character of the population will also attract attention. The outstanding instance of a definite trend of this nature is found with reference to the incidence of prosecutions and convictions per ten thousand persons. The index for both increases invariably from the rural counties, to the slightly urban, the moderately urban, the largely urban, and the most urban (Polk).

Robbery and felonious homicide seem to be peculiarly indicated as offenses tending to occur with greater frequency in the more urban localities, while rape seems rather inclined to a trend in the opposite direction.

ABSTRACTS OF EXCERPTS FROM PUBLIC DOCUMENTS
REGARDING CRIME AND DELINQUENCY IN IOWA

Iowa Criminal Justice, by Rollin M. Perkins, No. 1. Supplement to No. 4, Vol. XVII, Iowa Law Review, 1932. p. 10.

The incidence per 10,000 population is as follows:

	Largely Urban	Moderately Urban	Slightly Urban	Rural
Robbery -----	1.15	—	—	.04
Felonious homicide -----	.52	.38	—	.13
Rape -----	.24	.38	.83	.32

SECTION 2

CONSTRUCTION OF INSTITUTIONAL BUILDINGS

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CONSTRUCTION OF INSTITUTIONAL BUILDINGS,
DESCRIPTIVE MATERIALS

These excerpts from reports show that much of the institutional equipment is accumulated gradually, and that money is diverted from the support fund (food, clothing, heat, salaries, etc.) to capital expenditures. Prison earnings also contribute.

There is also a frequently implied desire to have buildings, equipment and land, come up to high standards; the institutions dislike toggling.

MEN'S REFORMATORY, ANAMOSA

Many needed improvements have been made at the Men's reformatory during the period. The new dairy barn for which special appropriations were made, has been completed and equipped. It is modern in ever detail and a great help in handling the large dairy herd.

The modernization of the old cell house, while not fully completed, will bring this building up to the standard of present day sanitation. The new roof and gutter placed on the hospital for the criminal insane, was a much needed improvement and places this building in good condition. The new addition to the office in the administration building is completed and gives the clerical force two large, well-lighted working rooms that should and will add greatly to the efficiency of that department.

Construction work on the new cell house was started some time ago. This work is all being done by prisoners under competent foremen. The appropriation made for this improvement, however, will not be sufficient and it will be necessary to ask for an additional amount of money to complete and equip this building. The institution has enough men sleeping in the corridors of the main cell houses to fill this building when it is completed and ready for occupancy.

A full and complete report of the industries at the reformatory will be found elsewhere in this report. Practically all of the improvements made at this institution during the period were paid for from earnings of the industries.

Iowa

Board of Control, Report of 1930, Iowa Documents, 15

WOMEN'S REFORMATORY, ROCKWELL CITY

At the Women's Reformatory, the walls in cottages one, two and three; also the industrial and administration buildings were repaired and placed in first class condition.

The smokestack was repaired and repainted and a number of the windows in the different buildings were equipped with weather stripping.

A number of other repairs were made to buildings and equipment including the replacement of some machinery.

The total amount expended for such repairs and replacements, however, will not exceed \$7,000.00

The population at the Training School for Boys has increased considerably, the increase averaging approximately 75 more than during the last period.

The new cottage authorized by the forty-second general assembly has been completed and is now occupied. A new engine and generator have been installed in the power plant. For repairs to buildings and equipment which included some new machinery, \$24,973.77 was expended.

There are wonderful possibilities for an institution of this kind in training boys in certain lines of trade, to make them useful citizens when they are released.

Iowa
Board of Control, Report of 1930, 11

The new sewage disposal plant authorized for the Training School for Girls, was completed sometime ago and is now in operation. This was a much needed improvement. During the period a number of necessary minor repairs were made to buildings and equipment which consisted of a new unit being added to the present greenhouse, the dairy barn was enlarged to care for the increase in the number of cattle, and some improvements were made to the horse barn. All farm buildings were repainted during the period.

A new cement walk and curb around the campus was laid, replacing the old cinder paths that had been in use for many years. The drives between the curbs will be filled with crushed rock and cinders in the near future. Two of the cottages have been redecorated, the roof on the main building at the power plant was raised and a new water softener has been installed.

All of the above improvements were paid for from the support fund except the sewage disposal plant for which there was an appropriation of \$8,000.00.

The population at the State Penitentiary, as at all of the other institutions, has increased greatly during the biennial period. From sixty to seventy-five men are now sleeping in the corridors, which we must admit is rather a serious situation. Commitments seem to be on the increase and when sentence has been pronounced there is nothing else to do but receive them at the penitentiary, regardless of the crowded condition.

A new cell block is being erected from the industry fund, which will care for approximately fifty men. When completed this will not care for more than the number of men now sleeping outside of cells. With new admissions being received daily something should be done to remedy this condition. Some work has been done in changing the prison wall to give more yard space but because of other more urgent work, it has not been completed.

Work has started on the new dairy barn and will be carried on to completion as rapidly as possible.

All of the special improvements authorized by the forty-third general assembly, so far as completed, have been paid for from the industry fund. The money was used for the purchase of materials, as all of the work, with the exception of that of the foreman, has been done by prisoners.

Iowa,
Board of Control, Report of 1930, Iowa Documents, Vol. II, 7

In our last report we told of the crowded conditions existing in our institutions at the close of the biennial period. The situation is much worse now than at that time. Appropriations were made by the last general assembly for new buildings at Woodward, at Toledo, and a new cell house at Anamosa. These buildings are now under construction, but when completed they will only accommodate the overflow and the waiting lists.

At the present time, in our institutions we are caring for about four per cent more people, above the capacity of the institutions. The last census report for this state shows quite an increase in population, and with this increase more people will be needing institutional care. Unless additional buildings are erected at practically all of the institutions, we will not be able to receive them.

SECTION 3

ADULT PAROLE IN IOWA.

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(D) Rev. Charles Parsons of Des Moines, Supt. of the Iowa Divi- sion of the Society for the Friendless, "Paroling Prisoners by the Judge of the District Court", <u>Iowa State Conference,</u> <u>Charities and Correction</u>	29
(E) D. C. Mott of Marengo, "The Iowa Parole System, Its Advan- tages and Defects", <u>Iowa State Conference, Charities and</u> <u>Correction</u>	31
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ADULT PAROLE IN IOWA,

DESCRIPTIVE MATERIALS

1909

Selection of men for parole depended largely on previous record, crime, behavior in prison, probable surroundings if paroled, personal impressions, and other facts. Application of parole to nearly all convicts was expected to strain the Board's facilities for placing ex-convicts in work, under wholesome conditions, and under supervision.

The parole system, two years old, was expected to release nearly all men under indeterminate sentences before the expiration of sentence. The purpose of the system was to give the convicted criminal a strong incentive to good behavior. (Terms had been lengthened and a Board of Parole established with authority to release prisoners on condition of observing parole regulations.)

1911

Previous criminal records were of great importance in selecting convicts for parole. It was expected that the larger number of parolees would be first offenders of youthful age. Good behavior in prison was regarded as a doubtful index of behavior because hardened offenders often earned good time faster than inexperienced youths. Getting employment for parolees was a difficult task. Parole agents were difficult to select since both kindness and firmness were needed. The facts necessary to sound parole policies, discriminating the deserving from the undeserving, were hard to get and the selective work suffered therefrom.

1915

The system of paroling convicted persons extra-legally in the criminal courts had been surveyed. Of seventy-four persons paroled by district courts, eight were known absconders and forty-five were not reporting regularly. Unsatisfactory results were attributed to capricious methods of selecting persons for parole, lack of supervision of parolees, and frequent return of a person to the situation responsible for his original trouble. More care was recommended in selecting for parole and in supervision on parole.

The longer average term served under the indeterminate sentence and parole laws was charged to (1) the use by the Board of Parole of the lengthened statutory term to hold repeaters in for longer terms while paroling the others in probably not more time than the old fixed sentences, and (2) the abandonment of two and three months prison sentences.

1929

A graduate thesis was written on Iowa parole.

2.

The Board's criteria for selecting convicts to be paroled were the same as those given in 1909.

Employment for the parolee was of grave concern, and had to be arranged before release. The fitness of the employer was commonly ascertained through correspondence with persons thought to be responsible. A careful agreement between parolee and employer was worked out.

The system was commended, and alterations suggested to make parole apply to prisoners now released on expiration, and to make it more effective through a scientific staff, longer parole periods, and freedom from politics. Parole without commitment, and better training in the prisons were also advocated.

The philosophy of parole selection expressed was that of choosing the psychological moment to release the convict. High-grade men were considered necessary to choose the right moment and avoid too long as well as too brief periods of imprisonment.

1930 Leading citizens had noticed unreasonable prejudices on the part of the public against parolees. This implied that they thought paroles were postponed too long rather than given too easily.

1933 The provision for a probation officer each for men and women in Des Moines was vetoed. (See third paragraph following.)

More prisoners were serving out their terms until expiration than were being paroled. The Brookings Institution deplored this, and urged that parole should be administered as an effective corrective measure in its own right.

An increase of staff was the implied recommendation. A saving in costs of some \$200 or \$250 per person was indicated by the cost figures given.

1934 More paroles to the younger men at Anamosa are supposed to be the cause of the decline of population while Ft. Madison's increased.

The proposed Polk County Probation staff (the only one in Iowa) was vetoed because it was thought not to be necessary or honest.

No criminologist, apparently, is commissioned to assist in the keeping of probation records. Probation is rather a paper device for avoiding punishment while making it more certain for a second offense. Failures to report were not taken seriously by the court.

Many probation cases were of such a nature that harsh methods seemed inappropriate.

3.

The probation system was declared to be a passive, and not an active method of control.

The Board of Parole held parolees in prison until they had jobs of some sort. The situation was considered very unsatisfactory, as some men at large probably did not have real employment.

Even worse seemed to be the position of men released by expiration who were left to shift for themselves or to beg for relief. Only any good time that he had earned. A man under an indeterminate sentence of ten years may be paroled at the end of two years, or less, and if he violates his parole be returned to serve out his full time, unless the Board shall again see fit to interpose. Thus, there is a stronger motive for being good, and a better opportunity to impress the lesson, not to say punish for being bad.

PAROLE, EMPLOYMENT AND SUPERVISION.

Senator W. H. Berry, of the Iowa State Board of Parole.

If there is any indication of prior criminal record we do our utmost to determine whether or not it exists, and if it does the nature and history of it, believing it contemplated by the parole law that the state should be protected as well as that the convicted man should have a chance. The Board is seeking as diligently as it can to find the man who can be helped and to help him and hope to be as diligent in seeking to save the state from having turned loose to prey on it's citizens, men who should not be, and have no right to be at large. Having done these things, we parole such men as we believe give us promise of better lives at as early a date as possible consistent with the character of their offense and the promise they give of reformation. From what I have said you can readily understand that much the larger percent of those who can hope for parole must not only come from among the first offenders, but from the younger men and women.

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The larger number of men and boys from sixteen to thirty years of age going to the reformatory at Anamosa have no occupation, trade or profession. They are only capable of performing the kind of labor that requires the least skill. While in the reformatory they should have opportunity to make themselves reasonably proficient in some kind of occupation or trade that will fit them for employment when they are released. This is by many who have had most experience in dealing with boys and young men in prisons for the first time and who have given much thought to the subject, is deemed one, if not the most essential thing in the organization of a reformatory penal institution. Our state has done so little in that line that it might be said she has not made a beginning. In a small way there are two or three industries that offer opportunity for a few men to learn how to work at something above common labor and when a boy has done well in one of these departments and been kept until he can be recommended as having some degree of skill in his work, it is not often difficult to find a place for him on the outside and not often that he proves derelict. Again a boy who has opportunity to engage in skilled labor for which he is suited becomes interested, his ambition to do something is easily aroused, he is more contented in his confinement.

.....

It must not be thought, however, that a good record is always a good recommendation for a man. The shrewd professional and premeditated criminal does not as a rule have trouble with the warden and his officers and many times if he violates the rules he has the ability to deceive the officer or conceal the offense. I do not here condemn the merit system for our experience is not yet sufficiently extensive to justify that, in the face of the claims of many who lay much stress on good prison conduct as one of the strong evidences of reformation, but from the experience the Iowa Board of Parole has had, good prison record is not much of a factor to use in determining what a man is or wants to be. Bad prison record is good cause for keeping in but good prison record is not always good cause for letting him out. Many boys come before us who have reports against them.

Parole, Employment and Supervision, page 57 continued.

In many instances these are not evidence of willful disobedience. It is not easy for a boy from sixteen to twenty years of age to always remember to keep his mouth shut, or to refrain from doing many things which are in violation of the rules and which the officer must insist on being obeyed, but many times such should not be held too rigidly against him.

Under the laws of Iowa before a man can be released on parole we must have a contract from some suitable man that he will furnish or find employment for him for at least six months and we, as far as we can, secure this for the entire parole period, one year. The contract must also provide that such man will have supervision over the man and keep sufficiently advised concerning him and his conduct as that he can verify his monthly reports, and if the paroled man needs attention from the officer or a visit from the agent, or is not keeping the obligations of his parole will at once notify the Secretary of the Board. The securing of these contracts is difficult.

It is not possible for judges, boards or governors, to give the attention to paroled men which they need, hence much of it must be done by probation officers, parole agents and such like persons, and the selection of these persons is no easy task. The Iowa Board has found an idea prevailing that some person who had had experience as a police officer or prison man would be reason of such service be specially fitted for such work. Very good, if other elements of fitness abound but alone rather a reason why such should not be selected than otherwise. Some seem to think the student of penology or the sentimental agitator or the sympathetic excuser of crime, suitable persons for such position. Not at all, rather the opposite. The parole or probation officer should of course, be kind and gentle and full of human sympathy and ready to forgive the repentant man and help him, but it goes without saying that he should be firm and if needs be emphatic and above all he should be a man who recognizes that it is a serious thing to commit an offense against the state, that a felony is a crime and when the offender is apprehended he must be dealt with as an offender. Such a representative of the judge, Board or Governor can do much in personal visitation to aid the man who truly wants to be helped and the force of such officers should be sufficient to keep in close touch with the men on parole or probation.

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.....Under the old system there was little discrimination between the old and the first offender, between the accidental and premeditated criminal, between the man who wanted to do better and the man who had no desire other than to get out and resume his criminal life. There is still not as much discrimination as there should be for the reason that after the use of all the means at the command of the Board and the officers of the law it remains impossible many times to reach the facts, and mistakes are easily made and are made both ways.

PAROLING PRISONERS BY THE JUDGE OF THE DISTRICT COURT.

Rev. Charles Parsons, (of Des Moines, Superintendent of the Iowa Division of the Society for the Friendless,) gave the following report of an investigation of the System of Paroling Prisoners by the Judge of the District Court.

I have been conducting an investigation of the practical results of the plan of paroling men by the district judges throughout Iowa.

Returns have been gathered from nearly half of the counties of the state. In one-third of the counties reporting, some have been paroled by the district judge.

The investigation shows that seventy-four have been paroled in twenty-five counties. Of the seventy-four paroled sixty-six are still on parole. Of this number forty-five are failing to report regularly. Eight are known to have absconded.

It is quite probable that many of the forty-two not reporting have also absconded.

The investigation reveals the fact that the plan of parole by the judge is not giving very satisfactory results for the following reasons:

1. Paroles from the bench are frequently granted in response to the urgent appeals of parents or interested friends of the convicted persons. The one who is among strangers and possibly more worthy but having no one to intercede for him is not likely to be given the benefit of parole. Some of these paroled from court have not been hopeful cases at the outset.

2. The provision for supervision of those paroled by the court is very lax and very little attention is given to them during this probationary period. Much of the failure is due to the lack of suitable supervision.

3. The parole is sometimes granted without sufficient knowledge of the individual in question of a one-sided knowledge, as in the case of urgent appeals of parents and intimate friends. Frequently the boy is in court because of failure of those same parents. His prospect for success under parole would be better away from lax parents and "interested friends". Frequently this side of the case is kept from the judge. Under such circumstances the convicted person is permitted to return to conditions that are most certain to result in failure.

We believe in the plan of paroling from the bench with some modifications of the present law.

-2- Paroling Prisoners by the Judge of the District Court.

Provision should be made for more careful supervision of the one on probation. Regular reports should be required and rigidly observed. After a reasonable time of obedience to the conditions of the parole a release should be granted.

Laxness in the granting of paroles from the bench and carelessness in meeting the requirements on the part of the one paroled has a detrimental effect upon the individual as well as the community at large.

(1915) SEVENTEENTH IOWA STATE CONFERENCE OF CHARITIES AND CORRECTION.
November. Page 87.

THE IOWA PAROLE SYSTEM, ITS ADVANTAGES AND DEFECTS.

Hon. D. C. Mott, Marengo, Iowa.

.....

DISCUSSION.

Mr. W. J. Dixon of the Board of Control asked, "Is it true that the average length of indeterminate sentence is longer than it was under the definite sentence?" Mr. Mott replied, "It is longer but Iowa's experience is similar to the experience of other states that have adopted the indeterminate sentence. The principal reason for the average time being longer is that parole boards when they find one in prison who has served several previous terms, keep him in prison to protect society, whereas under the definite sentence such a man is usually given a sentence based on the crime time under the definite sentence."

Warden C. C. McClaughry of Anamosa supplemented the discussion. He said, "the records show that some judges under the old plan frequently sent men to prison for two or three months and this cut down the average time under the definite sentence."

System of Parole in Iowa - by W. Valdo Weber--State University
of Iowa Thesis - 1929

pp. 57-58

The law provides no criterion for determining when a prisoner has reformed, but the Board states that in determining that question it is influenced by the following consideration arranged in order of their relative importance.

- a. Previous record and environment.
- b. Record and character of the applicant as established in the institution.
- c. Nature and character of the crime committed.
- d. Probable surroundings after parole.
- e. Information and impression gained from personal interviews with the applicant.
- f. All other facts bearing on the advisability of parole that the Board may be able to obtain.

System of Parole in Iowa - by W. Valdo Weber--State University of Iowa
Thesis -- 1929

pp. 58-62

Before coming to the institution, the Board goes over all cases which are eligible for parole to determine which ones are to be approved. Theoretically speaking, all cases in which a parole is to be granted are decided by the Board in their office at Des Moines. After the Board's decision they begin to make arrangements for placing the prisoner on parole. This is an exceedingly important task for, after all, the purpose of parole is to adjust the man to the community in which he will remain after attaining freedom; anything else is merely making the work of the parole supervisor easier.

Before the man is sent out on parole he must have employment waiting for him. This is secured for him through his own suggestions as to where he would like to work, or through his friends, or the Parole Secretary. In each case a thorough investigation is made by the Parole Board which gives its approval or disapproval of the proposed agreement. This employment must be within the State of Iowa.

If the parolee is employed by a corporation some individual member of the same, or other person, must assume the responsibility of caring for him. On many occasions the person wishing to hire a paroled prisoner secures from the Board the names of several who are likely to be paroled; an interview is then arranged with them at the prison, and the employer makes known to the Board his preference. If the person designated is paroled and he is willing to be paroled to the person who interviewed him, the arrangements for the same are made. Many of the paroled prisoners do not know their employers until they arrive to begin their work. The agreement with the employer of the paroled prisoner is usually signed before the prisoner is placed under that individual's supervision. The fitness of the employer to advise and superintend the conduct of the prisoner while on parole must be certified by a district judge, county official, or by one personally known by a member of the Parole Board. The Employer's Agreement reads as follows:

.....

When the Board is at the institution each of the inmates that is to be paroled is called in for an interview. During this interview the Board finds out from the prisoner whether or not he thinks he has spent sufficient time in prison to learn that crime does not pay. They also inquire of the convict if he wishes to be paroled, and if he wishes to be paroled, and if he thinks that he will be able to live up to the parole agreement. There are a few exceptions when the prisoner answers these questions other than in the affirmative.

CHAPTER VII

CONCLUSIONS AND RECOMMENDATIONS

Parole in Iowa has developed rapidly since the establishment of the system twenty-two years ago. The system of parole as administered at the present time compares favorably with any other system in the nation. The record of achievement in habilitating criminals is very commendable. Any system of parole can always be improved. With this view in mind it would seem proper to suggest several changes, in our parole laws and the system of administration, which should improve the system as established.

1 The indeterminate sentence law should be amended to eliminate the maximum sentence and make it mandatory for all judges to commit all prisoners for an indefinite term, thus leaving it to the Board of Parole to determine the length of time each prisoner should serve.

During the four year period from 1920-24 there were 335 prisoners paroled from the Reformatory at Anamosa and 284 prisoners were released by expiration of sentence. It would seem that many of those who were released by expiration of sentence would not be ready to resume their place in society. It would be much better for society and for the criminal if he were required to be on parole several months before final release.

2 The Board of Parole should be allowed to parole men outside of the state.

This provision is especially necessary in the case of young men paroled, whose parents live in other states, and who should return to the protecting influences of their homes.

3 The Good Time allowances in the institutions as a means by which the sentence is reduced should be abolished.

Under the present system many of the prisoners would rather remain in prison several months longer than to be placed on a period of parole. The Good Time allowances reduce the sentence considerably, making it more desirable in many instances to be released from prison by expiration of sentence rather than by serving a period on parole.

System of Parole in Iowa -- by W. Valdo Weber -- State University of Iowa
Thesis--1929
pp. 99-104 (cont'd)

4 Provision should be made for a State Criminologist and a staff of associates.

The state should make greater effort to prevent crime instead of waiting until a crime has been committed before dealing with the individual. The criminologist could study the various methods of prevention, study the causes of crime and help investigate the causes and treatment to be given each individual committing the different types of crimes.

5 The length of the parole period should be extended over a longer period.

Many of the prisoners can do very well under supervision, but the moment they are free to do as they please they are overcome by evil temptations and find themselves again confined within prison walls. It would seem that a longer period of supervision would protect society and the criminal much more than the present arrangement.

6 The parole system should be taken out of politics and accorded the freedom from political influences similar to that of our public school system.

If the members of the Parole Board and their assistants are appointed for political reasons and services they will be considered merely as cogs in a great political machine and the temptation to listen to political arguments will always be present. Every member of the Board and their assistants should be appointed because of their training, experience, and ability to do the work required of them. A system of tenure of office should be established so that men who are doing good work will be retained.

7 The Parole Board should be enlarged to include a sociologist and a psychiatrist.

The sociologist should gather a complete written case history of all the available data about the individual who is to be considered for parole. This record must be more than that which can be secured from a form; it must be a full living record. When these facts mentioned are made available along with the psychiatrist report the Board would have quite an addition to their present material on which to base the fitness for parole.

System of Parole in Iowa - by V. Waldo Weber---State University of Iowa
Thesis -- 1929
pp. 99-104 (cont'd)

8 The present staff for parole supervision should be enlarged so that there will be at least one parole agent for every twenty-five persons on parole.

There are two views that may be taken toward parole supervision, one is a formal attitude and the other places the emphasis on friendly assistance. When the first view is practiced the prisoners are not released on parole until they need very little assistance. In the second case there are enough parole agents to keep in touch with the parolee at all times, and he is thereby assisted in adjusting himself in society.

9 All members of the Parole Department should have specific social training before appointment.

No matter what kind of a position is sought preparation for it is paramount to successful administration.

10 A system of probation should be established.

Many of the supposed criminals who are sent to prison could be placed on probation at the time of conviction. It would seem as though many of the persons who are sent to the crowded institutions of our state are demoralized more by being confined in them. Not only the prisoners would be benefitted by a well developed probation system, but the good of the state government would be served by a well developed system.

11 Our state institutions should be administered so as to prepare the inmates confined in them for release on parole.

This could be accomplished by making the environment as near like that to which the inmate will be placed in after release from prison. The prisoners should be treated like human beings. The strict discipline which prevails throughout the institutions should be greatly modified.

System of Parole in Iowa - by W. Valdo Weber -- State University of Iowa
Thesis 1929

pp. 46-47

..... The inmate should be paroled when, because of his progress in the institution, he is considered ripe for trial in our complex society. It is like filling a jar with jam; there comes a time when trying to add to the contents results in absolute waste. Prisoners should be paroled when they cannot benefit further by remaining in the institution.

We find that our Parole Board has been made up of merchants, farmers, judges, bankers, and men in other various occupations, many of whom have been unfamiliar with jurisprudence, and usually without any previous knowledge of the principles by which parole should be governed. The duties of the Board of Parole are just as important to fulfill as that of any other state officer. The public looks to the Parole Board to decide upon (an exceedingly difficult task) the fitness of an inmate to be released from prison and again resume his place in society. Inexperience of paroling authorities may result in at least two kinds of mistakes, each of which is equally detrimental to society. One keeps the prisoner incarcerated too long. This is a mistake that has been voiced very seldom since the world war, because the pendulum of criticism has been swinging the other way, charging too much laxity in parole. This is a mistake that should be avoided for it is a proven fact that there is a certain period in the life of a prisoner when, if released, he will make good, but if kept in prison longer he will be past the stage of reformation. The other mistake is releasing on parole too early. This often is a great injustice to the prisoner as it may result in his return to the prison for broken parole or for new sentence. The harm is not only done to the individual but to society as well. Experience, then, furnishes the only guide which enables anyone to differentiate between the man who has had sufficient incarceration and the one who has not. Therefore, there is great need of a Board composed of men who have an understanding of penology, men of high grade of intelligence, experience, and understanding.

Roberts, C.M., Member of the Board of Control,
Bulletin of State Institutions
 Vol. XXXII., p. 94 January 1930 No. 1

Not very long ago, I attended the meeting of quite an exclusive club in Des Moines. The members are men of high standing and great ability, and the prison question was ably discussed. The paper read on that particular occasion was on prison labor and there were very able professional men there, including members of our supreme court, and I found from listening to their discussion that it seemed to be the universal impression that the general public did not respond to the rehabilitating and assisting in bringing back of paroled and discharged convicts, as we do.

One judge of the supreme court stated that he wanted some work done at his residence and telephoned to some center where he thought he could get a man. They sent a man out and it developed that he was an ex-convict, and as soon as the neighbors learned that an ex-convict was in the neighborhood, they closed their doors. It seemed to be the general impression that the public are not as lenient with the paroled or discharged convict as they should be, and I presume that is true to a certain extent.

Herring, C.L., (Governor), Veto Message
Journal of the House, Iowa, 1933, p.1254
 (Veto of House File No. 381) (April 8, 1933)

Honorable Sirs:

I return herewith, without my approval, House File 381, which creates two parole officers in counties of 125,000 or more, and provides that the compensation of such parole officers be fixed by the Board of Supervisors and paid by the county. Approval is withheld for the following reasons:

Prisoners paroled in the county which this legislation is intended to affect, have for a number of years in the past been cared for adequately without legal cost to the taxpayers and assurances have been obtained that this service without cost is still available.

I would therefore seem unnecessary and unwise to add this additional expense to the taxpayers at this time.

Respectfully submitted this seventh day of April, 1933.

Clyde L. Herring, Governor"

For the years 1920 to 1932, the modes of release from the state penal institutions are set forth in the three tables below. It will be noted that more prisoners served out their sentences at the state penitentiaries and at the Women's Reformatory during this period than were paroled by the Board. At the Men's Reformatory, 1,999 prisoners served out their sentences, while only 2,855 were paroled during this same period. Iowa has an indeterminate sentence law and the Parole Board was intended doubtless to implement the statute to insure to the state the beneficial results therefrom. If it is agreed that it is desirable to release as many prisoners as possible on parole before the expiration of their term, the statistics would seem to indicate one of three things: either the Board of Parole is not in sympathy with the maintenance and operation of an extensive parole system, or the Board paroles only such numbers as it believes it has staff effectively to supervise, or the conduct and progress of the prisoners in the penal institutions is very bad indeed. It has been repeatedly shown that release on parole is advantageous to many prisoners in that it gives them a new chance with definite help and supervision, and advantageous to both prisoners and state as contrasted with direct release in that it provides for a trial period on the outside under strict regulation and control. In other words, parole properly administered is one of the most effective corrective measures.

Large savings can be effected in the operation of the state's penal system by the extension of parole. The net cost of maintaining a prisoner at the state penitentiary for a single year is over \$500; at the Men's Reformatory, about \$270; and at the Women's Reformatory, about \$530. The average cost per paroled prisoner actively reporting was approximately \$70 during the fiscal year 1932, or about one-fourth the per capita cost of institutional maintenance. The reorganization and extension of the parole system can without doubt relieve the crowded conditions in the state's penal institutions, making unnecessary, perhaps, the erection of additional cell blocks and effect material savings in operation.

Institute for Government Research of Brookings Institution
Report on a Survey of Administration in Iowa. Page 234

In addition to the members of the Board, three in number, who actually parole prisoners from the three penal institutions, the penitentiary, Fort Madison, and the two reformatories at Anamosa and Rockwell City, there are three parole agents for direct work with parolees and necessary stenographic and clerical help.

. . . Large savings can be effected in the operation of the state penal system by the extension of parole. The net cost of maintaining a prisoner at the state penitentiary for a single year is over \$300; at the Men's Reformatory, about \$270; and at the Women's Reformatory, about \$530. The average cost per paroled prisoner actively reporting was approximately \$70 during the fiscal year 1932, or about one-fourth the per capita cost of institutional maintenance. The reorganization and extension of the parole system can without doubt relieve the crowded conditions in the state's penal institutions, making unnecessary, perhaps, the erection of additional cell blocks and effect material savings in operation.

The Parole Board records can be used only after the Board has granted permission. They are supposed to contain all the information that can be gained by correspondence with people in the man's community and by checking his record with the federal identification bureau.

The biennial reports show that about one half of the men leave the two prisons after having served their time, and are not on any parole supervision. Many more men are paroled from Anamosa and this is the reason given for the population declining there during the past year while it continues to increase at Fort Madison.

The law giving two parole officers to Polk County was vetoed because a woman probation officer was provided in spite of the fact that only "three or four" women are paroled a year in the county, and the proposal looked like a raid on the county treasury. This is the explanation given by Mr. Parsons of the Society for the Friendless.

The Criminal Clerk of the District Court in Polk County keeps a record of people put on parole and of the dates at which they reported. However, no entry has yet been made to show the eventual outcome in the many instances of failure to report. The Clerk said that he might begin to keep such a record on the date sheets, without any suggestion from me. Since May 28, 1932, 251 names have been listed.

According to Mr. Parsons, who is named in many of these paroles, no attempt is made to check up on most of the people who neglect to report but if picked up on another charge they are very likely to find themselves serving time on the old one without a new trial. There have been times when the court did not act very quickly when reminded of specific cases of failing to report.

Perhaps half of the cases are child-support cases, and these are much like collections than prosecutions. Mr. Parsons has a great deal to do hearing the complaints of women who fear that their ex-husbands are supporting their new families instead of their old ones. There are also a great many other cases of a criminal nature, theft, fighting, etc. Without going into the records at all, I get the impression it is largely a matter of letting off first-offenders who seem not to be regular criminals.

It is perfectly clear that this is a passive form of probation and that very little is done either to remind paroles of their responsibilities or to reconstruct their lives. Occasionally cases are referred for advice to the juvenile probation officers, who are in no condition to handle extra duties.

The Parole Board has a policy of not releasing men from Anamosa or Fort Madison unless they have jobs, and some men are held until jobs can be found. The Board passes the Parole when it thinks a man should go free by he may be held until some sort of job can be found. However, it really works out, I gather, that many men are on parole when obviously they cannot be self-supporting. These are my impressions from talking with Mr. Sam Woods, Secretary of the Board of Parole, It is obviously difficult situation.

The position of men released after serving time, without parole, is very serious in many cases. They have \$5:00, a suit of clothes, a bad reputation, a set of habits that are no use in free society, and no job. They find it hard to get relief, which after all is very weak beginning for a man with a set of good resolutions who would like to build up a stake in the world. Senator White of the Board of Control states that many of these men have come to him who could not even get relief.

Board of Parole. The Board of Parole consists of three members appointed by the Governor with the approval of the Senate. Each member is appointed for a term of six years and the term of one member expires every two years. It is provided that not more than two members of the Board shall belong to the same political party. Except as to prisoners serving life terms or under sentence of death or infected with venereal disease in communicable state, the Board has power to parole prisoners convicted of crime and committed to either the penitentiary or the men's or women's reformatories. It also has power, on the recommendation of the trial judge and prosecuting attorney, to parole certain prisoners before their commitment to institutions. It is provided that no person shall be released on parole until the Board shall have satisfactory evidence that the parolee will be employed for at least six months.

In addition to the members of the Board, three in number, who actually parole prisoners from the three penal institutions, the penitentiary, Fort Madison, and the two reformatories at Anamosa and Rockwell City, there are three parole agents for direct work with parolees and necessary stenographic and clerical help. All prisoners, except those mentioned, become eligible for a hearing before the Board of Parole at the expiration of six months of confinement. The Board decides each case about four months after hearing and, if the parole is denied, the case automatically comes before the Board again one year from date of denial and yearly thereafter. The parole period is for at least twelve months, and any time thereafter the Board may present the case to the Governor for pardon. The Parole Board visits the penitentiary at Fort Madison and the one at Anamosa every two months and the Women's Reformatory at Rockwell City, every four months.

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COURTS AND POLICE IN IOWA

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COURTS AND POLICE IN IOWA

DESCRIPTIVE MATERIALS

- 1924 Transfer of the criminal duties of the sheriff's office to the state police or to a peace officer appointed for the county was recommended. The civil duties could be left to the elective sheriff. Regional jails managed by the state were suggested, due to the inability of sheriffs to look after jails properly, and to the small numbers in county jails. Minor recommendations, including revision of the list of fees, were recommended.
- 1928 A study of the Sioux City police court showed the type of cases in minor courts. The greatest number of offenses were, in order: intoxication, traffic, keeping disorderly house, maintaining liquor nuisance, resorting to disorderly house, search warrant proceedings, and vagrancy. There were 6,623 cases in one year and 1,981 fines collected.
- 1930 A judge denied that criminals are released by juries, and cited his own experience as proof of the law's efficacy.
- The jury could not have been the cause of lax law enforcement, since only 7 or 8 per cent of criminal cases went to trial, and only 3% were acquitted by juries. Reversals by the higher courts were likewise responsible for very few failures to convict. Law enforcement was declared on the whole to be reasonably effective in Iowa.
- Iowa stood high among other states in the proportion of cases settled by pleas of guilty.
- Costs of police and of total administration of justice were given for some Iowa cities. The range of per capita cost for police service was \$1.51 to \$2.42; for total administration, \$2.06 to \$4.04 per person per year. (State costs for prisons and paroles not counted.)
- Offenses known to police per capita were given for some Iowa cities. (Policies as to record keeping probably account for the differences, rather than differing amounts of crime.)
- The comic figure cut by outdated enforcement methods was described.
- 1933 In one city the detectives were found to be definitely inferior to the patrolmen in qualities desirable for detective work.
- The use of University facilities for police training was suggested.

2.

Poor administration was blamed for some police inefficiency.

The Brookings Institution report made the statement that law enforcement is conspicuous among state functions for inefficiency. Crime seemed to be increasing. Farm thefts seemed to be fairly safe for the thieves. Accident prevention could receive more attention.

Police protection was much more costly in the cities; rural Iowa was not adequately protected.

Further centralization of police service was recommended. An enforcement executive should replace the attorney-general as head, according to the report.

Sheriffs were not particularly qualified for police work, particularly to gather evidence that will stand in court.

Other duties obscured the sheriff's function as policeman and detective.

The division of police functions among 99 sheriffs and numerous marshals and police chiefs, with separate state police, suggested a need for unified action. Combining the police forces (sheriff's men) of several counties to perform police work for the whole area was recommended. There would be a regular rural patrol.

Improvement in county prosecution was expected from the combining of the office for several counties, making a full-time job for a good man.

The legislature was given the fundamental responsibility for law enforcement.

The 2,000 elected officials, practically independent, could not be expected to function well, but records of their functioning were not kept. Eventually, sweeping reorganization would be necessary, concentrating authority.

Recent social changes made more effective police methods necessary. The system was a patchwork inherited from various past epochs.

A law enforcement program based on centralization and more clearly defined responsibility was recommended.

Suggested Reforms

Reforms in any institution should not be sought nor introduced unless there is some real need for them. The first reform that suggests itself in the office of sheriff has to do with the manner of selecting the sheriff. Although the Sheriff's office is one of the most visible of all county offices and one of the most sought after - which increases the responsibility of the officer to the electorate - it is not the kind of responsibility which makes for efficient administration. The sheriff is an administrative officer whose duties are almost wholly ministerial. For this reason it is often suggested by students of local government that he should be appointed rather than elected.

Two general plans of appointment have been suggested: appointment by the district judge and appointment by a State chief of police. In regard to the first plan it may be contended that since the sheriff is a ministerial officer of the district court, he should be appointed by the judge and be made responsible to the court. There is some reason to this contention, but the sheriff is more than a ministerial officer of the court. He is the conservator of peace, the chief law enforcing officer of the State in his county. Appointment of the sheriff by the district judge would not give effective State supervision or, outside of the power of the Attorney General to prosecute removal causes, any means of exercising State control.

The office of sheriff, with the incumbent as a functionary of the court, might well be retained, and in this case it would be filled by election or by appointment by the district judge. The office of sheriff, with its incumbent as a peace officer, however, should become a part of a State police system.

At the head of this system there should be a chief of police appointed by, and responsible to the Governor of the State. This officer should be charged with the appointment and oversight of officers in the county who would perform the present peace functions of the sheriff. There should be at least one local officer in each county who should be required to reside in the county and whose activities should mainly be confined therein. A supplementary force entirely mobile should be maintained to aid any county peace officer at his request or to send into any county upon the motion of the State chief of police. The chief objection to this plan is that it is too highly centralized and militaristic. Recent attempts to enforce prohibition laws and deal with labor disturbances, however, are evidences enough of the failure of the present irresponsible dis-integrated system and a uniform law enforcement can best be secured under a centralized system of the nature herein proposed.

The management of jails by the sheriff is on the whole unsatisfactory. This is not so much the result of any fault of the sheriff but the result of a faulty system. Aside from the fact that the sheriff is not a criminologist he does not have time to give a great deal of attention to the care and management of jails. The average number of prisoners in the county jail is between five and six and this is not a sufficient number to justify the employment of a special jailer.

The county jail, however, can not be abolished unless something is created to take its place. The most feasible plan would be to establish regional jails or State work farms. These institutions should be administered by the State

and not by the county, but a sufficient number should be established and in such locations that one would easily be accessible to each county seat. The United States congressional district could be used as a basis giving a total of eleven institutions for the State. If this number should prove insufficient the State judicial district could be used raising the number to twenty-one. If neither of these should prove satisfactory a third plan would be to create special districts.

The establishment of such regional institutions would have many advantages. In the first place, it would give opportunity for more scientific management because these regional prisons would be large enough to warrant the employment of trained supervisors. In the second place, it would give an opportunity for the working of the long time jail prisoners who are now sentenced from one month to one year in jail, many of them to "hard labor." The county jail affords no work for the prisoners and the time is spent in playing cards, telling stories, reading cheap literature, or doing nothing except eat and sleep at the expense of the county. From the standpoint of the prisoners themselves it is better that they should be employed. Finally, it would be less expensive. The institutions would not perhaps be self-supporting because the character of the prisoners and length of service would not permit the operation of highly specialized industries, but with such industries as might be conducted the financial liability of the institutions would not be as great as under the present system.

The question at once arises, what is to be done with the short time prisoners and those who are committed to await trial or give testimony as witnesses? It would not be feasible to take care of them at the State district farm. Two solutions offer themselves: the old county jails could be maintained for this purpose, or the city jails could be made use of by the county. The latter plan is preferable, because it saves a duplication of jails in the county seat towns. Many of these are poor ones and ill kept but with county aid they could be made adequate.

Aside from the adjustments that would be necessary after instituting the major reforms suggested, one or two minor reforms seem desirable. In the first place, there seems to be no good reason why the sheriff should be called upon to execute the death penalty. All prisoners condemned to death are confined in the State penitentiary for at least one year before the execution takes place. It actually takes place within the prison walls, and should be carried out by the prison authorities who would be required to make the proper report to the court having pronounced the sentence. In the second place, some reform should be instituted regarding condemnation procedure. The process by which property is taken is judicial and yet the courts have nothing to do with it except upon appeal from the decision of the sheriff's jury. This jury should be selected by the court, put in charge of the sheiff, and should report back to the court. All money received as the result of condemnation proceedings should be held by the county through its treasurer.

Finally, there is need for a revision of the list of fees. The allowance of eighty cents per day for care, keeping, and feeding of jail prisoners is inadequate except in places where the number of prisoners is comparatively large. The mileage fee of ten cents per mile is also inadequate, if reports are made strictly in accord with the spirit of the law. The fees of the office, which now go to the county, have undergone little change since the office was placed upon a salary basis. There should at least be more uniformity in the fees of the office. Sheriffs are agreed that it is little more trouble to serve one kind of process than another. As one sheriff expressed it "there is no reason why the fee for the service and return of notice should be fifty cents while that of a warrant is two dollars."

The Police Court at Sioux City.

Sioux City has a police court extending back nearly to the time of the organization of the city. With a population of more than seventy-six thousand, it is the largest city in Iowa to retain that form of court. There has been some suggestion that a municipal court be established but to date it has lacked organization and direction. No concerted action appearing, the city has permitted itself to fall behind Iowa cities of lesser size in this matter.

The judge of the police court is appointed by the council for a period of two years. Although the selection is dictated by political considerations, the choice in most cases has been sufficiently satisfactory to the general public to prevent any great agitation for a change of system.

The importance and activity of the police court at Sioux City may best be appraised by a glance at the record of cases tried between April 1, 1926 and April 1, 1927.

NATURE OF CASES

Adultery	3
Arson	1
Assault with intent to commit rape	1
Assault with intent to rob	4
Assault with intent to commit murder	2
Assault with intent to do great bodily injury	13
Assault (simple)	2
Assault and battery	33
Breaking and entering	32
Bootlegging	2
Breaking glass in street	2
Being disorderly person	8
Cheating by false pretenses	12
Concealing mortgaged property	1
Carrying concealed weapons	5
Cruelty to animals	3
Desertion	2
Defrauding an innkeeper	1
Disposing of mortgaged property	1
Disorderly conduct	2
Disturbing the peace	127
Driving over fire hose	4
Discharging firearms in city limits	3
Embezzlement	2
Enticing female child for prostitution	1
Fugitive from justice	1
Forgery	6
Failure to support	7
False check	ve. 39
Failing to report injury caused by operating motor	3
Failure to display proper registration plates	1
Gross fraud or cheat at Common Law	1

Gambling	46
Harboring vicious dog	4
Illegal sale of cigarettes	1
Illegal sale of intoxicating liquor	4
Illegal transportation of intoxicating liquor	15
Illegal possession of intoxicating liquor	7
Illegal possession of narcotic drugs	3
Intoxication	2529
Indecent exposure-	1
Incest	1
Keeping disorderly house	293
Keeping gambling house	20
Lewdness	1
Larceny of motor vehicle parts	4
Larceny of motor vehicle	2
Larceny of poultry	2
Larceny from the person	6
Larceny (grand)	20
Larceny (petit)	82
Lascivious conduct	1
Maintaining liquor nuisance	285
Malicious mischief	9
Manslaughter	1
Operating auto while intoxicated	12
Operating auto in careless and negligent manner	1
Operating auto without lights	1
Operating auto without proper numbers	2
Operating steam boiler without license	8
Operating chicken dinner est. after app. had been rejected	2
Possession of counterfeit papers a	1
Peace bond proceedings	74
Pocket bootlegging	1
Passing through funeral procession	2
Passing street car while stopping for passengers	1
Practicing fortune telling	2
Robbery	1
Robbery with aggravation	8
Robbery from the person	3
Receiving stolen goods	5
Receiving stolen motor vehicle parts	1
Rape	2
Reckless driving	63
Resorting to disorderly house	246
Resorting to gambling house	73
Resisting an officer	4
Refusing to obey an officer	2
Selling cigarettes without revenue stamps	2
Selling cigarettes to minors	3
Selling secondhand auto without certificate of reg.-	1
Selling unwholesome provisions	1
Soliciting	7
Search warrant proceedings	240
Search warrant (stolen goods)	4
Speeding	140
Tramp vagrancy	7

Aumann

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Threats to commit a public offense	1
Uttering forged instrument	8
Using profane and obscene language	5
Use of giant firecrackers	2
Violating traffic ordinance	1169
Violating sanitary food law	20
Violating plumbing ordinance	1
Violating city ordinance	2
Vagrancy	195

TOTAL	5987
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Held for investigation, held for and turned over to county, State, or government officials	636
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TOTAL	6623
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Following is a record of how the cases were disposed of in the
police court:

Cases in which fines were collected	1981
Amount of fines collected	\$14,384.95
Change of venue	516
Appealed	414
Held to Grand Jury	13
Held to District Court	7
Waived to grand jury	56
Transferred to juvenile court	10
Sent to Good Shepherd Home	4
Dismissed, commitments withheld, sentences suspended, sent to county jail or held in city jail	2981

Henderson, Judge O.J., Webster City, "Courts of Foreign Countries,"
Bulletin of State Institutions
Vol. XXXII, p. 43 January 1930 No. 1

....I have no means of checking the number of criminals that have been brought before me, but I am very sure that they have been in excess of a hundred. Most of them came up on pleas of guilty, of course; and a plea of guilty implies that the accused man knows that the State has the goods on him. Of this conservative estimate of a hundred persons accused of crime, seven have been acquitted. Of this number in turn, at least five of them were so clearly innocent of the crime charged, that if the jury had not acquitted them, in all probability I should have. I suppose I am speaking the experience of practically every trial judge. I suggest very seriously, therefore, that the impression which has apparently been rooted in the American mind, planted there largely by enemies of law and order, to the effect that the courts of this country, and the laws they profess to administer and enforce, are wholly incapable of coping with the criminal element, is subject to revision; but where is the organ or instrumentality by which the true facts can be made known to the general populace?

Iowa Criminal Justice by Rollin M. Perkins, No. 1
Supplement to No. 4, Vol. XVII, Iowa Law Review. p. 73-74

The problem of the jury trial is one of peculiar interest, and it is important to bear in mind that the jury may not be waived in the trial of an indictable offense in Iowa. The layman is apt to attribute all, or most, of the deficiencies in the administration of criminal justice to the jury and to the technicalities of trial and appellate procedure. In this connection it is important to bear in mind that only about 7 or 8 per cent of the criminal cases go to the jury, and of those that do, the greater proportion result in conviction, leaving only about 3 per cent of the defendants to be acquitted as the result of trial; and that reversals in the supreme court amount to less than two-tenths of one per cent (.19) of the total prosecutions and to less than four-tenths of one per cent (.34) of all convictions.

No pains should be spared to improve in every possible way the machinery for the handling of criminal cases, particularly the spectacular phases which provide the chief point of interest to the public, and on which respect for the law and its enforcement are largely dependent; but the information here available demonstrates quite conclusively that most of the deficiencies in the actual administration of criminal justice must be attributed to factors other than the jury or the technicalities of trial or appellate procedure.

On the whole, this study seems not to uncover any very distressful conditions in the administration of criminal justice in this state. In larceny, particularly with reference to the theft of automobiles, a very high figure of unsolved offenses is disclosed, and the same is true in lesser degree of the related crimes of burglary and robbery. These, however, are offenses in which the detection of the offender is peculiarly difficult. Such crimes as murder, man-slaughter, rape and aggravated assault, seem usually to be cleared up at least to the point of prosecution. The business of enforcing the penal laws seems to move forward with reasonable speed and to accomplish fairly satisfactory results, at least comparatively. Outstanding accomplishment, however, such as to entitle Iowa to a position of distinct leadership in effective law enforcement, seems to lie more in the future than in the field of fulfillment.

Iowa Criminal Justice by Rollin M. Perkins No. 1
 Supplement to No. 4, Vol. XVII, Iowa Law review p.26

At this point also, Professor Moley's figures permit a comparison with certain other states.

State.	Guilt Established	Guilty on Plea	Ratio
Iowa.....	1,072	996	93
Connecticut.....	780	710	91
New York.....	2,195	1,857	85
Michigan	1,961	1,606	82
Illinois.....	3,461	2,812	81
California.....	1,562	1,240	79
Indiana.....	925	681	74
Virginia.....	646	456	71
Pennsylvania.....	9,261	5,927	64

U S National Commission, No 12, p 284
 Table 6. Police costs in American cities, 1930

p 324 Table 13, Cost of criminal justice
 in American cities, per capita

Burlington	1.51	2.06
Cedar Rapids	1.63	2.26
Davenport	2.26	2.97
Des Moines	2.42	4.04
Sioux City	2.17	
Waterloo	1.80	

Report
National Commission, No. 12, p. 647.

Part I offenses known to the police in American cities over 25,000.

	No.	Per 100,000
Burlington	105	892.4
Clinch	62	241.0
Davenport	590	967.6
Des Moines	3,252	2,276.4
Dubuque	460	1,099.4
Waterloo	273	589.7

(Superintendent of Institution for Feeble-Minded Children, Glenwood.)
Klingamen, O. E. "Some Social Problems," Bulletin of Iowa Institutions,
1930, p. 227.

Disrespect for law and failure of enforcement may be shown in Iowa by the recent murders of the sheriff of Washington County and the vigilante in Cedar County. None of these murderers have been apprehended. The attempt to surround the murderer of the sheriff proved a fiasco and the attempts to capture the robbers in Cedar County who became murderers by killing the vigilante were worthy of comic opera. Since society must be controlled by laws, the machinery for enforcement must keep pace with the changing society, too. This machinery consists of an arresting party, prosecuting party and the trial party. The sheriff of Cedar County attempts to arrest the robbers by calling the vigilante and another man to aid him. The vigilante is armed with a shotgun, though aware that the robbers are hastening toward him in a closed car; the second man is armed with a rifle that wasn't loaded; the newspapers failed to state how the sheriff was armed--possibly with the badge of his office. The sheriff of Dubuque County fails to guard the bridges and the criminals escape.

It was suggested by the Iowa League of Municipalities that a training school for peace officers should be established; a good suggestion, but the system of peace officers needs overhauling as well as a training of its personnel.

GENERAL SITUATION

In spite of its age, its importance, and its high cost, law enforcement, it is safe to say, is of all the major functions of the state organized the most illogically and administered in general with the least basic efficiency.

Law Violations. Whether crime is increasing or decreasing in Iowa is largely a matter of guess. If the views expressed by over 60 sheriffs can be taken as fairly reliable, larceny is increasing in 46 counties and decreasing in only 9; burglary is increasing in 34 and decreasing in 12; robbery is increasing in 33 and decreasing in 15; farm thefts are increasing in 48 and decreasing in 10; violations of the motor vehicle law are increasing in 25 and decreasing in 17. Of the remaining counties, either the situation is reported unchanged or no report has been received. Homicides reported to the State Department of Health numbered 57 in 1926 and 64 in 1929. Perkins' recent study indicates substantial increases in the amount of crime.

For 67 counties replying to the survey questionnaire, 31 unsolved homicides were reported, 525 unsolved farm thefts, and 378 other felonies unsolved. Relative to unsolved farm thefts, moreover, four sheriffs reported "many," three sheriffs reported "several," one remarked that they were "too numerous to mention," and four other sheriffs estimated that from 25 per cent to 80 per cent of all farm thefts were unsolved. Since a considerable percentage of such thefts are never reported, it is safe to estimate that law enforcement in Iowa with respect to this class of violations is largely ineffective. It is probable that if reliable statistics were at hand, the number of unsolved offenses of all kinds would mount into the thousands.

The prevention of accidents, like the control of crime, not only appeals to humanitarianism but it is also a dollars and cents proposition.....

.....

The crime and accident situation in Iowa is no worse than it is in some other states; it is better than in many others, because of a homogeneous and normally law-abiding population and the absence of congested cities; but in this state as in others, with a proper law enforcement organization, the situation can be definitely improved.

Urban and Rural Protection. Iowa has 30 counties which are classed by the census of 1930 as wholly rural. The combined population of these counties in 1930 was 446,287. Their total expenditure in 1931 on the sheriffs' offices, excluding the care and feeding of prisoners, was \$136,946. The per capita expenditure was about 30 cents.

The 30 rural counties were spending on police protection less than one-third as much as Polk County alone. They were spending an average of about \$4,600 annually per county.

On the other hand, in the seven counties containing the cities of Des Moines, Davenport, Cedar Rapids, Sioux City, Dubuque, Council Bluffs, and Waterloo, there was a total population of 634,422; and the aggregate expenditures on sheriffs' offices (excluding care and feeding of prisoners) and on police departments was \$1,186,696. In this group of urban counties, the per capita expenditure was \$1.87, or six times as much as in the rural counties. It is true that police protection in the city is more necessary than in the country. Nevertheless, the farmers have their law enforcement problem. In 1929, of the 64 homicides in Iowa, 29 occurred in the rural districts. Rural Iowa is inadequately protected; and such protection as it enjoys is thoroughly out of date and inefficient compared with that provided for the urban counties.

Brookings Institution, Survey of Administration in Iowa, 1933, p. 99

Structural Reorganization Proposed. In the creation of the Bureau of Investigation and in the establishment of a centralized system of criminal identification and a radio broadcasting system, both operated by the bureau, Iowa has already taken important steps toward the construction of an adequate state law enforcement department. The Bureau of Investigation represents a valuable beginning, not only in state-wide enforcement by a state agency but also in the co-ordination of local peace officers.

The proposed reorganization which will be developed in later sections of this chapter contemplates a considerable expansion of the work of the Department of Justice in the coordination and supervision of local peace officers as well as direct participation in enforcement work on a broader and more effective basis. This needed expansion requires the setting up in the Department of Justice of a Bureau of Safety to which may be transferred various law enforcement functions and personnel now located in other state agencies.

In this reorganization, three facts should be given careful consideration: (1) That the Attorney General is an elected official virtually independent of the Governor, (2) that his office is traditionally a counselling, prosecuting, and defending office, and (3) that attorneys general, while they are usually able lawyers, are not as a rule broadly qualified for or experienced in administration. Ideally, the head of the Department of Justice should be a highly capable executive interested in all phases of law enforcement, Under present conditions, however, this ideal is not usually attained.

Brookings Institution, Survey of Administration in Iowa, 1933.

p. 107

Experience and Training. Judging by reports from 68 counties, about three-fourths of the present sheriffs of Iowa have held the office previously. Few of them have ever served as deputy sheriffs or as police officers before their election as sheriff.

Between a third and a half of the sheriffs of Iowa have had more than four years' experience as sheriff, deputy sheriff, or police officer; probably 20 per cent have had such experience over a period of 10 years or more; while there are a few sheriffs in the state whose experience exceeds 15 years. The general situation regarding the deputy sheriffs is about the same. So far as length of service goes, the sheriffs of Iowa and their deputies compare favorably with any other group of public employees in the State.

Newly elected sheriffs are almost to a man without special qualifications or training. In 63 reporting counties, the number of arrests stated to have been made by the sheriffs' offices in 1932 totalled 9, 152 or an average of about 145 per county. Arrests are ordinarily useless unless followed by prosecutions; and prosecutions fail unless the necessary evidence has been collected. Though it is his legal duty to secure evidence of all crimes committed, the newly elected sheriff ordinarily has little or no knowledge of the value or law of evidence.

The sheriffs of Iowa maintain a strong state association, which publishes a journal, "The Iowa Sheriff," a sheriffs' directory, and occasional bulletins. The activities of the association have increased the efficiency of the sheriffs' offices.

Functions. An Iowa Sheriff serves in three different capacities (1) As peace officer, (2) as jailer, and (3) as executive officer of the district court. He has in addition certain miscellaneous duties in connection with elections.

As peace officer, the sheriff's general duties are "to preserve the peace, to ferret out crime, to apprehend and arrest all criminals, and in so far as it is within his power, to secure evidence of all crimes committed, and present the same to the county attorney, grand jury, mayor or police courts, and to file informations against all persons whom he knows, or has reason to believe, to have violated the laws of the state....."

If the care and treatment of jail prisoners is excluded from consideration, enforcement of the criminal law probably takes on the average between one-fourth and one-third of the sheriff's time. The sheriff is only in minor part a peace or law enforcement officer. His civil work appears to have rapidly increased in recent years. One sheriff, who has a deputy and a clerk to assist him, states that in 1932 his work in serving executions, writs, and notices, left no time for criminal work. Another estimates that his civil work more than doubled between 1928 and 1932.

Civil work is not only larger in volume but it receives priority over criminal work. As a rule the only criminal law enforcement that is done consists of responding to complaints, making investigations when there is knowledge of a crime, and doing intensive work on a relatively few major offenses. Only one of the 68 sheriffs replying to questionnaires stated that he maintained a regular patrol.

Supervision, Co-operation, Co-ordination. The 99 sheriffs of Iowa are independent of each other and practically independent of any other law enforcing authority. The county attorney occasionally directs the sheriff to make an investigation. Directions from the Governor or the Attorney General to the sheriffs are so infrequent as to be practically negligible. The various provisions in the law authorizing state administrations to call on peace officers for assistance are infrequently employed. Aside from the Bureau of Investigation and the Motor Vehicle Department, state agencies seldom call on a sheriff for cooperation in law enforcement.

In those counties containing municipalities, co-operation is reported between the sheriff's office and the police department or the town marshal; but there is little evidence of definite co-ordination of activities. In many such counties, perhaps one-half of the sheriffs' investigations and arrests are made within municipalities. In reality, there are in every municipality two independent and unco-ordinated police establishments. In some counties, there is an understanding that the sheriff will in the main restrict his operations to offenses occurring outside policed cities. In general, he has nothing to do with the enforcement of municipal ordinances; and in a number of counties, especially those containing the larger cities, the operations of the sheriff's office are almost entirely confined to the rural districts.

For a more specific examination of local law enforcement, the four counties of Jackson, Clinton, Scott, and Muscatine may be selected. These four counties compose the seventh judicial district. They contain the municipalities of Clinton, DeWitt, Maquoketa, Muscatine, Davenport and Bettendorf. The total population of the four counties is 169,575; slightly less than the population of Polk County. In these four counties, there are four sheriffs' offices, at least six police departments, about thirty-seven town marshals, thirty-five constables and four coroners. Each of these agencies is independent of the others. The total cost of the sheriffs' offices and the six police departments in 1931 was \$227,337.

The four sheriffs' offices included fifteen men. Jackson County has one deputy sheriff; Muscatine, one; Clinton, three; and Scott, six: but in the last-named county one man spends practically all of his time issuing drivers' licenses. In none of these counties is there any regular patrol outside of the cities and none of the thirty-five constables are deputized. Arrests by the police in the two cities of Muscatine and Davenport in 1932 totalled 3,485; while the total arrests made by the four sheriffs' offices numbered only 727.

Brookings Institution, Survey of Administration in Iowa, 1933

p. 110
(continued)

Supervision, Co-operation, Co-ordination.

From one-fourth to one-third of the work of these sheriffs' offices has to do with criminal law enforcement. In 1932, while he was making 283 arrests, the sheriff of Muscatine County served 375 writs and 1,188 notices and transferred 30 persons to state institutions.

In Clinton County about 40 per cent of the population is outside the cities of Clinton and DeWitt; but that part of the population receives for enforcement of the criminal law not more than 15 per cent of total expenditures. This county is reported to have three unsolved homicides. One-fourth of its farm thefts and 15 per cent of other felonies are stated to be unsolved.

If these four counties were consolidated or grouped together into one law enforcement district, there would be available for a central sheriff's office a personnel of 15 men. Savings could be made by the centralization of office work. More men would be available for outside work. A local rural patrol would be possible. As the law enforcement unit would be the same as the judicial district, the flow of court work would be fairly even through the year. The local organization would gain vastly in flexibility and effectiveness; and, if it seemed at any time imperatively necessary to cut down expenses, reduction could be made without paralyzing or demoralizing the office.

Brookings Institution, Survey of Administration in Iowa, 1933

p. 124.

Legislation

When the legislature enacts a law or neglects to repeal one that is badly drafted, inconsistent, ambiguous, impracticable, or unenforceable, it is responsible for needless expenditure of public money. Unfortunately, the wastes are scattered in so many places and are so concealed that it is impossible to measure the cost in violations of the law and in litigation that is attributable to defective legislation.

General Defects. Due to the automobile, paved roads, and density of population, the modern criminal possesses opportunities for crime and means of escape which did not exist a generation ago. Crime is no longer localized; it is in part organized regionally or nationally. Prevention of crime and the detection, arrest, and conviction of criminals are activities which in nearly every major case must be conducted beyond the borders of the county where the crime is committed. These activities demand special qualifications, technical training, security of tenure, and a business-like, efficient state-wide organization, closely co-ordinated, and with an able and experienced executive at the head. Moreover, since local officers are charged with the enforcement of state law, it is essential that means should be found to insure uniform and impartial enforcement throughout the state.

Ordinary observation is sufficient to show that almost none of these elementary requirements are satisfied by the present law enforcement machinery of the state.

Disregarding the courts and the clerks of court, there are in Iowa over two thousand officials engaged in law enforcement. Over half of these are elected by the people for two-year terms. Two thousand agents or agencies are operating, or nominally operating, as independent units. Half of them are responsible to no one but the people. Nearly all of them are local, each with a small jurisdiction, meager resources, and restricted personnel. Elected every two years, the good ones are often thrown out regardless of merit, and just when they have acquired a few months' valuable training. The bad ones have to be endured and, because of politics or personality, are frequently re-elected.

Parts of the system date from mediaeval England. Neighborhood law enforcement was fairly satisfactory a century ago; but today it is as antiquated as the stagecoach. Nevertheless, the system persists because of the power of habit and of vested interests.

Brookings Report, Survey of Administration in Iowa, 1933, p. 29

Law Enforcement. State administration of law enforcement in Iowa is scattered among the Governor, the Executive Council, the Department of Justice, the State Fire Marshal, the Secretary of State, and the Board*of sheriffs, 99 county attorneys, 99 coroners, about 800 constables, about 63 police chiefs, and about 850 town marshals. The above enumeration does not include the various courts and several related agencies. Under modern conditions, protection of the public safety demands a highly integrated, flexible, and technically equipped law enforcement organization; but Iowa has established in this field nine elected state officials and only one appointed, with no less than 2,000 officers all elected and each practically independent of the others.

No statistical record is kept to show how well or how badly this disintegrated organization actually works. But available information is not reassuring. There is good evidence that the continuance of worn-out and ill-adapted law enforcement machinery is costing the people of Iowa heavily in social, economic, and administrative waste.

The field of law enforcement is complicated. Efficiency may be promoted and savings made without fundamental changes; and steps in advance can be taken one at a time. Eventually, however, the people of Iowa will see the necessity of a sweeping reorganization, preserving offices that have proved serviceable, discarding those that are merely historical vestiges, locating responsibility in a properly organized and well equipped state department, insuring that local peace officers and prosecutors shall be both responsible and competent, and providing a mobile, efficient protective force on the highways and in the rural districts.

The Bureau of Investigation and the administration of the drivers' license law represent progress toward the assumption by the State of its responsibility. The State Department of Justice now provides the foundation and part of the superstructure for an integrated state-wide organization. By cementing together existing materials, much can be done.

Reorganization in this field may not show immediately reduced expenditure. But relief of the local property taxpayer is possible; and indirect savings from reorganization should be substantial.

*Railroad Commissioners. Locally, law enforcement is entrusted to 99

Law Enforcement. Legislation in the field of law enforcement should locate general supervision and control in the Governor, strengthen the drivers' license law, provide for the powers of the highway patrolmen, specify the administrative relationship of the sheriff to the commissioner of safety, to the district court, and to other local peace officers, permit the grouping of counties for law enforcement work, transfer jail administration to the local welfare unit, provide for better cooperation between sheriffs' offices and municipal police departments, place the county attorneys under the directions of the Attorney General, authorize district attorneys' offices, eliminate fees and commissions, abolish the coroner, revise the laws relative to fire protection and fire reporting, and make possible an integrated bar.

SECTION 5

COUNTY WELFARE WORK

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COUNTY WELFARE WORK
DESCRIPTIVE MATERIALS

- 1898 County care of the insane at the county farm was criticized because the quality of care was alleged to be below that of state institutions and because the savings claimed were illusory due to faulty accounting and the county's insistence on housing only the easiest cases.
- County care was defended as keeping the insane patient nearer home at less cost than the state institutions.
- 1900 The county farm was criticized as a place for the care of the insane because it could not give the same opportunity for cures and some apparently incurable cases sometimes improved. The patients were said to be happier in the state institutions.
- Medical services at county farms were held to be inadequate. The inexperience of attendants was blamed for unnecessary severity to the insane.
- 1909 A census of aged people in private and public institutions gave 1,680 persons, 1,116 in private and 564 in public institutions, with some counties not reporting.
- 1911 The poor farms of Iowa were described. Forty-five kept some insane persons and 60 some weak minded. Epileptics were kept in county homes, as well as children, blind persons, and consumptives. The institutions were predominantly for the aged, poor and the defectives; they had poor medical service; over one-half held no religious services.
- Criticisms of the poor farms were concerned with the material facilities, personnel, segregation of types of inmates, and expense. Methods of accounting were criticized.
- 1916 The widow's pension law was approved in general but criticized for lack of personnel in administration and the inadequacy of amounts paid as pensions.
- 1925 Costs of outdoor and indoor relief were calculated for Iowa.
- The provisions for epileptics, inebriates, and psychopathic cases were described.
- Widow's pensions had been administered in some cases with great carelessness. No provision was made by recent legislation for investigation of cases, or for follow-up work. Personnel to do the work

was not provided, except where there was a probation officer or social worker.

The schools for blind and deaf persons and the pensions for the blind were in operation.

1933

A unified county welfare service was recommended, to take cases of local problems, to get information for state officers, and act as state agents.

IOWA STATE CONFERENCE. CHARITIES AND CORRECTION. 1898. Page 61
Frank C. Hoyt, M. D., Superintendent Iowa Hospital for Insane at
Mt. Pleasant, Iowa.

The leading advocates of county care assert that they can provide for their patients at a cost of \$1.75 per week, as against the \$3.00 per week allowed at the state institutions. That they do keep the insane for \$1.75 per week need not be questioned, but we do question the quality of the care. If the insane are to be kept as are our domestic animals, simply housed, fed, bedded down and worked, then they can be maintained in a crowded, cheaply constructed poorhouse asylum for \$1.75 per week. Usually, however, the statements as to the cost of keeping these insane are based on incorrect and vitiated methods of accounting.

Many items of expense which are properly chargeable to the insane account are not separated from the poorhouse account. The salary of the county physician is charged to the poorhouse account, the purchase of supplies for the poorfarm not charged in proper proportion to the insane department. The "keeper's" salary is usually found charged against the poorhouse and poorfarm, but not against the insane department. In short, every effort is made by county boards in many instances to justify the erection of county asylums and the system of county care.

But let us for a moment look at another phase of this question, admitting for the sake of argument that the chronic insane can be kept in poorhouse asylums for less money than in the state hospitals. It is a fact, freely admitted by the advocates of county care, that they only desire to take from the state institutions the chronic insane, who are harmless, and require the minimum of attention and are able to contribute materially toward their own support. It is their desire to leave in the state hospitals the acutely insane, and the very noisy, violent and troublesome patients. It is not written so plainly that he who runs may read, that if a general movement of this kind were inaugurated that the state institutions could not care for these expensive classes at the present rate, but that a proportionate increase in the per capita allowance would necessarily follow?

Whenever a dollar was saved in the transfer of a patient to the poorhouse that dollar would be at once reapplied to the increased cost of maintaining the expensive classes left in the hospitals. This fact is admitted in the states where county asylums have been generally established. If, therefore, it will cost as much more to keep the insane that are permitted to remain in the state hospitals as it costs less to keep these transferred to poorhouses there, is no saving to be demonstrated.

IOWA STATE CONFERENCE. CHARITIES AND CORRECTION. 1898 Page 66
Hon. W. C. McArthur.

Another and one of the humane features attached to having these wards near their home and friends is the satisfaction and benefit that they derive from visiting with one another. Good results have been noticed in a number of cases here from such intercourse with the outside world. Last and least to be considered is the comparative expense of maintaining a patient in a state and county hospital. In the former case we pay \$12 per month for each patient, whilst in this county the expense has averaged \$4.84 per month per patient. This astonishing difference is largely brought about by the fact that the products of the farm with the labor of the inmates goes far toward reducing the cost of maintenance. Their surroundings in the way of elegance are not so great, but as far as ministering to their physical wants, clothing them warmly, feeding them simply but well is concerned, there is no substantial difference. That they are well provided for is evidenced by the sick and mortality record. There have been on an average about sixty inmates in the insane and pauper department combined this winter, one-fourth of whom are upwards of seventy years of age, but not a single death has occurred, and even grip has failed to put in an appearance.

IOWA STATE CONFERENCE. CHARITIES AND CORRECTION. 1900. Page 64.
J. W. La Grange, M. D. Marion, Iowa.

I have it upon the authority of Doctor Caldwell, Senator from Dallas County, that a few years ago he, together with the Superintendent at Clarinda, selected a number of supposed incurable insane to be removed to the Dallas County poorhouse. In spite of the fact that great care was taken in the selection, two of the cases recovered, even under the unfavorable surroundings of the Dallas County poorhouse.

Who can say that others of the number might not have recovered under the careful management of the Clarinda hospital?

But aside from the question of curability, there are other reasons why even the incurable cases should not be removed to the county houses. Among the harmless incurables in the state institutions many patients will be found who are capable, under their existing surroundings, of a considerable degree of self-control. They now live in the best wards of the asylum, where their presence is a positive benefit to the more recent and acute cases. They are quiet, orderly, industrious, and daily manifest their enjoyment of life in a manner that tends to allay discontent in the disturbed minds of their associates. Many of these patients when removed from their present supporting influences lose their self-control and become a menace to their associates, or lapse into a deplorable dementia. To force such a result upon any of these unfortunates is nothing short of a crime. We must feel it a responsibility resting upon us to mete to them the greatest measure of comfort which their mental state can appreciate.

J. W. La Grange, M. D., Marion, Iowa.

Go with me to the county hospital and what do we find? I speak of the average county care. The steward of the poor farm has under his charge the paupers of the county and the insane who have been assigned to the poorhouse. He is a farmer, in most cases having obtained his position through political influences. The position is one which does not, as a rule, attract by any means the best class of farmers, as the more successful ones are engaged in the management of their own farms and would not consider a proposition of the kind. This steward has had no experience with the insane and frequently has never seen an insane person in his life.

The patients, if treated at all in a medical way, are treated by the county physician.

If we concede that their mental state admits of no treatment, they have physical ills and are subject to the same pain and suffering as are those who are competent to care for themselves. They should therefore be provided with the best service that can be afforded. They are by no means paupers, though classed with them by the would-be modern philanthropists who see so much good in county care.

But what is the medical service of the county houses and the county asylums? In almost all the counties of the state, the boards of supervisors advertise for bids from physicians for medical attendance, medicines, and appliances for treating the paupers, criminals, and the insane in the county poorhouse.

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The contracts in nearly all counties go to young and inexperienced physicians who are seeking experience, or to those who have made a failure of their profession. In either instance the care is far from the best. This means the cheapest medicines, the most meager service; it means that if private cases in any way interfere the pauper and insane must wait.

.....
I have seen the incurable insane in the county poorhouses of Iowa imprisoned for months behind iron bars and chained with shackles about their feet. I have seen them crowded in poorly ventilated and foul-smelling rooms with clothing soiled from body discharges; while demented ones, unable to feed themselves, suffered from lack of food. Nor was this wholly the fault of the keepers, but was largely due to defects inherent in the system of county care. The boards of supervisors were not different from the average board, nor were the stewards cruel men, or their housekeepers below the average; but all were wholly inexperienced in caring for those deprived of their mental faculties.

We hear much of the beauties of the Polk County system. I can say after residence in Polk county during the past three years, from actual knowledge and personal observation, that the system is no better nor more humane than that in other counties. In fact it is the very worst I have ever known. The patients at the poor farm are six miles or more in the country and no physician nearer than Des Moines.

CARE OF THE AGED IN IOWA. November.

Miss E. L. Meacham, Davenport.

Of the fourteen homes in the state, I wrote to all and received answers from six which, including the two in Davenport, make eight, and they have inmates as follows:

	Men	Women
Cook Home, Davenport		25
Fejervery Home, Davenport	4	
Des Moines, D. M.	7	37
German Lutheran, Muscatine.	17	7
Old Ladies' Home' Muscatine.		5
Odd Fellows' Home, Mason City.	8	8
Council Bluffs Home.		20
Iowa Soldiers' Home, Marshalltown.	803	175
Total in homes; ; ; ; ; ; ; ;	839	277

In addition to this I wrote to the 99 counties in the state to ascertain the number in each county infirmary over 60 years of age, and received answers from the following counties:

	Men	Women
Boone	9	1
Adair	2	2
Clinton	6	8
Dubuque	1	1
Adams	1	1
Des Moines.	17	16
Buchanan	3	4
Cedar	17	8
Henry	8	7
Lee	22	7
Iowa	7	2
Warren	7	4
Muscatine.	12	4
Lucas	3	4
Polk	40	12
Shelby	3	2
Washington	8	3
Mills	5	1
Palo Alto	3	1
Page	7	4
Montgomery.	5	1
Mitchell	2	1
Hamilton	5	3
Pocahontas.	4	1
Wright	2	2
Wapello	14	3
Wayne	7	4
Mahaska	17	7
Lyon	1	1

	Men	Women
Poweshiek.	4	6
Taylor	6	6
Franklinj	5	2
Union	6	5
Van Buren	5	7
Linn	20	13
Monroe	7	4
Scott	41	3
Winneshiek	10	1
Monona	6	4
Total for 40 counties	348	166

From Osceola county the steward (I suppose) wrote that they had no county poor house and no persons in any charitable institution. From two counties, one gave 30 persons, the other 20, so I could not classify them, but added to the total would make 1680 old people in Iowa cared for in institutions.

This report is, of course, incomplete, many counties not having been heard from, and some of the private institutions not having returned any answer to inquiries sent them.

IOWA STATE CONFERENCE OF CHARITIES AND CORRECTION. 1911 (November) Page 41.

THE POOR HOUSES, OR COUNTY HOMES OF IOWA.

J. L. Gillin, Ph D., State University of Iowa, Iowa City.

Four of the ninety-nine counties of Iowa report that they have no Poor House. They are: Emmet, Ida, Harrison and Osceola. Three of these depend entirely upon outdoor relief; Dickinson and Harrison counties board those paupers who would otherwise be in the poorhouse, the former with a man to whom the county rents its county farm, and the latter with a farmer in the county. Dickinson County is the only county in Iowa which reports the contract system of caring for its indoor poor. Eighty-seven of the counties report poor farms and homes, which are run by a hired steward, under the oversight of the board of county supervisors. In these farms there is a total of 19,562 $\frac{2}{3}$ acres, a trifle more than thirty and one-half square miles of Iowa land. That is an average of about 230 acres per farm. On these farms there are twenty-two frame houses, twenty-three of brick, six of frame and brick, and one of frame and stone. As to the others, there was no information obtainable as to the character of the material used in their construction. The arrangement of these houses varies much. A great many of them are simply old farm houses adapted with some slight remodeling to the uses of a county home. On the other hand, there is a large number which are well built, with an eye solely to the use to which they are put. In our more populous counties there is a growing tendency to build substantial buildings costing from \$10,000 to \$30,000. Thirty-six of these are single large buildings without wings for the two sexes. In most of these one sex is placed on one floor, the other on another floor of the building. Thirty-nine have one wing of the building devoted to one sex and the other to the other. Twelve have one main building and one or more cottages, two of these cottages being for the men. I have not been able to find a single county which has the cottage system, pure and simple, for caring for its poor. Sixty have sanitary plumbing in these houses; twenty-five have not, i.e., more than two thirds of our county homes have sanitary plumbing, if the reports may be trusted.

On these farms there are employed 226 paid helpers aside from the steward and his wife.

Most of these homes are some distance from the county seat, and at a less distance generally from a town or village. They average 5 $\frac{1}{17}$ miles from the county seat, and a trifle less than 3 miles from the nearest town or village. They range in distance from the county seat from one mile to thirteen miles, and from the nearest town or village from no distance, being located in the village, to six miles. The most of them are too difficult of access to people, with the result that the poorhouses are not looked after by those people who might become interested in conditions there, were the county home located where they could get to it more easily.

In 45 of these homes, insane persons are kept, either in the same or in a separate building. In 40 of them no insane are kept, according to the reports. In the forty-five homes there are 241 male insane persons and 224 female, a total of 465. In 27 cases it is reported that the insane are kept separate from the other inmates, in 18 cases they are not. In some cases they are kept in a different part of the house from the other inmates

THE COUNTY HOMES OF IOWA - SUMMARY AND CONCLUSION.

J. L. Gillin, Ph D., (State University of Iowa, Iowa City.)

The facts gathered indicate: 1. That most of the county houses of Iowa are houses which were not originally built for the purpose and have been adapted to their purposes as well as may be by such alterations as could be made to an ordinary farmhouse.

2. The lack of classification and separation of different classes of inmates indicated by the returns also points to the fact that most of the counties of Iowa have outgrown our present system of county poorhouses. The time has come when some other system must be adopted in most of our counties if a careful classification of the inmates of our county homes is to be effected.

3. That most of our poor farms are located at too great distance from a railroad station and from the urban centers from which easy access may be had for those who wish to keep in touch with conditions in the county home or wish to alleviate a little the monotony of that life. A change that I shall mention would also alleviate that situation.

4. That the county farms of Iowa are too large, averaging as they do about 230 acres per county. If it is to be a county home and if the steward's business is to look after the comfort of the inmates, he cannot oversee that large a farm successfully. As a matter of fact, the replies to my questionnaire and letters from stewards as well as personal conversation with a few stewards indicate that the stewards conceive it to be their first duty to make the farm pay as much as possible. If he can report a balance in favor of the farm at the end of the year, as one Iowa steward did, he seems to think that he has reached the goal of all perfection.

5. That there are certain classes in our poor homes who should not be there at all. Let the state provide a colony for its epileptics, as Ohio, New York and some other states have done. There should be a law passed preventing the retention of any normal children over two years of age in a poorhouse.

The insane should be segregated in a much more thorough-going fashion than is usual in most of our counties. Here also the change in policy to be suggested concerning our poorhouse system would make for an improvement.

Moreover, the lack of hospital facilities for the sick would be altered for the better by a change in our system.

6. That the laws governing our county homes are not adequate to produce good conditions these, except in the few cases where conditions would be good without laws. The supervisors are the custodians of the poorhouses. They are good men on the whole, but are about as capable of managing a poorhouse efficiently as they would be to run a prison or as the ordinary college professor would be to manage a farm.

7. That the cost of county home relief of poverty is excessive, considering what is done for the inmates. It would not be excessive were the inmates classified and provided, in ways that the present system cannot provide, a real "home".

8. That the present system of county homes is entailing a greatly increased expenditure of money for outdoor relief by inducing trustees, overseers and supervisors to give outdoor relief to people who, but for the fact that the poorhouses are so bad, would go to the poorhouse.

9. That the present county poorhouse system of indoor relief is not efficient and should be replaced by a system based generally upon a larger unit than the county.

10. That outdoor relief is a large tax on the public. There is great reason to suspect that as administered in Iowa outdoor relief is a prolific incitement to pauperism.

11. That public authorities everywhere, both in city and country should take such measures as have been approved by experience to prevent poverty, for example to provide playgrounds, baths and proper housing conditions, provide health officers and health codes that will enable the community to prevent preventable diseases, enact and enforce proper employer's liability and workmen's compensation acts, and see to it that the propagation of the defective and criminal classes cease.

Now, in this study we have not done some things that are desirable. The reason is that in the present state of public opinion it cannot be done. We have shown approximately what it costs to support public charity in Iowa, but what we have done throws no light at all upon expenditures for private charity. I know of no way at present without the expenditure of larger funds than most of us on the committee feel like making to ascertain this. With funds it could be done. It ought to be done. The state ought to know how much is being spent on paupers. We have shown how much outdoor public relief costs, but we have not given a single figure to show how many have been relieved or in what amounts. Were all the auditor's reports made up on the plan of a few wherein the overseer of the poor gives the number of the parties receiving relief and the amounts received it would be possible to compile from these reports the amount spent in this way for each one and the number of people receiving aid from public funds outside of the county homes. It is to be hoped that the state will pass a law requiring uniform methods of accounting for the auditor's and a uniform form of auditor's report. Then much of the present confusion and lack of knowledge as to outdoor relief will be remedied. That however will not touch the other problems noticed. The state ought to have a commission to study this problem of poverty and then adopt a code which shall be adequate to meet the evils appearing under the present system, as well as congruous in nature.

EIGHTEENTH IOWA STATE CONFERENCE, CHARITIES AND CORRECTION. 1916, October.
Page 51.

PRACTICAL WORKINGS OF WIDOWS' PENSION AND BLIND PENSION LAWS IN IOWA.

Miss Mabel Tibbott, (General Secretary of the Associated Charities and
Overseer of the Poor, Fort Dodge, Iowa.)

To recapitulate briefly. We have found the law strong in desiring that a deserving mother should have adequate help in bringing up her child; in including the mother whose husband is taken from her by law and put in a state institution; in excluding the divorced or deserted wife; in making the ruling optional and not mandatory. We have found it weak in making no provision for investigation, supervision or residence, and limiting the amount in such a way that it is insufficient for few children. We have shown that the first three of these weak points have been strengthened in some localities. But it is too soon to show results. We can not know yet whether our returns will be commensurate with our outlay. We can only hope and work, each in his own locality, to the end that the intention of the law makers shall not be defeated, but realized.

COUNTY WELFARE WORK.

Earl S. Fullbrook.

It is the purpose of this chapter to treat of the administration of welfare work as it concerns the county in Iowa. The term welfare work is used to include not only ordinary poor relief but also the care and treatment of special classes of dependents - the insane, the epileptic, the blind, the feeble-minded, and others. Ordinary poor relief, so far as governmental bodies are concerned, is almost entirely in the hands of the county. Much will therefore be said of its administration. On the other hand, the care of special classes of dependents has been to a great extent taken over by the State and only those phases of its administration in which the county plays a part will be described. Since private welfare work is not a problem for the county to handle, it will receive no direct consideration.

It is frequently assumed that the administration of welfare work in an Iowa county is a simple and none too important task. The extent to which the poor are a burden upon the taxpayers is not always fully recognized. Neither is there adequate realization of the need for careful handling of the problems involved. It is recognized generally that there is some poverty in the larger cities of the State and it is known that there are insane, feeble-minded, drug addicts, and others who must be cared for in institutions; but it is not always recognized that these problems are present in all the counties of the state.

In 1921 ninety-six county homes in Iowa had 22,147 acres of land valued at \$3,848,368.06; the buildings of eighty-two of them were worth \$3,387,908.01; and the inventory of equipment and supplies, other than land and buildings showed goods worth \$1,141,218.22 in eighty-five counties. In eighty-nine of these homes were 3090 inmates, including 1285 insane persons. The cost of maintaining eighty-nine of these homes, exclusive of interest on the investment, was \$898,168.38. Relief for the poor outside the county homes during the same year cost the counties \$1,721,852.32, and \$158,697.90 more was paid out to indigent soldiers and sailors. Another large item of expenditure for the counties was \$1,245,178.66 paid the State for the care of special classes of dependents in State Institutions.

For the care of the poor and of special dependent classes in 1921 it cost the counties of Iowa \$4,023,897.26. For 1920 the cost was \$3,614,914.22 - a total of \$7,638,811.48 for the two years. For the two-year period from July 1, 1920, to June 30, 1922, the total cost to the State for the University of Iowa and the Iowa State College was \$7,671,999.04, or but slightly over \$33,000 more than was spent by the counties for the purposes listed above. Moreover, while the expense to the counties were primarily for maintenance much of the money paid to the State schools went into buildings and improvements.

COUNTY WELFARE WORK.

Earl S. Fullbrook. Epileptics, Inebriates, and Psychopathic Cases.

A class of unfortunates similar to the insane are the epileptics, inebriates, and special psychopathic cases. The care of such persons is provided for either in State institutions or within the county.

Legislative Provisions. - A State hospital and colony is maintained at Woodward under the Board of Control to secure "humane, curative, and scientific care and treatment of epileptics". All adults afflicted with epilepsy who have been residents of Iowa for at least a year and all children whose parents or guardians have been residents of the State for one year are eligible for admission.

Except in the case of voluntary commitments, the commissioners of insanity possess the same power and authority over epileptics as in cases of insanity and all laws relating to the admission of patients to the State hospitals for the insane apply to the admission of persons to the State hospital and colony for epileptics. The county bears the same expense as in the case of the insane.

Until the end of 1919 there was maintained at Knoxville a State Hospital for Inebriates. This was closed by the Thirty-eighth General Assembly and at present the law provides that persons addicted to the excessive use of intoxicating liquors, morphine, cocaine, and other narcotic drugs may be committed by the commissioners of insanity of each county to such institutions as the Board of Control may designate. Statutes governing the commitment, custody, treatment and maintenance of the insane, in so far as they are applicable, govern also in the case of persons addicted to the excessive use of drugs and intoxicating liquors.

All expenses in connection with the arrest, hearing, and delivery of the patient to the hospital are borne by the county, and the cost of maintaining such persons is paid in the same way as for other inmates in the institution to which the patient is committed.

A psychopathic hospital for the care, observation, and treatment of persons afflicted with abnormal mental conditions is maintained at Iowa City in connection with the State University. Four classes of patients are admitted - voluntary private, committed private, voluntary public, and committed public patients. Private patients are treated without expense to the State; public patients are maintained and treated at State expense.

Commitment may be obtained upon information filed by any practicing physician within the State. The person afflicted is then given a hearing by the district judge who calls in a physician and the county attorney to assist him. If the judge finds that the person is "suffering from an abnormal mental condition which can probably be remedied by observation, medical or surgical treatment, and hospital care" and the report of the county attorney shows that the patient, or the relatives legally responsible, can not pay the expenses of the treatment, he may commit him as a public patient. Should the person or his legally responsible relatives be able to meet the expenses he must be committed as a private patient.

COUNTY WELFARE WORK.

Earl S. Fullbrook.

Widows' Pensions. - If the court finds that the mother of a dependent or delinquent child under sixteen years of age is a widow and has been a resident of the county for more than one year and if it decides that such mother is poor and unable to properly care for such child but is otherwise a proper guardian and that it is for the best interest of the child to remain at home, the court may order the payment of a pension to the mother. The pension must not exceed two and one-half dollars per week for each child under sixteen and can not be granted until after ten days' written notice of the application has been given to the supervisors of the county, during which time the board may appear and show cause why such pension should not be granted. No allowance is effective for more than two years, but one may be renewed by making a new application and showing that the requisite conditions still exist. Pensions cease when a child reaches sixteen years of age or when the mother remarries or after she has acquired a residence in another county or has ceased to reside in the State. Pensions allowed by the court must be paid by the supervisors.

The administration of the widows' pensions law is primarily a county problem. Power to grant such pensions lies with the court but the board of supervisors must be given notice of applications for pensions and may make recommendations for or against them. If any real investigation takes place the county must make it. If the pension is granted the county must pay it. If the proper supervision and follow-up work in connection with the pensioned families is to be had it must be by the county.

In the past there has not been sufficient machinery to administer this law effectively. When there is a probation officer or an overseer of the poor they have sometimes been delegated to investigate applications and maintain some watch over the families receiving pensions. Even private social workers have assumed the task in a few communities. But the widows' pensions law has resulted in many abuses since most counties do not have such machinery to fall back upon and because others who have possessed it have not used it.

COUNTY WELFARE WORK.

Earl S. Fullbrook.

Widows' Pensions.

Numarous instances have come to light in the State where pensions have been unwisely awarded and too long continued. A family living in Chicago was found to be drawing a pension from an Iowa county. Another family was found to be drawing a pension from two counties. This group had been living in the second county for four years but still collected a pension from the county which they had left. A school teacher drawing a salary of ninety dollars a month received a pension for five children for some time. When interviewed there were but four children, one having died after the pension was granted. When asked why she did not report the death to the court her reply was to the effect that the child's death had been recorded in the county courthouse and if the county was so inefficient as to still pay her a pension for the dead child she was not going to interfere. The recorder of one Iowa county had been granted a widow's pension of \$24.00 a month before assuming office. After being in office for some time she was still drawing her pension in addition to her salary of \$133.333a month. There are often instances where relatives of pensioned widows were able to help but were never made to do so - in fact were never even asked to do so. One pension granted in 1914 was not discontinued until 1922. During that time the recipient of the pension had taken professional training and secured a responsible position which she had held continuously for several years. To some extent these and many similar situations will be remedied by the changes made in the law by the Fortieth General Assembly. Previous to these changes the pensions were granted for an indefinite period; now they must be renewed every two years.

A second change stipulates that the supervisors must be given time, before the granting of a pension, to make an investigation. No step was taken, however, to create machinery for this investigation and unless the counties provide it upon their own initiative a situation much like the old may continue.

Lack of follow-up work in widows' pensions cases has also hindered the most successful operation of the law. It appears to have been assumed that granting the pension solved the problem and ended the case. In reality pensions should be but a step in a constructive program for the family concerned. In one pensioned home a little crippled boy was found. The mother knew nothing of the Perkins Law and the opportunity it gives for special care for such a child as hers. A more conscientious mother would be hard to find, yet due to ignorance she was handicapped in trying to do the best for her child. Here was a real chance for constructive social service but all that was done was to grant a widow's pension.

Where there is a trained social worker in charge of poor relief, adequate investigation and follow-up care is almost always available and the judges have usually delegated the worker to investigate all applicants for pensions.

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COUNTY WELFARE WORK.

Earl S. Fullbrook. The Blind and the Deaf.

State schools - one for the blind at Winton and one for the deaf at Council Bluffs - are open to any blind or deaf person who is a resident of the State, of suitable age and capacity. All children between the ages of seven and nineteen years, residents of the State, and unable because of blindness or deafness to obtain an education in the common schools must be sent to one of these institutions by their parents or guardians. To help enforce these provisions the county assessor is required to record the name, age, sex, and address of blind and deaf persons in his jurisdiction, and this information must be forwarded to the Secretary of the State Board of Education by the county recorder.

The expense of maintaining these schools is assumed by the State and they are under control of the State Board of Education. Clothing is paid for by the county, but the amount may be recovered from the parent or guardian.

Blind persons who are not inmates of any charitable institution, do not have an income over \$300 per year, have lived in the State five consecutive years and in the county one year, and are over twenty-one if males or eighteen if females may be granted not more than \$300 annually by the county. Application for such pensions must be made to the county auditor, who brings it before the supervisors. An examiner of the blind, a regularly practicing physician appointed by the board of supervisors, examines the applicant and reports as to his blindness. Such aid to a blind person is paid from the county general fund or the poor fund,

Only twelve counties in Iowa did not pay such pensions in 1921. Total blind pensions for the year amounted to \$148,850.80. Of the twelve reported as paying no pensions, some may have granted them but listed them as cash allowances.

Institute for Government Research of Brookings Institution, Report on a Survey of Administration in Iowa. Page 246.

The duties and responsibilities of the county welfare unit should be:

1. To have charge of the administration of all public relief in the county, including soldiers' relief, pensions for the blind, widows' pensions, etc., and to determine the eligibility for state care of all patients sent to the state hospital at Iowa City.
2. To act as the agent of the State Department of Public Welfare in all matters pertaining to the development of the state child welfare program.
3. To provide probation service for the juvenile and district courts in the county and to supervise all patients or inmates paroled from state institutions and residing in the county.
4. In co-operation with the State Bureau of Labor, to issue labor permits and operate an employment bureau.
5. To furnish to the State Department of Public Welfare or to the institutions of the state such information, data, or service as may be necessary or desirable for the proper operation of these agencies.
6. To co-ordinate the work of all public and private welfare agencies of the county to the end that welfare service may be effectively given and the public's resources conserved.

SECTION 6

STATE JUVENILE HOME

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(C) C. W. Maplethorpe, "Condition of the Children," <u>Bulletin of State Institutions</u>	99

STATE JUVENILE HOME,
DESCRIPTIVE MATERIALS

- 1922 The institution was created in 1920 for children of minor delinquent tendencies who were not wanted at the Soldier's Orphan's Home at Davenport and who were not delinquent enough for the Training Schools.
- 1924 Successful work with delinquent children was reported.

 Placing children in good homes was very difficult. A home-finding service was recommended.
- 1926 The theory of the home is that early care and training prevents later crime. More cottages were wanted.
- 1928 The selection of homes for the children was unsatisfactory. Great emphasis was placed on the placing of children to assure their success.
- 1930 The Child Welfare Bureau of the Board of Control was commended for its cooperation.
- 1931 The population of the home was heterogeneous, presenting a variety of problems.

TOLEDO. SUPERINTENDENT'S REPORT. 1922. Page 1

The State Juvenile Home is the direct result of a demand on the part of the judges and county attorneys of this state for a suitable home for dependent, neglected, destitute or homeless children. For many years juvenile courts had been dealing with dependent and neglected children who were on the border line of delinquency or incorrigibility. There was no adequate place for this type of child. It was deemed inadvisable to place such children in the Soldiers' Orphans' Home nor yet was it advisable to send such child to a state training school. Accordingly the thirty-eighth general assembly passed a law authorizing such an institution. The responsibility was placed on the Board of Control of State Institutions with the result that there is located at Toledo the State Juvenile Home with a resident population of 136 children. The Home was opened on September 1, 1920 and formally received its first resident October 14th of that year. In the biennium 224 children have passed through the doors of the Home and because of lack of room a large number of applications have been rejected.

TOLEDO. SUPERINTENDENT'S REPORT. 1924. Page 10

OUT-PLACING

The placing out of children in individual homes under proper conditions continues to be an important phase of the work here. I am glad to report that 89 children were handled during the two years either to be returned to their parents, or friends, or placed in private homes. I regret to report, however, that 20 children were returned to the institution for replacement. Good homes are difficult to secure and probably this will always be the case unless some more effective method for finding homes than is now in use can be provided. It has been suggested that possibly a bureau under the direction of the board could greatly facilitate the finding of homes for dependent and neglected children. It is certain that to wait for applications in sufficient number to absorb the placeable children from an institution so large as this is rather discouraging.

TOLEDO. SUPERINTENDENT'S REPORT. 1924 Page 7

The State Juvenile Home has passed the experimental stage and taken its place as an institution with a definite purpose. Scores of children adjudicated as delinquent have made uneventful recoveries under the care and discipline of the Home. Classified as fit subjects for "reformatory" methods many border-line children have readily adjusted themselves to the higher and nobler ideals of civic life. No greater enterprise in human welfare has ever been undertaken by any state. To treat the so-called juvenile delinquent at the right place, at the right time, and in the right way will generally insure the readjustment of the child to normal methods of living.

TOLEDO. SUPERINTENDENT'S REPORT. 1926. Page 8

We are face to face with the alternative of the adequate and proper care of the neglected child, or final expensive care of the criminal. We must choose between the economic policy of salvaging a self-supporting citizen from the neglected child or the custody and maintenance of the deformed criminal. The question of appeal to the legislature is whether we shall increase cell houses with the expensive and generally hopeless care of the criminal, or build cottages and provide industrial equipment out of which happy childhood may acquire proper methods of thought and living which will eventuate into the honorable citizen.

TOLEDO. SUPERINTENDENT'S REPORT. 1928. Page 4

The law imposes the superintendent with the responsibility that when a private home is secured, it shall be in every respect equivalent to the state home. A child on placement secures his independence in that he becomes a part of the family life. He at once forms social relations and civic contacts with the community. Finding foster homes and the placing of children embody the highest type of intelligent co-ordination, and challenges the finest qualities of the most sensitive heart and penetrating mind. This service requires highly trained workers. It is easy, however, for a placing agent to fall into a routine habit and seek to make a record for the number of children placed in the field. As Chairman Strief and member McColl once advised the superintendent of this institution, "It is the number of permanent placements in good homes that counts." Because of the number of re-admissions during the past biennium, it would seem advisable that the Bureau of Child Welfare exercises still more caution in investigations of homes.

TOLEDO. SUPERINTENDENT'S REPORT. 1930. Page 3.

CHILD WELFARE DEPARTMENT

A very fine spirit of cooperation has been manifested by the Child Welfare Bureau and the State agents of that department. This bureau has charge of the placing of children from this Home; also supervision after they are in foster homes. This department, through the agents, investigates all new homes as to their fitness to receive wards of the state, and it endeavors to make at least a yearly visit to each child in the field. This is a most vital feature of the bureau and I believe a conscientious effort is made to safeguard children after leaving this Home.

Maplethorpe, C. W., M. D., "Condition of the Children," Bulletin of State Institutions, Vol. XXXIII, Jan. 1931. Page 112.

As we think for a few minutes of the state Juvenile Home at Toledo, please bear in mind that this institution is offered by the state as a substitute home for neglected, dependent children. The population of this home comes from every part of state. Most of them are white, a few black, and we have one Indian. They are sent to this institution by the courts as salvage of wrecked homes. Most of them are from the lower strata of society. Some of them are talented, others are dullards. We have the mental defective, the criminal in the making, as well as the exemplary child who would be a credit to any private home. Such is the heterogeneous group of which the state is attempting to make useful citizens through the efforts of the superintendent, the matrons, the faculty, and the employees of this institution.

SECTION 7

OFFICIAL CRIME RESEARCH IN IOWA

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OFFICIAL CRIME RESEARCH IN IOWA

DESCRIPTIVE MATERIALS

1933 The Brookings Institution found Iowa statistics to be unorganized and out-of-date. A centralized control and integration of statistical services was recommended.

1934 Fingerprint records in the Bureau of Investigation give an inadequate measure of arrests.

Arrests and crimes reported to the police are available, in police records and in reports.

The Board of Parole's records as to convicts are restricted to bureau of identification records, records made at the prison, and letters. There is no psychological or social investigation.

Brookings Institution, Survey of Administration in Iowa, 1933, p. 94.

Statistics, Records, and Reporting

Administration in this field cannot be efficiently directed or intelligently adapted to changing conditions unless the administration is equipped to understand the problems with which it has to deal; and the voters must know the facts if they are to hold their public servants responsible for results. In the field of law enforcement, Iowa has at present a grossly inadequate system of reporting. Scattered provisions are found in the law relative to records and reports, but no complete system has been established. Criminal statistics are now collected by the Department of Justice, Department of Health, Board of Control, Board of Parole, State Fire Marshal, and the Motor Vehicle Department.

With regard to crimes of violence, undertakers are required to report suspicious deaths to the coroner. The State Department of Health is understood to provide forms for reports by the coroner to the clerk of the district court. The coroner also reports to the State Bureau of Investigation all deaths due to accidental or violent means. These latter report forms are prescribed by the State Bureau of Investigation. The Department of Health now publishes homicide and automobile accident fatality statistics. Physicians are required to report to the sheriff any case treated by them in which violence appears to have been committed. The sheriff is required, if he thinks a crime has been committed, to report the case to the Chief of the Bureau of Investigation. The sheriffs and police chiefs must also report stolen and recovered motor vehicles to the Bureau of Investigation; and the Motor Vehicle Department has been issuing bulletins on automobile accidents; but it submits no annual report. The clerk of the district court reports certain criminal law statistics to the Board of Parole; and these are published in the Board's report; but they are incomplete, no totals are given, and no interpretation or analysis is attempted.

The statistical work of the Fire Marshal is good so far as it goes; but to be practically useful it should form a part of comprehensive statistics covering the entire field of public safety and criminal law administration.

The Attorney General must keep records of actions prosecuted and defended by him, and of his legal opinions; and he is required to report to the Governor. The law provides for reports to the Attorney General from county attorneys; but apparently few if any are called for. The county attorneys in general make no reports to the Governor and none to the Attorney General; but they ordinarily report to the board of supervisors.

In the reorganization of law enforcement statistics, it is necessary to clarify the law, to bring order out of confusion, to decide what statistics are essential, to adopt classifications, to place somewhere the duty of prescribing forms of records and reports, and to designate definitely the reporting officers.

Brookings Institution, Survey of Administration in Iowa, 1933. p. 95
(continued)

Statistics, Records, and Reporting

It is suggested that, in the work of reorganizing law enforcement statistics, the law and political science departments of the University can be of much assistance. They have already done valuable research in this field. It is urged that, when a statistical system is adopted, it be as simple as possible but should comprehend all essential information not only with regard to the occurrence and disposition of all offenses known to the reporting officers but should also include the civil work of executive and judicial officers.

Iowa Bureau of Investigation, Miss Finley, Fingerprint Records, Oral Statements.

The finger-print records come near to giving a measure of the amount of arrests in counties and cities. According to the law every person arrested must be finger-printed. But this is not always done:

1. Some cities send in a notification of arrest identified by the number of the finger-prints on file, without the prints.
2. Sometimes Des Moines, and quite commonly the small places, send the finger-prints to Washington only, and not to Des Moines.
3. Sometimes no finger-prints are made at all even when the person's prints are not already on file in the local office.

Miss Finley keeps a record for the whole state of the number and type of crimes committed as shown by these reports. But she has no way of checking up the completeness of the work in various communities.

She has hitherto not counted in the arrests in which local police only state that a certain person has again been arrested and cite his number so that the new offense can be listed on the history at Des Moines.

Iowa Des Moines Police, Statistics (Oral Statements) August 1934.

The number of arrests made and for what offense is reported monthly by the Chief of Police to the Superintendent of Public Safety. The Chief should be addressed for these data.

The number of crimes reported to the police could be taken from the blotter or daily report sheet. This would require taking them one by one and day by day.

The county clerk keeps track of convictions.

Iowa Oral Statements of Sam. B. Woods, Sec. of Board of Parole.

The records of the Board of Parole consist of: the official commitment papers that come with the man, the U.S. identification and history record showing arrests and convictions, letters from officials giving estimates of the convicts personality, etc., and letters from private individuals. The investigation work is done by correspondence.

He specifically stated that psychological and psychiatric facts are not given, nor anything by which one looking through the records could tell consistently the social circumstances from which a person came. Of course, many of the letters in many cases do give an idea of the man's situation in his home community,

The two parole officers both place and visit the people released from the prisons. More could be used to advantage.

Mr. Woods has tried to do some statistical work with the materials contained in the records but it has been too much of a job in addition to the regular duties of the staff.

SECTION 8

JAILS OF IOWA

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JAILS OF IOWA

DESCRIPTIVE MATERIALS

1905 Some 22 county and 21 town jails were studied, twenty-seven by personal visits. Descriptions of some typical ones were given, with special reference to the probable mental and physical effects.

An evaluation in terms of health, psychological, and social factors follows. The jails were declared, not reformatory, but degrading. Concern on the part of a few people had not disturbed the general indifference. Politics beyond their control, and not the individual sheriffs and jailers, was blamed.

1912 The Attorney-general and his committee wished to use other than prison and jail methods so as to fit the person for free life and protect him from evil influences while in custody. Jails were regarded as very harmful to the man and wasteful of labor--a state system of custodial farms was advocated for county prisoners with sentences of 30 days or more.

1933 Jail populations were not increasing. The system was deplored by the Brookings Institution as a menace to health and order. The similarity to conditions in 1911 was noted. (The above-quoted 1905 description is also similar.)

The revival of the custodial farm idea at Clive Farm was recommended. (See Clive Farm, Descriptive Materials.)

See p. 1. An old brick jail, heated by stove, city water in corridor, no ventilation save by windows, bedding only fairly clean. A large cell room 20 x 30, with fifteen iron belling. Within the steel cage are four cells 6 x 12. Cells are used only as sleeping chambers, the men mingling freely. Whenever a prisoner is brought in his space is filled from him by means of a long-handled spout, and is carefully inventoried by some "strutty" in tobacco and other luxuries. This is a common practice in most jails where prisoners are not

deprived of their valuables by the officers before being placed in the general cell room. A separate cell for women is provided in the upper part of the building; a separate cell for the insane is also available. A bath tub was noticed just outside the cell room, but most of the prisoners gave no external evidence of its acquaintance.

No. 4. A county jail, old and much like No. 3 in general design. Bedding clean and abundant, jail kept clean by prisoners under direction of the jailer, a fine old gentleman who takes pride in the institution, perhaps because it is in a college town. A bath tub is found in cellroom and inmates must bathe at least once a week. Each cell is provided with a small pipe for ventilation. The place is heated by a stove. Separate room for women and insane.

No. 5. A county jail, one of the worst seen, situated in a building not intended for a jail. It is safe because equipped with strong steel cages and kept under close observation by the jailers. On first floor are three cages about 18 X 22. One is divided into cells with an open toilet in each. Here are detained the more dangerous criminals, though they are seldom locked in the cells except at night, mingling freely in the cage. The other cages are not subdivided, but the dozen or twenty men in each live there in common. Rude wooden bunks are provided, and some marvelously filthy bedding. There is no ventilation, very little light, and everything is very dirty. On the second floor back is a ward for women. Many female prisoners find their way here each month, yet no matron is in charge, a man attending to their needs. In this ward very good cot bedsteads are found. with mattress and blankets, all quite dirty and soiled. Quite isolated from this ward is another room for men much like the one below, undivided, reeking. It is used chiefly for genus hobo. In front of this and enjoying the advantage of having windows, is a better room for men who are peacefully serving out rather long sentences. Here are found cots, cleaner bedding, better air, but no separation. Insane patients are detained here if quiet, while awaiting action on their cases, or transportation to the hospitals; but if violent they are placed in an iron cell 6 x 6 x 6, with wooden bench built into one side. Here, I was assured, an insane patient would be quite safe. This jail is a disgrace to its county and to the state. Into its foul atmosphere come near 3,000 persons yearly, and out of it must go many who are the worse because of the effect of its mingled vice, its gloom, and its filth. Yet those in charge are doubtless doing the best they can with the means provided by the public. But enough for the county jails.

No. 6. A lockup, in a town of 500; a fair type of jails in our small villages. A small frame building cased with sheet iron, near railroad tracks, with a rank growth of weeds around it; divided by wooden bars 2 x 4, into equal rooms; a small window 8 x 10 in each. A stove is in one room resting on the bare floor, and a supply of wild hay in the other room offers a bed for the occasional inmate. Both rooms are very dirty and are open to inspection to the passerby who cares to look through the windows.

No. 7. A village of 700. The jail is in the back of a neat little town hall and connected with it. Everything is of wood, fresh and clean. Two cells of usual size are provided, each having two small windows. The hall is heated by a stove. The jail is used almost exclusively for drunks, this being true of nearly all our villages.

No. 8. A town of 1,500. A steel cage in the back part of the town hose house and hall, which is open to the public if they care to step inside. Any chance occupant may also be seen by looking in at the window. As the public school is just across the street, children frequently amuse themselves when the cell is occupied, by taking turns in looking at the unfortunate creature within. No personal accommodations are found in this type of prison.

No. 9. A city of 8,000. The jail occupies a part of the first floor of a fine city hall. The visitor first enters a corridor 5 x 16, which can be used as a cell in time of need. Off this on one side opens a cell 6 x 9, having one window. On the other side is a room 7 x 16 without direct light or ventilation. Here are two tiers of wooden bunks, three in each tier. Both rooms are provided with open toilet, and everything is very dirty. Besides these rooms, there is one small private cell 5 x 7, in which more "respectable" prisoners are detained. This is a very bad jail, dirty and unsanitary. Bedding is washed twice a year, once in the spring and again in the fall. The population averages twenty to thirty per month, and some work at the stone pile is provided.

No. 10. A city of 12,000. A good jail on first floor of city hall. A large airy cell room, well lighted from one end. There are six steel cells 5 x 6 $\frac{1}{2}$, clean and provided with toilet, neat mattress on iron bracket-bed. In basement is a large room provided with wooden bunks and straw mattresses, not very clean; this for hoboes who apply for lodging. This jail has a dungeon, a cell 7 x 12 built of stone, absolutely dark, and having in the rear a chain with irons; this for prisoners who make themselves too disagreeable in the light and pleasant cell above. It is not much used. Despite the dungeon this is one of the best city jails visited.

No. 11. And last to be described, is a jail in a beautiful and progressive city of almost 30,000. The jail is at the rear of the city hall, is a single story structure into which no ray of sunlight ever penetrates. The building is old and full of crevices, which make was against vermin a continuous and almost hopeless task. The jail is well heated by steam, has cement floor, very low ceiling and no ventilation. Near the entrance is a room 7 x 15 without furniture, into which drunks are put to sleep off the supor of alcohol. Fathor on is a cell room about 20 x 25, having a steel cage divided into six cells, each 5 x 6, with a seven foot ceiling. These are dark, unventilated, and furnished with an iron-bracket bed. The bedding at the time of my visit consisted of a nicely planed pine board, about the only hygienic thing about the prison, which is a creary place indeed. In the main building, on the up- per floor, are separate apartments for wome, having good beds and sufficient light and ventilation from windows, with a natron in charge. The population of this jail is about 150 per month.

Ensign, Forest C., County and City Prisons in Iowa, An Address,
November 9, 1905, pp. 5-7

With this brief examination of our local prison system, let us test its adequacy by the application of a half dozen principles of physical and moral hygiene:-

1. Ventilation. It appears that very few of our county jails, still fewer of those in towns and cities, offer other means of ventilation than doors and windows. The plan of the cell rooms often is such that foul air cannot escape by these means; the inmates, as a class not over cleanly in their habits; are those needing free circulation of air under all circumstances, and this being denied, the usual prison atmosphere is devitalized and deadly, often foul beyond description, especially in a city jail well filled with unfortunate wrecks sleeping off a drunken debauch.

2. Light. A public institution for housing such people as find their way into our prisons should admit sunlight freely, yet it is rare that we find a jail showing the slightest evidence of design in this particular. Frequently the reverse is true, and by cunning artifice the purifying light of day is excluded from the dreary cell room. Some of these rooms are so dark that reading is out of the question, while in others it is always a matter of difficulty. Some, to be sure, are light enough, and brightened by generous floods of sunshine, but apparently rather by accident than plan.

3. Sanitation. Many jails and prisons have no system of waterworks, and here very unsanitary conditions sometimes prevail. In this place I may not speak as plainly as facts richly warrant, but one need not be a physician to see that not only is the health of prisoners, but public safety in general, threatened by unsanitary conditions permitted to exist in these public places. Again let me say that the best jails are as safe as possible in this respect, but the best are few.

4. Separation. We saw, early in the discussion, that more than 2,000 first offenders yearly added their number to our prison population, yet I have not found a county jail in which any effort is made to separate or classify prisoners except in regard to sex. The young and the old, the detained witness and the degenerate old rouser, mingle freely in corridors and cell rooms. No privacy is possible, decency becomes a luxury. The jail is a school for crime, a system of compulsory education in bestial human wickedness. The men are idle; they must fill in the lagging hours as best they may, and so they pass the time mostly in cards and conversation. Could plans be laid more skillfully for a system of professional coaching in crime! We have a law forbidding the confinement of a child under 17 in any jail or prison, yet we found at least four counties where this law is not obeyed, where boys are given quarters with the

older men. In one city jail where many women swell the list of inmates, the women's cell was in the same cell room with the men's; was given no more privacy than open iron bars can give. In this particular jail all inmates are kept within their cells, and lack of privacy can bring no worse results than mere indecency.

5. Employment. In one city prison and in one county jail from the list of 43 institutions visited, efforts are made to give employment to those detained, the stone pile being the object of attack. In most of the others the inmates are supposed to sweep and scrub, while an occasional "trustee" is allowed to mow the lawn and help about the house. In one, female prisoners, and occasionally male, are employed in the kitchen, and I am told that in a few of our cities, prisoners are kept at work upon the streets. But in most of these places the inmates lie in enforced idleness, rusting in body and mind. Only in recent years have we seen the value of work in the care of the insane. Cannot our public intelligence hasten the day when this same boon may be given our unfortunate criminal class?

6. Reformation. We need only note the foregoing to realize that our local jails are not in the slightest degree reformatory. It seems probable that no man spends any time in one of these places, but that he leaves with a harder nature, with a character less able to stand the strain of our moral code.

The inspection of our local jails is a weary and depressing business. The visitor is confronted with poor light, foul air, dirty bedding, obscene pictures and inscriptions upon dingy walls, and neglected prisoners rusting in the stupid idleness of prison life. There are, to be sure, fortunate exceptions, and a few counties and towns are solving for themselves some important problems of prison administration; but until these exceptions become the rule, until this dreary condition of neglect gives way to wiser method, we ought to blush to meet the men whom our carelessness has helped degrade.

How pitiful that we should need to spend our time today in considering this dreary system of local jails; a system long since condemned by penologists everywhere. Yet the wretched thing is fastened upon us and will remain until the public conscience is aroused. The grand jury keeps the letter of the law and each term visits the jails and poor houses, with almost uniform lack of accomplishment. Indeed it is probable that to the average grand jurymen, "almost anything is good enough for a jail." Twice each year the county attorney and the clerk of the district court are supposed to visit the jails within their county. This duty they do not always perform for the very good reason given by one jailer,

"They know well enough what the jails are like." I am sorry to say I find little sentiment in favor of better things, largely I believe because of lack of real appreciation of conditions. In one county I was told that the jail has been condemned regularly by each grand jury for the last twenty-five years, yet nothing follows. In one of our larger cities the city hall and jail has been condemned for years, yet the people remain indifferent.

Let it be understood that our sheriffs and jailers are not at fault in this matter. In fact, I am convinced that if they had their way, unhindered by politics, a better condition would speedily prevail. But their hands are tied by our system of local administration; the people remain aloof from things so repugnant and so readily avoided, and so we maintain a system so unscientific and unwholesome as it was when condemned in our eastern states by De Tocqueville three quarters of a century ago.

Iowa, Department of Justice Committee, 1912.

THE JAIL SYSTEM

The Jail System of Iowa

Page 78.

"Social workers and penologists are now realizing that it is more important to keep people out of the penitentiary than to provide a reformatory method of treatment in the event that they are confined to the penitentiary, and hence the recent spread of juvenile laws, the suspended sentence, and probation, the parole, the conditional pardon, the opportunities for paying fines on the installment plan, the agricultural and industrial schools for youthful offenders, and a complete change in the method of dealing even with adult misdemeanants."

Even more important to reform treatment of misdemeanants than of prison convicts.

Page 79.

"Enforced idleness and solitary confinement tends to depravity, imbecility and insanity" and is also an economic loss to the state and the man's family. Jails make men worse, also, through association with them.

Page 84.

Recommend that at least three district penal farms away from cities be established and that "The law should then be so amended as to compel the sending of any prisoner to any one of these penal farms when convicted of the violation of a state law if the crime is less than a felony, and he was not released under pardon, parole, or suspended sentence." If for less than 30 days, substitute a fine, on the installment plan if necessary. Need similar institutions for inebriates and women, giving them work.

Institute for Government Research of Brookings Institution.
Report on a Survey of Administration in Iowa. Page 245.

The county jail in Iowa and throughout the country is perhaps the most ineffective of all of our public institutions. It is a hangover from feudal days, and in few, if any ways, does it serve the needs of modern society.

Designed to control crime, it is perhaps our most efficient crime factory; designed to protect society, it is many times a definite menace in that it spreads crime, disease, and degradation broadcast. In 1911, the Governor of Iowa appointed a committee to investigate the jails of the state; its report and recommendations are to a considerable extent applicable today. Recently, another study has been made by Professor Wels of Iowa State Teachers College at Cedar Rapids. There is no need to duplicate their findings here. The story is much the same - an old story - old as the nation.

Much progress is being made in the solution of the jail problem in many states and can be made in Iowa. The state's jails are not crowded, and, as have been shown, there is no marked increase in commitments from year to year. According to the best available figures, a great many sentences are for short periods - ten to thirty days. An extensive use of adult probation under Section 3788 of the Code for minor offenders, the transformation of the Clive Farm perhaps into an institution for misdemeanants with sentences of ninety days or more, and state supervision of the operation and maintenance of jails, would seem to be beneficial from every point of view.

Brookings Institution, Survey of Administration in Iowa, 1933. p. 245.

Crime and the Treatment of the Criminal. Law enforcement has been discussed in a preceding chapter of this report. Certain significant trends, however, are of interest in connection with this section. Mention has been made, in discussing state institutions, of the steady increase in commitments to the State Penitentiary and the Reformatories. In contrast, the number sent to jail or fined has remained fairly constant. In 1925, 2,649 were either fined or sent to jail. In 1931, a peak of 2,887 was reached, but in 1932, the number declined to 2,446.

The county jail is the penal institution of the county. Like most county jails of the country, it is a catch-all for all persons who, for one reason or another, are confined. Very few of the jails have necessary facilities for the segregation of the first offenders from the habitual criminals, convicted persons from those awaiting trial, or diseased persons from the rest of the group; and in many jails the toilet and bathing facilities are entirely inadequate or non-existent.

The county jail in Iowa and throughout the country is perhaps the most ineffective of all of our public institutions. It is a hang-over from feudal days, and in few, if any ways, does it serve the needs of modern society.

Designed to control crime, it is perhaps our most efficient crime factory; designed to protect society, it is many times a definite menace in that it spreads crime, disease, and degradation broadcast. In 1911, the Governor of Iowa appointed a committee to investigate the jails of the state; its report and recommendations are to a considerable extent applicable today. Recently, another study has been made by Professor Eals of Iowa State Teachers College at Cedar Falls. There is no need to duplicate their findings there. The story is much the same--an old story--old as the nation.

SECTION 9

EVALUATION OF PROGRAMS BY IOWA PEOPLE

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EVALUATION OF PROGRAMS BY IOWA PEOPLE,

DESCRIPTIVE MATERIALS

- 1903 The existing system was declared by a Supreme justice to be an historical accident for which no one took any real responsibility or knew the origins.
- 1906 Prison might be justified for habitual offenders but not for the ordinary prisoner, who was a product of childhood neglect. The use of prisons was to be discouraged in favor of reformatories, juvenile probation, and the indeterminate sentence (parole).
- 1910 Failure to separate different types in the training schools was alleged to have had bad effects. The Board of Parole was blamed for issuing too few paroles.
- 1916 The neglected girls sent to the Training School to acquire good habits and attitudes and self-control were to be developed into good citizens by initiation into the better things of life, through a period of time.
- 1930 Overcrowding, poor food, cruelty, idleness and lengthened sentences were blamed for riots in other states.
- These conditions had largely been prevented in Iowa.
- The English court system appeared to an American judge to be unsatisfactory for Iowa conditions.
- 1931 Juvenile clinics were reported to be disappointing in their results.
- 1932 Neglect of children was held responsible for later crime, and the blame laid on a community that ignored the most obvious signs of trouble until a crime was actually committed.
- Prison was reported to be a failure so far as being a deterrent to others or causing reformation of the convict were concerned. Segregation of types, made possible by scientific classification, was recommended. Punishment was necessary, to be sure, but not very helpful.
- Public indifference was blamed for failure to have children reared properly as well as failure to deal effectively with adult criminals.
- Despair over the results of the existing system was expressed by a judge, on the basis of research elsewhere and experience in Iowa. He commended Eldora for its successes and expressed a desire for research on crime similar to that done by the Gluecks in Massachusetts. He suggested that new methods might be necessary to success.

Deemer, Horace E., (Judge of the Supreme Court of Iowa),
"Indeterminate Sentence," Papers Relating to the Science
of Penology, 1903 (Call number 364, P2).

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Twenty-five years' experience with and observation of the practical effects of the administration and workings of our criminal law is calculated to lead one to the conclusion that there has been little or no thought given thereto; that we have simply drifted and that the system, if system it be, has simply grown "Topsy-like" with no one to acknowledge paternity. Who knows the genesis of the system, or who has carefully studied the objects and purposes of punishment? Who among the members of the legislature has given the subject of penology any serious thought? What governor has taken the time to thoroughly investigate the ultimate purpose of our penitentiaries? Undoubtedly there has been some advance along these lines, but it has been fitful and unscientific and has come about by accident, rather than through design.

PRESIDENT'S ADDRESS - THE NATURE AND ORIGIN OF CRIME.

F. L. Herriott, Professor of Economics and Political Science, Drake University,
Des Moines, Iowa. President's Address.

The average man confined in our penal institutions in an ordinary mortal who in childhood lacked proper parental care and love and grew up without that education in conduct that produces self control and self restraint. He got started wrong; he had no one fit or able to guide him; environment and perhaps heredity made the life hard or irksome. Had he felt the gracious touch of a good mother's hand and the cheery words of a steadfast friend or had his lot been otherwise more congenial his life might have been well ordered; industry and respect for law, thrift and success and public esteem would have been his. Such are the usual offenders. Excepting the persistent recidivists whose power of resistance is utterly broken down and the instinctive criminal whose perversity is virtually a form of insanity, the ordinary offenders are capable of redemption and restoration to society thoroughly reformed and equipped to meet and master the normal requirements of industry and orderly social life as is the average citizen. For such the prison cell with its gloom, the hard labor with its machinelike and cheerless routine, work no reform; and on discharge society receives a man mad worse by resentment of confinement and grinding toil if not by the associations in prison. It was because such is the character of the ordinary prisoner and such the result of ordinary confinement in penal institutions that led the late Charlton T. Lewis to declare his "profound conviction after twenty years of constant study of our prison population that more than nine-tenths of them ought never to have been confined."

Hence it is that philanthropists and conscientious and studious wardens of our penitentiaries so generally and so urgently advocate the establishment of Juvenile Courts and Reformatories and the adoption of the Indeterminate Sentence for men convicted of crime. By these methods of correction we can deal rationally and effectively with incorrigibility and criminal conduct and reform the major number of our serious social offenders and restore them to society trained to industry and practical in lawful conduct.

Iowa State Conference of Charities and Correction--1911 (1910) p. 53.
"What Shall We Do With the 'First Offender?'" Rev. Robert B. H. Bell, Des
Moines, Iowa.

I have little faith in the State Schools for correction because they do not separate and grade the many classes of boys and girls. There are grades of wickedness among the children and to allow them to meet and associate freely means that the contagion will spread to the more innocent. This is especially true in regards to Mitchellville. Nearly all children there are levelled to a common wickedness.

Poor old Iowa has a law on her statute books that, for two years has been cobwebbed for want of use. I have been told that one has been paroled in two years! If we had a Board of Parole, that was a true Board to the spirit of the paroling system, Iowa would rise high in the estimate of this country. As it is we are handicapped by the very body that is supposed to be our pride.

This august body ever seeks opportunities to avoid the spirit of the law. They are ever seeking to find means of denying a parole instead of trying to find reasons for granting a parole. This body of men will travel the breadth of this land to find means to deny a parole. The parole system has not had a chance to prove itself in this state nor can it ever have as long as we are burdened with incompetent men. These men are honorable men and good citizens but they are not fitted for the task. They are still living and thinking as they and most men thought thirty years ago.

Iowa State Conference, Charities and Correction. 1916. Page 23

Mrs. Lucy Sickels, (Supt. Girls Industrial School, Mitchellville.)

THE DELINQUENT GIRL AND WHAT IS BEING DONE FOR HER.

These girls are very much like other girls of their own age, except that their lives have been stunted and blasted as by a frost, by their former surroundings. The life, the love, the happiness which most girls have has not been shared by them. Evil surroundings develop the evil, the good has been crowded out so that their conversation when left alone is only of what they know, what they have experienced or come in contact with in their short lives. Sometimes it is shocking and even sickening, and yet what can we expect. Living with bad associates they know nothing of the good in the world. Clean thoughts and truthfulness are strangers to them. They are all emotional, kind hearted, willing, they love praise and long for love and kindly words. They are willing workers and during all my experience have known but few—could count them on my two hands, who have utterly refused to work or do as they are told. It may be they must be told every day and many times a day the same thing over and over again, surely it required patience and each woman in the work must be a living example of what we want these misguided girls to be. There is so much of the bad to eradicate from their minds and this can be done only by line upon line, precept upon precept, filling their minds with good thoughts in order to crowd out the old, before we can teach them the right way to live.

We must bring before her beautiful things, beautiful flowers, beautiful surroundings, clean beds, clean rooms, flowers in the sitting room, flowers on the tables in the dining room, flowers everywhere. She does not care for reading so at first she must be read to, something of interest to arouse the latent mind. All these girls are keenly alive to play, running and racing, but at first, to sit and hear one read is a bore to them. Music also plays a very important part in arousing a new girl. They, like all other girls are fully alive and alert when we sing or have music of any kind. One who can possibly take it is given music very soon for the influence which it exerts. For months sometimes, it will seem a hopeless task, but we are never discouraged even though she be dull and listless. We know how many another has found herself and come to an awakening, sometimes it seems like a miracle it comes so suddenly after months of working, striving and praying for her. As a rule the delinquent girl seems at first devoid of all trust and honor, having no sense of right or wrong, so that when she "awakens" she is oft times filled with remorse for her wrong doing and it may take weeks and even months to convince her that what she may have done when a young girl God and humanity will not blame her for, but we will now look forward to better things for her and from her.

Mannheimer, Rabbi Eugene of Des Moines, "Thoughts on Some Recent Prison Outbreaks," 1930, p. 121, Bulletin of Iowa Institutions.

In that article in the Outlook to which I have just referred, in drawing his general conclusions, Mr. MacKaye offers us a somewhat detailed review of the particular conditions in each of the prisons which, as he sees it, lay back of the revolt. And in the Survey Graphic for September you will find two articles, the one by Winthrop D. Lane on "Prisons at the Breaking Point," and the other by George W. Alger on "Behind the New York Mutinies," which deal primarily with the first two prison outbreaks in New York State.

These last two gentlemen differ somewhat in their conclusions because Mr. Alger holds that disgraceful living conditions in the New York penitentiaries, plus overcrowding, plus the effect of the Baume Laws were all more or less equally involved in producing the New York revolts; and Mr. Lane holds that because the disgraceful living conditions and the overcrowding have long prevailed, it is not they but the Baume laws alone which should be taken into account.

However, taking the arguments of these three men collectively, and offering them to you for what they may be worth, their one major emphasis is on the disgraceful living conditions prevalent to greatest extent in all of these penitentiaries; ancient cell blocks, small and cramping in their accommodations, without proper sanitary facilities, badly ventilated, badly heated and badly lighted.

Their second major emphasis is on the fearful overcrowding of these prisons, which is rapidly growing worse. In Danemora 1568 men crowded into accommodations for 1160; Auburn with a capacity of 1226 housing some 1750 convicts in June 1929; Leavenworth, with a possible capacity of 2000, now housing 3770.

In the Leavenworth instance at least, it was the monotony of the diet--a continuous serving of rice until, as I suggested the moment ago, the men were simply sick of the sight of it, which led to the final outburst.

In the Canon City case, as we know, it was the extra-ordinarily cruel and inhuman treatment of the convicts, plus favoritism in the selection of trustees, which were the final and major inciting cause.

In all of these instances there was also the effect of more or less idleness--the failure to keep the men occupied--which was involved in the result.

(Of Des Moines)
Mannheimer, Rabbi Eugene, "Thoughts on Some Recent Prison
Outbreaks," Bulletin of Iowa Institutions, 1930, p.122.

(page 2)

But, perhaps over and above all else, it is on such laws as the Baumes laws in New York State, whose spirit at least has been prevalent in many states ever since the alleged "crime wave" of the past decade began to excite the fears of our people and of our legislators, that Mr. MacKaye, Mr. Lane and Mr. Alger would unite in laying the chief responsibility for that hopelessness and reckless despair which drove those convicts to their fierce and desperate outbreaks.

Hollowell, T. P., (Superintendent of State Penitentiary, Ft. Madison,) Bulletin of State Institutions
Vol. XXXII, pp. 91-92 January 1930 No. 1

Warden Hollowell: I greatly appreciate the information Rabbi Mannheimer has given us, and there is nothing I can add to what he has said.

The recent riots in the state and federal prisons have been caused by three conditions:

Lack of work.

Crowding two or three men into cells that were originally built for one man.

Poor food.

We do not have these conditions in our Iowa prisons, because the board of control and the wardens have prepared in advance for the great number of men who have been sent to the Iowa institutions. Most of you will remember that we have been fighting for additional feed and cell houses to take care of the men sentenced in this state, as most of the legislators and the people generally did not seem to realize that the population could possibly increase each year as it has in the past six or eight years. At Fort Madison, the population has increased from 448 to 1206 in a very short time.

...At the end of the trial the prosecuting attorney addressed the jury for some fifteen minutes, and the defendant's counsel in turn for another fifteen minutes. But when counsel got through, His Lordship addressed the jury for an hour and forty-five minutes, telling them over and over again that the man was in his judgment guilty of the crime of manslaughter, belittled his defense, made light of his testimony, and to all intents and purposes suggested that the jury go out and find him guilty. This is the system that is suggested for universal adoption in this country, and if we are to have it, let's have it here and now. The jury went out, and in about fifteen minutes returned with a verdict of conviction; and thereupon the remorseless judge sentenced him to a penal servitude of five months for the killing of a child.

Bulletin of Iowa Institutions, 1931, p. 41. "Home Conditions that Determine Perverse Traits in Children," Andrew H. Woods (Director of State Psychopathic Hospital, Iowa City.)

But in spite of much study and many books, there is a tone of disappointment as to visible results now beginning to appear. The leader of one clinic for juvenile delinquency recently said to me, "The number of delinquent children is steadily increasing. I don't see that our efforts have produced any change in most of the children we have dealt with." In the record-rooms of these clinics we see shelves piled high with minutely described cases of juvenile delinquency. Regarding each child, confident statements are made as to the causative factors, and explicit recommendations entered as to treatment. But a mournful tone marks the utterances of those who have followed the later stages of their cases. We tell society what to do about delinquency in children, yet for some reason the characters of the children are not improving.

Rankin, John M., (Judge of the District Court, Keokuk.) "Juveniles"
(Washington State Case), Bull. of Iowa Institutions, Vol. XXXIV, 1932, p.77

The boy had killed an aged sheriff of a county in the state of Washington when the officer, in pursuit of his duty, found the youngster looting a grocery.

The prosecutor, not urging the death penalty, asked that the boy be confined as a menace to society, saying that Hubert knew the difference between right and wrong when he stole from stores, and when he killed Sheriff John Wormell.

This is a case in which organized society arrived too late to be of any constructive assistance.

The mother of the boy, with six other children, without food and clothing for her family, driven to desperation because of visions of starvation which constantly confronted her, was unable to give the child the kind of home a growing youngster needs.

The community probably did not seriously concern itself with Hubert's conduct until he committed murder. It then took the path of least resistance, and sent him to the State Prison for the rest of his life. This is about the only thing it could do after the officer had been slain.

However, as the case is reviewed by the press, one wonders why the organized agencies of community welfare did not concern themselves with the case of Hubert Niccolls. He did not become "bad" all at once, and surely adults in his town knew something about him. They probably forgot him because of problems which they considered more important.

(Assistant Attorney-General, Iowa)
Blake, Gerald O., "Salvage Responsibilities", Bulletin of Iowa Institutions, Vol. XXXIV, 1932, pp. 46,7.

.....By segregating a criminal he is placed away from society for a short time, but as to whether or not his temporary isolation will prove a deterrent to others is very questionable in view of the increase of crime in recent years. And as to reformations, you, who are in daily constant better realize the few cures perfected than any other, through the many recommitments that you have seen during your institutional work, and you have many times undoubtedly said to yourself about a particular individual that this party will only be at large a short time before he will become an inmate of either this or some other state institution.

Perhaps this may be to some extent corrected by superintendents and wardens realizing as many do now realize, that there are certain disadvantages present in institutional life --the placing together of the incorrigible with those who may by proper treatment have their ideas towards society changed. Then there is the retention of the offender for a varying period in an atmosphere in which he has little or no opportunity for developing normal social contact. There also exists the menace of solitary thought and, in addition, the frequent development of a sense of inferiority. There is, of course, nothing to substitute for control and disciplinary action for the delinquent and the criminal, but scientific study should form the basis of selection for such treatment, and the individual case should be studied and an attempt made to segregate by groups those at varying stages just as might be done in the case of disease, and those in institutional work should realize that they have as great a responsibility placed upon their shoulders in treating these offenders so that they may again take their place in society and become an asset instead of a liability, as does the medical profession in their fight to promote the public health. In this work and in this responsibility the public should share, they should be made to realize that upon their shoulders rests the responsibility of offering to institutional workers every facility available in bringing back to society those inmates of the institutions.

And while I am convinced that punishment is a necessity and that each offender should pay his obligation to society, nevertheless, I am firmly convinced that punishment is in no way reformative or a deterrent. I offer a short synopsis of the thought presented by some of the best trained scientific minds in this work as a solution of this problem.

Salvage Responsibilities, Bulletin of State Institutions, 1932, p. 45-46, by Gerald O. Blake, (Asst. Attorney General).

Much work has been spent upon delinquents and criminals by a few trained minds, but the public as a whole show a certain antipathy towards delving into this study and seem to be satisfied if the offender is put away and segregated from the rest of society. It is possible that the people of this age are so taken up with material affairs and pleasures that human conduct as such has little meaning to us. This may be caused from the abundance that the majority of the American people receive and in some measure makes us peculiarly indifferent to the wastage implied through delinquent deeds and careers. If our lack of work along the line of trying to correct and lessen the ravages of crime is attributed to comfort and indifference, it is certainly time that a determined effort is made by those in close contact with these delinquents to place before the public facts which will cause the public to realize that this is but a disease in another form and is one which, to a large extent, may by scientific research and its practical application result in a large number of cures. At different times we see condemnations made in both speeches and in the press of the parole system, the courts, the police, the prosecuting attorney and the institutions, all of which may be to some extent deserved because of the attitude of segregation and deterrent instead of a determined effort to produce some method of prevention.

A number of scientific works along this line have made the claim that if an individual reaches the young adult age without developing any criminal tendencies, the job of prevention in nearly every case is done, and I think it is a well established and recognized fact that a vast majority of crime has its roots in tendencies established during the years of youth or even childhood. While some may even say that it is futile to attempt to treat the adult criminal because of the length of time that bad ideas and habits have existed in the individual, nevertheless, there is room for considerable work to be done along this line. However, before any work of this kind of a lasting nature can be carried out, it will first become necessary to bring before the public the idea that upon their shoulders rests a certain amount of the responsibility, and no one is better fitted, perhaps, to give a clear statement of facts than are you who are in daily touch with the unfortunates of this state.

Bulletin of Iowa Institutions, Vol. XXXIV. 1932, pp. 95-96. "Our Boys Both Old and Young", L. R. Sheets (Judge, Marshalltown.)

Richard C. Cabot in the foreword of "500 Criminal Careers" by Glueck condenses much of the book to describe the average criminal of the Massachusetts reformatory. He states "He is already a criminal, and comes usually from a family containing other criminals, a large, illiterate, and impoverished family living in a congested city area. He is American born, of foreign parentage. In sixty per cent of the cases he comes from a broken home. In eighty per cent of cases he leaves the home before he is eighteen and begins to wander from place to place, working irregularly for short periods at unskilled low-paid jobs, which he has left school at 14 or 15 to pick up. By his 18th year his delinquencies have begun. They are chiefly thieves. Twenty-one per cent of them are feebleminded."

It is indeed unfortunate that no such survey has been made of those men and boys of our own reformatory or training schools. This investigation made by Dr. and Mrs. Glueck is truly not very encouraging from the results obtained by way of reform. Such an investigation in Iowa would probably be comparable as to parentage, home life, etc. but different as to conditions being influenced by congestion of large cities, and also different as to the extent of reform. The conclusion of the study of those leaving the Concord reformatory was that they continued their criminal careers much the same as they did before their incarceration, though not as frequent nor as steady.

In casting about us the situation in Iowa seems more favorable. We see instances of boys being sent to the Training School for Boys at Eldora, being paroled only to commit a felony after graduating from the juvenile age, with the result that they are sent to the reformatory for "the stretch" or possibly several stretches there and then to the penitentiary--in other words habitual criminals, without any apparent hope of reform.

The only protection society can have from such an individual is some unknown, untried method of reform, or, on the other hand either life confinement or execution. Such instances, however, are the exception. Our own training school is one of the most positive means of preventing a wayward boy from being a future felon. Let us at all times remember that some of the finest boys and men of your community, and of my community are "Eldora boys." I admit that I have had boys before me who had received the training at the school and who had subsequently continued in their nefarious mode of life, but even they were courteous and polite.

SECTION 10

MENTAL HYGIENE IN IOWA

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MENTAL HYGIENE IN IOWA,
DESCRIPTIVE MATERIALS

- 1910 The reasons for the later establishment of the Psychopathic Hospital were given as: the training of physicians, the classifying of the insane with the sick, the care of mental diseases in the early stages, and individual care. Special attention to early stages of disease and to children were recommended.
- 1911 The education of Iowa feebleminded children along scientific lines was advocated by the state's leading psychologist. Fitting their work to their mentality so as to give them confidence and the satisfaction of achievement was to be preferred to schooling.
- Two measures for psychological service was recommended: consulting psychologists in cities and districts of the state, a central school-clinic for training personnel.
- 1917 Mental hygiene requirements were listed in terms of new scientific methods. The doctor writing emphasized the employment of specialists, at the Iowa City general hospital, in each county seat and at state institutions. Also, social workers for state institutions were recommended. It was hoped that many persons now sent to the state hospitals would be treated at home.
- 1930 A case was used by the head of the Psychopathic Hospital to demonstrate the need for a colony for the special training and discipline of children who will otherwise become public burdens, but are not insane or feebleminded. The reason for the few children at the hospital, mentioned in the first paragraph, was the lack of space for them, except among the adult insane.
- The Psychopathic Hospital made possible the establishment of mental hygiene stations throughout the state. The University doctor would visit the station periodically to examine cases. Eventually, local centers would expand, keeping the University connection.
- 1932 The social detriments from mental defectiveness were listed by the head of the Psychopathic Hospital.
- There were mental and moral defectives in state institutions not designed for them.
- A comprehensive program of examination and special care of defective children was advocated. It would involve investigation in the community, special classes in school, institutions and colonies, special schools for psychopaths and sterilization, all integrated by some state control. Institutions were regarded as only one part of

IOWA STATE CONFERENCE OF CHARITIES AND CORRECTION. 1911. (November) Page 144.

THE CONSULTING PSYCHOLOGIST IN THE PUBLIC SCHOOLS.

C. E. Seashore, (State University of Iowa, Iowa City).

With reference to the recognition of the individual child in need, then, I have these two recommendations:

Begin at the top of the school system and lay plans for the detection, the recognition, and the adjustment of the child in need,-

(1) Bring into the state an expert in the art of sensible and practical diagnosis of children's difficulties in school. Let him mingle with the teachers of the state and cultivate a helpful attitude toward the child in need. This work, once begun, will grow so that every large city will have its own consulting psychologist, and smaller communities will grow into districts for this purpose. The consulting psychologist will be an aid to every teacher and every teacher will be his aid. He will harness much of the latent power now going to waste in educators and will rouse them to put more of their knowledge of their needy pupil into practice.

(2) For the success of this movement it is necessary that there shall be a central school-clinic where the prospective physicians and best equipped teachers of the state may get their training under the direction of a physician-psychologist-teacher and where selected cases from the state may be sent for expert diagnosis and treatment.

AN IOWA SOCIETY FOR MENTAL HYGIENE IS CERTAINLY NEEDED.

Dr. Gershom H. Hill, (Des Moines, Iowa).

The author of this paper wishes to enumerate the new ways and means by which an ideal system can be established and operated here in the state of Iowa.

First. By providing a State Psychopathic Hospital at Iowa City, in connection with the medical college there.

Second. A local psychopathic ward, in a general hospital at each county seat, which already affords such a hospital, and in the general hospitals in the other cities in Iowa.

Third. Dispensaries, for nervous and mental disorders, should be established as out-patient departments, where free diagnosis and advice and treatment are furnished, especially in the early and mild stages of these ailments. Any person who desires a frank talk with a specialist about his or her mental condition, or the mental health of a friend or relative, should be encouraged to avail himself of such an opportunity, with the understanding that the consultation will be considered as confidential, if so desired.

Fourth. An additional alienist should be provided for each of the four state hospitals; also for the institution at Glenwood, and for the new colony for epileptics at Woodward.

Fifth. Besides, each of these six institutions should be supplied with a social service worker. The new assistant physician and the trained woman worker, should spend most of their time in visiting the county seats, county asylums, the psychopathic wards in the general hospitals of the state, and in consultations with the physicians and social service workers having charge of the free dispensaries for nervous and mental invalids. Furthermore, these two representatives of the six institutions named, should visit the homes from which persons have gone to the state institutions, and the homes to which inmates of the several state institutions have returned. Thus the officers could discover the predisposing and the existing causes of mental impairment and of dependency, together with environmental conditions, and thus they could direct and supplement the further care of inmates who have returned to their homes.

Sixth. There should be provided in every county a physician, paid a good salary for all of his time, who would be at once, or become, a specialist in sanitation and in nervous and mental disorders, who, with the assistance of a social service worker, would be acquainted with all persons from his own county who go to the various state institutions, who would cooperate with the officers of these institutions, who would serve on the Board of Insanity for the purpose of investigating or committing patients to the state hospitals, and in many cases, by advice and oversight, make it unnecessary to commit some certain cases to the state institutions at all; thus perhaps making it unnecessary to increase the capacity of the state institutions hereafter, and thus saving the county or the state the expense of institu-

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tional care. The county physicians with his assistant, could keep statistical records, make field notes, and do survey work which would be practical, economical, tend to prevent mental diseases and public dependency.

JUVENILE PATIENTS.
The Development of Derelicts.

In the Out-patient Service 46 per cent of the patients were under 20 years of age. For reasons mentioned below, only 16 $\frac{2}{3}$ per cent of ward-patients were under twenty.

A boy 10 years old was too much of a problem for his parents. At school, he kept the attention of teachers and pupils centered upon his performances until he had to be expelled. His desires pressed him in directions not provided for in the school curriculum. When those out-reachings were thwarted, he would fly into a rage. Often he would fall to the floor and there scratch and kick until worn out. Finally when angry he began to vomit. After one attack his esophagus closed and for a week he could not swallow.

These hysterical seizures were studied in the Psychopathic Hospital and, after each of several admissions, were stopped by proper treatment. They did not recur during many weeks of his repeated stays in the Psychopathic Hospital. Unfortunately, a surgeon in another hospital, who did not see their hysterical origin, operated as for an organic stricture and thereby fixed the hysterical habit more firmly.

At the present time this boy has these esophageal attacks as a resource which comes into use at once when life and work become tedious. He "starts something", then begins to vomit and again is sent off on a trip to a hospital, there to enjoy what to him is high life, until he is again returned to new foster parents or a state institution for juvenile derelicts.

This boy is affectionate and easily influenced. He needs to live in a state colony under the superintendence of an experienced and understanding leader, where farm work, training in trades and skilled hand-work are available, with steady discipline and an atmosphere combining friendliness and firmness. This regime for the next five years might even yet transform him into a useful and self-supporting citizen.

THE PROBLEM OF MENTAL DEFECTIVENESS IN IOWA. Page 2.

Journal of Iowa State Medical Society, December, 1932.
Andrew H. Woods, M. D. Iowa City, Iowa.

The detriment to society resulting from mental defectiveness is due to the following causes:

(a) They reproduce rapidly. In several states in which investigations were carried out, it was found that a considerable proportion of the feeble-minded in each of several given districts were the progeny of a known feebleminded ancestor.

(b) Their behavior, being based upon faulty judgment and incomplete knowledge, is a continual menace to the safety and orderliness of the state. Gross blunders and even many criminal acts are due solely to their errors in discrimination, aside from all malice and perverted feelings.

(c) Persons with constitutional character defects compose a great mass of fanatics, tramps, professional criminals, and sexual perverts. These persons are often cruel, and usually incapable of normal family and civic loyalty.

(d) Both the intellectually defective and the psychopathic are an enormous economic load upon others. The amount spent by the state for hospital and institutional care is a small fraction of the amount paid to maintain the extra service in courts, police organizations and prisons. A study of the indigent population of our counties would reveal a surprising proportion of mentally defective persons among them.

(e) Even without any of the above disadvantages, the mentally defective are a dangerous diluent to public opinion. State policy never rises higher than its tides of popular opinion. The sanity and vigor of thought which transform themselves into our laws are lowered by this large diluting element.

(f) The mass of intellectually and morally defective citizens has always been an unstable and explosive element in any nation, ready in times of stress to become revolutionary.

THE PROBLEM OF MENTAL DEFECTIVENESS IN IOWA.

Page 5.

Andrew H. Woods, (M. D., Iowa City, Iowa.)

The training school for boys at Eldora and that for girls at Mitchellville have in them a considerable number of intellectually or morally defective inmates. The Women's Reformatory at Rockwell City and the State Reformatory at Anamosa receive adults with various types of mental abnormalities. There are various county, town, and city "homes" for problem children, delinquents, and others who on account of mental deficiency have become dependent upon the communities. In addition to these, the Soldiers' Orphans' Home at Davenport, and the various denominational and undenominational schools frequently include in their rolls mentally deficient boys and girls.

Andrew H. Woods, (M. D., Iowa City, Iowa.)

After studying the methods in use in the most progressive states, and after considerable experience in dealing with individuals who are themselves mentally defective, this committee recommended the consideration of the following steps:

A. Provision for the registration in each county of the mentally deficient among

School children:

(a) Children who are backward in school to the extent of two or three years

(b) School children who continually present disciplinary problems

The general population:

(c) Those who are sufficiently peculiar (potentially psychopathic) in their behavior to cause annoyance at home and in their neighborhood, or whose behavior interferes with their own advancement

(d) Those throughout the population too backward to be accepted in school

B. A subsequent study of each case is to be carried out by a county social worker and psychometrist and will include

(a) Psychometric tests.

(b) The record of a physical examination by a registered physician

(c) Investigation regarding the parents and ancestors as to mental and physical health, economic success, and personal peculiarities

(d) The record of the child's earlier life from birth, including home and school conditions, success in study and work, and peculiar experiences.

The suggestion that these two steps be carried out in the county is made because of the importance of having the people of each locality interested in this problem as one which intimately concerns their own welfare. Unless the public opinion of each county and community favors the steps that are to be taken regarding mental defectiveness, little progress can be expected.

C. A State Commissioner of Mental Defectiveness responsible for carrying out measures necessary in the solution of the problem. There should be associated with him for advice and cooperation on particular occasions two other citizens, one of whom should be a psychiatrist. These three will constitute the State Commission of Mental Defectiveness. The office of this commission will receive and file the records, above provided for, of all mentally defective persons who are referred to the commissioners for investigation and disposal (treatment, not punishment). The commission will examine such

individuals and assign them for

(a) Instruction in special classes or schools to be provided for backward children.

(b) Custodial care and training in institutions or colonies

(c) Training in special schools for persons of psychopathic personality who are not intellectually defective but who are a menace to their communities.

(d) Sterilization in the cases of those mentally defective persons who are sexually active, whose offspring would be a menace to society, yet who are capable of living at large and supporting themselves.

This commission will investigate the status of the mentally defective throughout the state, and make recommendations from time to time as to improved methods for securing their welfare and happiness, and for protecting the state from harm which might arise from their influence and actions.

D. Additional facilities. This program will require:

(a) The addition of special schools and of special classes in existing schools for the care of backward children

(b) Increase of space and personnel in the present state institutions for the mentally defective up to several times the present capacity.

(c) Additional training schools and colonies of special kinds suitable for the care of the morally defective who are not intellectually defective.

(d) Special bureaus should be organized in various localities for the registration of well behaved mentally defective workers who will require supervision, but who could be sent to work a day at a time, or for longer periods, in domestic service, farm work, road building, and work of other kinds

It should be kept in mind that the total intellectually and morally defective population of the state will not need to be placed in institutions. Many of the are harmless and can be guided by state or county officers while living in their own communities. Of the boys and girls trained in state or private institutions, many will have acquired habits and experiences that will enable them to maintain independent life outside of the institutions. Many of these will have been sterilized so as to prevent the risk of propagation. Many of the type who are now becoming drug addicts and hopeless delinquents, if sent in childhood to proper institutions, will be trained in good habits and later will be able to contribute to their own maintenance either in state institutions or while living in communities.

Institute For Government Research of Brookings Institution
Report of a Survey of Administration in Iowa. Page 229

It is significant that at no one of the hospitals for the insane or epileptic or schools for the feeble-minded is there a social service unit for investigation of patients committed or for supervision and follow-up of patients furloughed or paroled to their community. Many persons are committed to the hospitals or schools where inadequate information as to the history of the patients makes treatment difficult and, despite the fact that all of the institutions parole or furlough patients each year, no state plan has been developed for investigation or supervision. The inevitable results are that many patients remain in the institutions who could be returned to their homes if competent supervision were available and many are needlessly returned from parole as a result of the lack of necessary social service.

Iowa compares favorably with most of the states in institutional provision which it has made for its mentally handicapped; but no comprehensive mental hygiene program has been undertaken which would serve to curtail the ever increasing numbers clamoring for institutional care. Two efforts have been made in this direction. The psychopathic hospital at the University of Iowa is an excellent institution. Here is a hospital dedicated to intensive therapeutic efforts and the teaching of psychiatry to medical students and to research into the general pathological and therapeutic problems of psychiatry. The hospital is too small to serve as a receiving center or clearing house for the mentally ill of the state; its activities are not well co-ordinated with the state hospitals; and it, as do the hospitals, suffers from the lack of a state welfare program which would provide service absolutely necessary for it to function effectively. Despite these handicaps, the state has in the psychopathic hospital an asset which is invaluable as a training, diagnostic, and clinical center and one which can be used to great advantage in a comprehensive state mental hygiene program.

SECTION 11

PENAL INSTITUTIONS OF IOWA

FORT MADISON

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PENAL INSTITUTIONS OF IOWA,
DESCRIPTIVE MATERIALS

In General

- 1933 The Brookings Institution found little unusual at the three institutions. Physical care was good while education and classification was neglected. There was overcrowding.

The Reformatory for Women at Rockwell City

- 1933 (See Men's Reformatory, Descriptive Materials, years 1889, 1901, 1916.)

The reformatory for women was commended by the Brookings Institution for its spirit and the care was declared good. Deficiencies were noted in some services.

The State Penitentiary at Fort Madison

- 1873 The penalties for violation of prison rules were being moderated. Silence was the rule of the prison; this prohibition of speech was regarded as a very painful deprivation.

- 1875 The low pay, long hours, and exacting duties of the guards were described.

- 1879 Punishments dangerous to life were not used, but prison life as such was described as very unpleasant, because of the rule of silence, the prison uniform, and hard labor.

- 1897 Released prisoners had to make their own way without systematic help. They had sympathy from saloon-keepers to tempt them on the one hand and public prejudice to discourage them on the other.

The warden recommended an habitual criminal law to discourage out-of-state offenders and the construction of a reformatory to separate the younger from the older prisoners and provide for the increasing population of the prison.

The good-time law had become a factor in the keeping of order.

- 1901 The warden was pleased with the existing parole system and wanted an indeterminate sentence law to amplify it.

- 1910 The warden advocated severe punishment for parole violators.

1924 The buildings had been crowded by a doubling of population in three years.

 Labor and good food were cited as aids to good discipline.

 New industries had been authorized with sale of the products to state and county offices in view.

1926 New construction was not keeping up with the prison population.

 A description of the prison appeared in the Handbook of American Prisons. Construction was satisfactory and being brought up to standard. Facilities were not all modern and were not adequate for the number of men.

 The rules were criticized for minuteness and severity, and disciplinary changes were urged by the authors of the Handbook.

 Refusal of state and county officials to purchase prison products handicapped the state-use industrial program.

1934 The schooling touched only a few subjects and only a small proportion of the 1,500 men.

1935 A population report in 1935 showed overcrowding in the residence buildings. "Capacity" meant how many could be given floor space for cots, not the desirable number of men for sanitary or disciplinary purposes. Some 130 men were living outside the walls (usually considered desirable for a large minority.)

Penal
Brookings Institution, Survey of Administration in Iowa, 1933
p. 229

Penal Institutions. There are three state penal institutions in Iowa, the Penitentiary at Fort Madison, the Men's Reformatory at Anamosa, and the Women's Reformatory at Rockwell City. The prison at Fort Madison cares for older men and those committed for the more serious offenses while the one at Anamosa has the younger men and presumably the first offenders. Both of these institutions are greatly overcrowded and there has been a steady, and during the past few years, a rapid increase in commitments. In this report for the biennium ending June 30, 1930, the warden of the penitentiary stated "We have at this time 1,470 inmates and only 1,166 cells--the population has increased 10 per cent during the last year and will increase as much or more during the next year." Commitments to Anamosa have also shown a rapid increase during the last biennium; for the biennium ending June 30, 1930, there were 835 commitments, while for the biennium ending June 30, 1932, there were 1,127. At the time of the visit to this institution there were 1,418 inmates. At both Fort Madison and Anamosa men are crowded in the cell blocks and sleeping on cots outside of the cells.

There is nothing unusual in the construction or operation of either of the prisons. In general, they are well run, the men are kept busy, and there is a little, although not much, effort at education and training. The usual medical service is available, but there is no classification through physical or psychological examination. The men are worked at profitable labor. At both institutions about half the population is employed on "contract jobs" and these are the institution's chief source of revenue.

The Women's Reformatory is a new institution of modern design, opened in 1918. The population is small -- 107 on the day of the visit, which enables the superintendent to maintain direct personal contact with the inmates. This situation is to a large extent responsible for the excellent spirit which obtains and the good work that is being done. Women over 18 years of age are committed here by the courts.

The medical service embraces general physical examinations and treatment for venereal diseases. There are no special tests for tuberculosis of mental examinations and major surgical work is sent to the hospital at Iowa City. There is no graded school, and educational classes in English, arithmetic, spelling, shorthand, and domestic science are fitted into the work of the institution. The industrial work is on a high plane although not strictly educational or vocational in nature.

In general, the Women's Reformatory is well operated, the inmates well cared for, and the morale good. Additional medical, educational, and training facilities could, however, be used to great advantage.

FORT MADISON. REPORT OF THE WARDEN 1873 Page 11

Refractory and contumacious inmates of this prison are now very rare, and the exercise of any sort of punishment equally so. The cat-o'-ninetails, that barbarous relic of times now happily past, and other kindred forms of cruel punishment, have been barred both by legislative statutes and the higher law of humanity.

For the exceptional cases where punishment of any kind is rendered necessary the mildest forms known to prison discipline are found in ninety-nine cases in the hundred to be efficacious. A few hours in the dark cell, the carrying of the ball and chain for an hour or so. or a withdrawal of the convict's privileges to attend the Sabbath-School, are now among the severest punitive inflictions administered. And of these the latter is the most effectual, surprising as it will doubtless seem to very many. All conversation between the prisoners is strictly prohibited, and unbroken silence is the law. The deprivation of this natural social intercourse, the natural and educated habit of their lives, finds some small compensation-- the best which the peculiar circumstances will permit-- in mere silent association, where each may look upon the others and interchange greetings by the eye alone. Involuntary and absolute separation from his fellow men seems to be one of the most unendurable forms of punishment.

Fort Madison. Report of the Warden. 1873. Page 15

This convict labor now extends to nearly all the able-bodied men in the prison, numbering 258, on the date of this report. And during my entire superintendency, I have aimed so to adjust the working force as that the superannuated should be employed in performing the light work necessary to carry on the prison, thus leaving the largest possible number of able-bodied men to be employed under the contract, to the end that the largest possible benefit shall accrue to the State. Never before in the history of the institution has so large a percentage of men been employed under the labor contract, as during the two years past, and this too, without trenching upon the discipline, good order, and evident satisfaction, of not the convicts only, but of all concerned. Also in the financial exhibit herewith submitted, showing the penitentiary, for the first time in its history, to be absolutely self-supporting, and with a handsome surplus remaining on hand. There are now no idle men, except those disqualified for work by old age or infirmities.

Fort Madison REPORT OF THE WARDEN 1875 Page 26

GUARDS

As the good order of the inmates depends largely on the efficiency of the guards, none are chosen for these positions but men of temperate and industrious habits and good moral character. Their duties are close, confining and require constant vigilance and watchfulness. Any laxity on their part might lead to serious consequences. Not only have the actions of the convicts to be closely watched, but close scrutiny has to be kept upon their looks and motions, as the language of the eye is as fully understood among the prisoners as that of the tongue, and a signal given by the hand or the head may have deep significance. Such being the case, the guards must ever be on the alert to check the first indications in **this** direction that may be given. They are required to be on duty twelve hours each day during the week and about half that time on Sunday, **having to report** in the morning before the men leave their cells and not being allowed to leave the prison till after every prisoner is securely locked in his cell. Their pay is \$50 a month, being a trifle over \$1:50 per day. With this they have to feed and clothe themselves.

FORT MADISON. REPORT OF THE WARDEN 1879. Page 11

No punishment is inflicted dangerous to the life of the convict, so that it must be administered in the presence of the surgeon. These severe punishments are but relics of the dark ages, and only tend when inflicted to develop and strengthen the baser passions, and fill the heart of the victim with feelings of bitterness and revenge, and seldom, if ever, produce repentance or even regret. When the mind is clouded with a great sorrow and weighed down with misfortunes, it needs kind words, cheerful influences, and bright surroundings. These exiles from home, friends, and society, communing with their own thoughts, not allowed to converse with each other either night or day, forced to unrequited toil and wearing the badge of their own shame, are entitled to the sympathy and earnest solicitude of all good people and to humane treatment by the officers in charge. I have adopted the human system of discipline in this prison, requiring, however, obedience to all the rules and regulations, which are strict, but not severe, and I do not believe that the discipline of the Iowa State Penitentiary would suffer by a comparison with any other institution in the land.

DISCHARGED CONVICTS.

Much time and care has been devoted to the prisoners previous to their release and during their departure for a free life. I have made it a point, as far as possible, to encourage them to go to their homes when discharged, and also to take them to the trains, for as they leave the prison behind them they are exposed to many temptations. Chiefest among these are the allurements held out to them by the saloon keeper and gambler. It has also been my aim to emphasize the fact that a resolution made in one's own strength is but a rope of putty. Nothing but the grace of God can save a man. I regret to learn that the Prisoners' Aid association has suspended for lack of proper support. Such an association is an imperative necessity in our state. The object of this society is to come in touch with prisoners, know something of their personality, and so far as possible eliminate the temptations and discouragements which beset the men, and to enable them to secure honest and remunerative employment. Few have even the slightest conception of the difficulties which beset the prisoners. Prejudice is deeply fixed in the minds of the people against them. Many allow their suspicions to follow these men from the time they leave the prison, although they may be penitent and honestly striving to lead better lives. I am often asked "What can be done with the ex-prisoner?" I fully believe that the man going out with a good prison record behind him, society is bound to offer, if not full confidence, at least a fair chance to earn it. As fast as they earn more regard, give it to them. Then the town or city to which they are compelled to go to live ought to be a reasonably safe place for them. If nets are spread for their feet at every turn, if the saloon and places of evil resort are known and openly tolerated by respectable people, if ex-prisoners find themselves in a desert world so far as sympathy is concerned, it can not be strange if they fall. May the day soon come when all obstacles in the way of transforming these men will be removed.

FT. MADISON. REPORT OF THE WARDEN. 1897. Page 8

I find the increase in the average number in confinement, as compared with the previous biennial term, to be 53.05, which I account for partly as the effect of the hard times and depression in business. Also another cause, which I would bring to your attention, is that this state has no habitual criminal law, and it is quite easy for the professional criminals to migrate here, where, if taken, their previous convictions do not count against them. I would most respectfully suggest the recommendation by your excellency for the passage of an habitual criminal law by the next legislation. I would also suggest the recommendation of the establishment of a reformatory where the young men and boys, who are sentenced to prison for a term of years, may be separated from the older and habitual criminal. The increasing population of the state and the consequent increase of crime, and also the increasing prison population, make this a matter that in my opinion should receive the early attention of the legislature. I find, from the reports of the wardens and superintendents of the institutions of the various states that have enacted a parole law, that the system is working well with them, and would further suggest that the workings and effect of the same be thoroughly inquired into with a view to passing a law of the kind in our state. We are woefully behind in modern reformatory measures and laws.

FT. MADISON. REPORT OF THE WARDEN. 1897. Page 14

The prisoners as a rule, are prompt in yielding obedience to the prison rules. The good time law is a great factor in the maintenance of prison discipline, through the help of which, and kind and humane treatment, we have been able to maintain a small percentage of punishment compared with the whole number confined.

FORT MADISON. REPORT OF THE WARDEN. 1901. Page 7.

The parole law, as administered by the governor, is proving a wise provision. While all men paroled may not live up to the conditions of the restriction place upon them, experience thus far shows the percentage returned to be very small. Governor Shaw has exercised great precaution and good judgement in administering the parole law as applied in this state, and much good has resulted therefrom.

I wish again to express myself in favor of the indeterminate sentence law, in connection with a parole law that will work in harmony with the conditions governing same.

The morale of the men has improved greatly during the past two years. I think this is due to the fact that they have all been actively engaged at productive labor and we have been exceptionally fortunate in selecting men who have had charge of planning and cooking the meals. This has helped greatly with the discipline, and the institution has moved along nicely with practically no friction among the men.

The establishment of the new industries authorized by the last legislature will require a great amount of work on the part of the officials here, and all state and county officers would cooperate in every way if this plan is to work successfully. It will require

FORT MADISON. REPORT OF THE WARDEN. 1910. Page 1.

Prisoners who break a parole should be punished in like manner as the man who makes his escape. He is a fugitive from justice and breaks a trust put in him by those whose aim is to do him good. It will do away with much of the parole breaking.

Iowa, Report of the Warden of State Penitentiary, 1926, page 8.

The new cell house has been completed during the past two years and each cell is occupied now, with an overflow of about sixty men sleeping in the corridors. It is a modern cell house in every way and built for all time.

Remodeling of the old cell house is about two-thirds done and when completed this will give us 400 more modern cells. As the work is being done about one-third at a time, the other two-thirds of the cell house being occupied, this will not give us any additional cells for men other than those we have here now. As the population continues to increase it will be necessary to build another cell house in a very short time. The population two years ago being 926 and on this date 1064.

Handbook of American Prisons, 1926 Prepared by the National Society of Penal Information, Inc., Austin H. MacCormick and Paul W. Garrett. Fort Madison, Iowa. pp. 229-230

Ground and Plant

Two buildings in front of the prison provide quarters for the warden and deputy and the administrative offices. In the walled enclosure, about 10 acres, an old cell house now being remodelled, is built parallel to the front wall and the two new cells house along the side wall. Buildings of various types and materials occupy most of the most of the yard space, except the recreation field.

1. Housing--There are three cell houses, two modern and one built early in the history of the prison. The modern cell houses completed in 1911 and 1925 are well lighted and ventilated. The cells 7 x 5½ and 8 feet high have good plumbing and a full grated front. One cell house contains 260 cells on four tiers, the other 400 on five tiers. A good standard of sanitation can easily be maintained in cell houses constructed as these are.

In the old cell house the original block is being torn out and 400 cells of modern construction are to be built.

2. Farm--The farm contains 2,000 acres of owned or leased land. The products of the farm, gardens, dairy and live stock are used in the prison mess hall.

Handbook of American Prisons, 1926, Prepared by the National Society of Penal Information, Inc., Austin H. MacCormick and Paul W. Garrett. Fort Madison, pp. 235-37.

A beginning has been made in paying the prisoners but it has not been worked out as completely or as satisfactorily as in Minnesota, Wisconsin, or Michigan.

One thing is commendable, the paying the inmates who teach in the prison school. The wage should be higher but it is a recognition of the value of this type of service not noted in any other prison.

The rule books of a number of midwestern states, Iowa among them, give evidence of a common origin. The 93 detailed rules and a further list of 53 separate offenses is more than ample as a list of things permitted and forbidden. Such a formidable supply of rules is in marked contrast to the few general rules found necessary and desirable today in many large prisons. The rules are not only minute to the point of being repetitions but they provide a silent system that is still found, it is true, in a few prisons in the country today but in most prisons was given up about a decade ago as equally undesirable and unnecessary and as unenforceable. The discipline appears to be characterized by a great deal more repressiveness than is found in most prisons today and increases very materially the degree of monotony (inherent in prison life at its best) to a point where it is likely to increase the number and seriousness of disciplinary cases.

This prison has apparently adhered rather closely to the disciplinary ideas prevalent a decade ago. In a few other states the same condition is found but most prisons have found a less repressive system has made the discipline more effective and the administration much easier. The state has recognized the need of improving its prison plant and has already accomplished a large part of its program of building and remodeling. The need for better and larger industries is also recognized. It is not equally clear that the urgent need of fundamental changes in its disciplinary system is receiving equal consideration.

Ft. Madison. Warden's Report. 1926. Page 8.

The new industries authorized by the last legislature, under the state use plan, have done fairly well but it seems impossible to get state and county officers to cooperate in using the clothing, shoes and other articles manufactured by the convicts. Each state and county officer seems to prefer to go in the open market and buy products that could be manufactured in the penitentiary and unless strict laws are made, the state use plan will be as much of a failure in Iowa, as it has been in other states.

FT. MADISON. REPORT OF THE CHAPLAIN. 1934. Page 54

REPORT OF EDUCATIONAL AND RELIGIOUS WORK FOR THE BIENNIAL PERIOD ENDING June 30, 1934

Enrolled in school first year biennial period	110
Enrolled in school second year biennial period	32
Inmates used as teachers during first year	9
Inmates used as teachers during second year	2
Highest number teaching at one time during first year	9
Highest number teaching at one time during second year	2
Civilian teachers first year	1
Civilian teachers second year	1
Average attendance first year biennial period	48
Average attendance second year biennial period	23

During the first year of the biennial period the common branches, together with classes in spanish, commercial art and business advertising were taught.

During the second year only the fundamentals, reading, writing and arithmetic, grades one to four, were taught. We were very successful during the two semesters of the second year, having several pupils, who, not knowing the alphabet upon entering school, were able at the end of the year to write a letter home. Intensive teaching was the program on Monday, Tuesday, Wednesday and Thursday nights.

FT. MADISON STATE PENITENTIARY

March 7, 1935

<u>Cellhouses</u>	<u>Capacity</u>	<u>Occupants</u> <u>March 7, '35</u>	<u>Notes</u>
B	394	394	
C	260	260	
D	400	400	1/3 completed and construction stopped.
E	112	112	
F	150	191	Large room crowded with beds only.
G	40	40	
At institution, also		10	Not fire-proof; could take more beds.
<u>Institution</u>	<u>1,356</u>	<u>1,407</u>	
 <u>Farm Bunkhouses</u>			
Farm #1	40	39	Barracks occupied and crowded winter and summer.
Farm #3	30	26	Barracks just a shell; to be filled in 30 days.
	—	—	
Farm barracks - TOTAL	70	65	
<u>Institution plus farms</u>	<u>1,426</u>	<u>1,472</u>	
 <u>Other Housing</u>			
Quarry		1	Little or no regular provision has been made at most of these places.
Farm #2		1	
Institution, Woodward		27	
Davenport		10	
Toledo		6	
Mt. Pleasant		7	
Oakdale		5	Capacity unknown; is taken as present population.
Others TOTAL	57	57	
<u>TOTAL</u>	<u>1,483</u>	<u>1,529</u>	The disparity is 46, not allowing for the unfavorable housing conditions of 56 scattered at institutions, 66 at farms, totalling 122. Of course, these figures vary with population, etc.

RECOMMENDATIONS OF WARDEN, 1935

Cellhouse E to be completed, adding 238 to the capacity and providing for all extra men at Ft. Madison. Special provision for men at other institutions on trusty labor. Combined administration and turnkey's office (for safety, to keep the public outside the walls etc.).

Permanent farm barracks at Farms #1 and #3 for 50 men each, adding about 30 to total capacity in summer, 60 in winter.

A large gymnasium or recreation building at Ft. Madison.

SECTION 12

TRAINING SCHOOL FOR GIRLS AT MITCHELLVILLE

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TRAINING SCHOOL FOR GIRLS AT MITCHELLVILLE,

DESCRIPTIVE MATERIALS

- 1899 Experienced criminals were mixed with innocent children committed because of homelessness, with harmful effects.
- 1905 Girls above the then legal age of sixteen were often committed to avoid sending them to the penitentiary. The younger girls were thereby endangered for the benefit of the older ones.
- A separation of the younger and more innocent girls was accomplished by the construction of a new building.
- The institution spirit was described, from the superintendent's viewpoint. There had been a struggle to create a familial atmosphere and to curb popular prejudices against the girls and the institution.
- 1910 The eighteen year old girls are objected by the superintendent as too old in sin to associate with the younger girls.
- An agent was desired to visit the girls' homes after commitment and to place them in proper homes when released.
- 1916 Unhappy home conditions led girls to unsupervised recreation, to ruin, and to the state school. The girls were described as much like others except for the effects of unhappy and evil surroundings. They were easily susceptible of control but only persistent training could make complete reform by substituting good ideas for bad.
- 1918 The training was directed toward homemaking and many girls have married well after release.
- 1930 A general description of the institution and its inmates shows, among other things, the large number of girls of low intelligence, the preponderance of sex offenders, and the importance of parole in the system.
- 1932 The notion of training under pleasant circumstances is preferred to that of punishment.
- A large number of released girls were known to have married.
- 1933 The training school was favorably described by the Brookings Institution.
- 1934 An increase of older girls made necessary the addition of a tenth grade, with the possibility of an eleventh grade next year.
- Establishing an accredited high school was recommended.

Four out of five girls do not have parents who live together, which makes it difficult to find satisfactory homes for their further care and training.

The psychologist was of value both for mental testing and advice, in emotional problems.

Some of the girls were definitely psychotic.

Iowa Board of Control, Biennial Report, 1899. Industrial Schools.

"Children of tender years are committed to these institutions by parents while in a fit of anger, by step-fathers and step-mothers who derire to be rid of them, while others are orphans with no one to care for them, and still others, accused of some trifling offense are sent to these schools that they may be fed, clothed, and educated at the expense of the state. Being brought in daily contact with criminals and associating with them, is it any wonder that their young lives are blasted, and they go out upon the world prepared for a career of crime....

It is well known that young and innocent girls are taught the vilest practices by the prostitutes committed to the school, and the evil influence of this class is so far reaching that it is scarcely possible for a girl to remain at these schools for any length of time and escape contamination... (So need a reformatory for the older and tougher girls.)

The board does not believe that the application of the lash, depriving of food, or the riveting of iron bars on the limbs of pupils has a tendency to improve their condition or assist in their reformation.

MITCHELLVILLE. SUPERINTENDENT'S REPORT. 1905. Page 2.

.....In some instances they have been committed two and three years beyond the limit. This, of course, does not appear upon the commitment papers. But it is a very common occurrence for a girl to approach me after she has been in the institution a short time and declare that she is a year or two older than the commitment papers state. The relatives also write to inform me that this is a fact, thinking thereby to secure the release of the girl before she is prepared to leave the school.

This means that these relatives deliberately perjure themselves for the sake of having their girls placed in this institution rather than permit them to roam the streets and go to ruin. One of the judges remarked to me sometime since, "Ethically speaking, it is all right."

I have been approached by a number of citizens who are deeply interested in this matter. Notably those who look after the wayward and delinquent girls, that the age limit should be advanced to eighteen years. One of our judges told me that it was a case of either sending this class of girls to the penitentiary or letting them go to ruin, and that he thought the latter was more humane. He claimed that, with a year or two of our discipline, that he was sure the girls would be much benefitted and many saved from a life of degradation. This sentiment has grown strongly and the feeling seems to be that the age limit for admission should be placed at eighteen instead of fifteen. We have at least one hundred girls in this institution, at the present writing, that are about the age mentioned. We have ample provision for taking care of the wayward girls. With the new cottage there would be no danger of any pernicious influence emanating from this source. Personally, I feel this is a matter that should receive earnest consideration; and girls sixteen, seventeen and eighteen should not be sent to the penitentiary or even to the reformatory.

MITCHELLVILLE. SUPERINTENDENT'S REPORT. 1905. Page 5.

The new cottage for the smaller girls has been completed and occupied since last October. It is hardly necessary to add that it is far the handsomest and most substantial building on the premises, as well as up-to-date.

All the younger and more innocent girls have been placed in this cottage. It has a membership of fifty-five girls. These do not come in contact with any of the inmates of the institution. They are strictly segregated, have their own schoolroom, sewing-room, kitchen and dining-hall in the same building. Their playgrounds are removed from the other families. They absolutely do not mingle in any sense with the older girls. This meets a very long and much desired want.

The discipline of our school has been uniformly good. We have had no escapes from the institution for five years and but one attempt. This is a matter of great congratulation. But it only shows, as I have before stated, the contentment, interest and happiness generally of the girls.

The iron grates that for so many years adorned the windows of the girl's sitting-rooms have long since been removed. Doors are not locked as formerly, on any and every occasion. Indeed every liberty consistent with order and discipline is permitted the girls, and, as years go by, we endeavor to add to their comfort and privileges. While we endeavor to keep a normal and healthy supervision over the children, yet, so far as it is possible, we remove the "eye servant" thereby reposing more confidence in the girls, which has been conducive of the very best results. Occasionally we are disappointed in some girl, but as a rule these disappointments are few and far between and the privileges granted and the confidence reposed are highly appreciated and prized.

When I look over the record of the past five years and realize how hard has been the struggle to do away with the prejudice and incredulity that existed, I cannot help but feel wonderfully encouraged, even though the struggle has been a very strenuous one, at the results that have been obtained. I say it not with egotism, but with pride and gratification. It affords me a great deal of pleasure to state that our school is almost wholly devoid of anything of an immoral nature.

MITCHELLVILLE. INDUSTRIAL SCHOOL FOR GIRLS. 1910. Page 4.

We have had a number of girls committed to our institution the past biennium who were in their eighteenth year. We feel it unjust to our young girls to receive girls at this age in our institution, as they are usually old in sin and can do us more harm than we can do them good. For the best good of our young girls I would urge the lowering of the maximum age to sixteen years for commitment to our school.

MITCHELLVILLE. REPORT OF INDUSTRIAL SCHOOL FOR GIRLS. 1910. Page 9.

We need an agent to look after the girls of this institution alone. When not out on her rounds, visiting paroled inmates, she should make her headquarters in the school and get acquainted with the girls. The home of the girl should be visited shortly after her commitment. Then we should know her previous condition, environments, etc. This would enable us to deal more intelligently in the future, training and educating the girl. When ready to leave the school, the agent will be able to get a place better suited to her capacity. With the present arrangements we are laboring under considerable difficulty in looking after and caring for the paroled girls, at the same time giving them the personal supervision so much needed.

IOWA STATE CONFERENCE OF CHARITIES AND CORRECTION, 1916. Page 22.

Mrs. Lucy Sickels
(Supt. Girls Industrial School, Mitchelville, Iowa)

THE DELINQUENT GIRL AND WHAT IS BEING DONE FOR HER

The result is such homes are far from being happy. It is an unwholesome atmosphere, gloomy and cheerless and the girl seeks a more congenial clime. She soon becomes a frequent visitor at the dance halls, a stroller in the park, she visits a garage, goes joy riding, and the girl is ruined. She is taken into court, is pronounced a delinquent, and now she is sent to the Industrial School for Girls.

IOWA STATE CONFERENCE, CHARITIES AND CORRECTION, 1916. Page 23.
Mitchellville. Mrs. Lucy Sickels, (Supt. Girls Industrial School).

The Delinquent Girl and What Is Being Done For Her

These girls are very much like other girls of their own age except that their lives have been stunted and blasted as by a frost, by their former surroundings. The life, the love, the happiness which most girls have has not been shared by them. Evil surroundings develop the evil, the good has been crowded out so that their conversation when left alone is only of what they know, what they have experienced or come in contact with in their short lives. Sometimes it is shocking and even sickening, and yet what can we expect. Living with bad associates they know nothing of the good in the world. Clean thoughts and truthfulness are strangers to them. They are all emotional, kind hearted, willing, they love praise and long for love and kindly words. They are willing workers and during all my experience have known but few--could count them on my two hands, who have utterly refused to work or do as they are told. It may be they must be told every day and many times a day the same thing over and over again, surely it requires patience and each woman in the work must be a living example of what we want these misguided girls to be. There is so much of the bad to eradicate from their minds and this can be done only by line upon line, precept upon precept, filling their minds with good thoughts in order to crowd out the old, before we can teach them the right way to live.

We must bring before her beautiful things, beautiful flowers, beautiful surroundings, clean beds, clean rooms, flowers in the sitting room, flowers on the tables in the dining room, flowers everywhere. She does not care for reading so at first she must be read to, something of interest to arouse the latent mind. All these girls are keenly alive to play, running and racing, but at first, to sit and hear one read is a bore to them. Music also plays a very important part in arousing a new girl. They, like all other girls are fully alive and alert when we sing or have music of any kind. One who can possibly take it is given music very soon for the influence which it exerts. For months sometimes, it will seem a hopeless task, but we are never discouraged even though she be dull and listless. We know how many another has found herself and come to an awakening, sometimes it seems like a miracle it comes so suddenly after months of working, striving and praying for her. As a rule the delinquent girl seems at first devoid of all truth and honor, having no sense of right or wrong, so that when she "awakens" she is oft filled with remorse for her wrong doing and it may take weeks and even months to convince her that what she may have done when a young girl, God and humanity will not blame her for, but we will now look forward to better things for her and from her.

The training consists in teaching the girls all things possible that a good homemaker should know. They marry after leaving us and most of them marry honest, respectable young farmers. The girls having been trained along all lines, make excellent wives and homemakers. Many girls have married well during the past biennial period.

Mantle, Charles C. Juvenile Delinquency Under Iowa Statutory Provisions and Administrative Practice. Iowa State College, 1930. Page 93-94

The Training School for Girls at Mitchellville

Administration

The Iowa Reform School for girls was established by an act of the general assembly in 1868. Its first home was at Salem, and later Mt. Pleasant, where it remained only a short time. In 1880 the general assembly authorized the purchase of its present site at Mitchellville.

There are about thirty employees at the Mitchellville School including teachers, stenographers, matrons, managers, stewards, nurses, cooks, farm help and engineers. The school seems to be efficiently and economically managed. There were 219 pupils committed to the institution during the biennial period ending June 30, 1928. At the present time there are approximately 199 pupils in the school. There is almost a complete turnover of population in the school about every three years. Very few of the girls remain until they are twenty-one years old as provided by law. The honor system of earning merits makes it possible for them to be paroled after spending a fifteen month period in the school.

Mantle, Charles C. Juvenile Delinquency Under Iowa Statutory Provisions and Administrative Practice. Iowa State College 1930. Page 95

"In December of 1927, a psychologist from the State University of Iowa made a survey here. The whole group received the Otis intelligence test. Sixty-three girls were given the Stanford-Binet individual test with the following results:

5 Per cent superior	17 per cent average
13 per cent dull normal	19 per cent border-line
43 per cent morons	3 per cent imbeciles."

INTELLIGENCE OF TRAINING SCHOOL GIRLS AT MITCHELLVILLE¹

Percentages in Three Intelligence Groups

	I. Q. 45-89 Feeble-minded and Dull	I. Q. 90-109 Average	I. Q. 110-135 Superior	All I. Q's. Total
Training School Girls	78. ²	17.	5.	100.
Assumed Normal	25.	50.	25.	100.

¹. Mantle, Charles C., Juvenile Delinquency Under Iowa Statutory Provision and Administration Practice. Iowa State College, 1930. Page 95.

². Some 43% of all the girl were in the moron group, between I. Q's. 50 and 70.

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Mantle, Charles C. Juvenile Delinquency Under Iowa Statutory Provisions and Administrative Practice. Iowa State College, 1930. Pages 99 and 100

Sex irregularity seems to be the principal causal factor of commitment in the majority of cases. This was ascertained by reading the histories of the girls committed. Superintendent Ray M. Hanchett says,

"Approximately 97 per cent of the girls committed to the institution are sent here on account of sex irregularities."

Mantle, Charles C. Juvenile Delinquency Under Iowa Statutory Provisions and Administrative Practice. Iowa State College, 1930. Pages 104 and 105.

The Parole System

The parole system at the Mitchellville school is considered one of the most important features of the school. This is especially true since the honor plan has been established. The girls are paroled as soon as they have earned the required number of honor points. It is not considered advisable to send the paroled girls back into the communities from whence they came, because the old environment is not liable to be a good one in which to make a new start. New surroundings are selected for the girls, away from their old companions. A carefully trained parole agent advises and supervises the girls in their new environment. Past experience has taught the state that it is a mistake to send the girls out into a cold world to make a fresh start without a guiding hand to direct them.

There were eighty-five girls on parole June 1, 1928. The parole agent's work, as previously stated, is similar to a probation officer's work. Many of the girls are indentured to employers to do general house work for wages, while some of them go to school. In either case a great deal of preliminary investigation is necessary before the girls are placed. Contracts are signed and very definite instructions are given both to girls and to prospective employers. A financial statement is sent to the parole agent each month, signed by the paroled girls and their employers. A dollar per week is taken from the earnings of each girl and held in trust in a savings bank for her until she is discharged from parole. On July 1, 1928, there were \$916.06 in the savings account, which represented the savings of 37 girls.

Mantle, Charles C. Juvenile Delinquency Under Iowa Statutory Provisions and Administrative Practice. Iowa State College, 1930. Pages 96 and 97.

Educational Classification

The educational classification of the girls is based upon the reports of the girls themselves at the time they were committed. Too much dependence should not be placed upon its accuracy.

Table XXII

Educational Classification of Girls at Mitchellville Training School 1929 and 1930.

Grade in School	Number of girls in grade	
	1929	1930 (Jan. 1 to May 1)
First grade	0	0
Second "	0	1
Third "	0	0
Fourth "	2	0
Fifth "	6	0
Sixth "	12	3
Seventh "	18	2
Eighth "	28	8
Ninth "	14	3
Tenth "	14	3
Eleventh "	2	2
Twelfth "	1	0
No record	14	0
Total	111	22
largest group	8th	8th

Mantle, Charles C. Juvenile Delinquency Under Iowa Statutory Provisions and Administrative Practice. Iowa State College, 1930. Page 98.

Table XXIII

Conjugal Relation of Parents

Parents	1927	1928	1929	1930
Living together	36	62	64	2
Broken Homes				
Separated	7	2	10	0
Divorced	14	23	11	4
Parents dead				
Father	15	10	11	4
Mother	5	23	10	1
Both	1	8	5	0
Unknown	2	12	0	11
Total	62	115	111	22

33rd Biennial Report of Superintendent and State Agent.

MITCHELLVILLE. SUPERINTENDENT'S REPORT. 1932. Page 1

Attractive flower boxes, also yard benches and swings with outside equipment for games and sports, furnish everything to be desired for the girls' upbuilding and pleasure, but as they are only human they naturally long for their freedom. The girls are generally happy in their surroundings.

In every report we have stated that in our opinion no girl should be sent here for punishment, but rather with the thought that she is to receive a training that it has not been her privilege to receive in her home. Home conditions are largely responsible for all commitments.

Thirty-eight have been married during this biennial. We find that when a girl is responsible for a home of her own she is apt to make a better citizen than when living among her relatives.

Brookings Institution, Survey of Administration in Iowa, 1933 p. 232

The training school at Mitchellville has a population of 183 girls at the present time. All of these were committed by the courts for indefinite terms or until they reach 21 years of age. The credit system obtains and the average stay in school is from 20 months to two years. The institution is built upon the cottage plan, with large two-story cottages. There is one parole officer attached to the institution. Medical service seems to be adequate and a school is operated through nine grades. In addition, much emphasis is placed upon vocational work through training in domestic science and music. One is impressed by the excellent work done in some of these classes.

Training School for Girls, (Mitchellville, Iowa) Biennial Report, 1934, p. 1.

The tables contained in this report are most interesting when studied and compared with previous reports. In table No. 6--Age at Commitment: The age limit was raised, more girls were received at the age of sixteen years in the first year of the biennial, while more girls at the age of seventeen were received in the second year. This increase, or raise in age, naturally raised the school grades and it was necessary to add a tenth grade to our school curriculum. The girls, with few exceptions, have put forth their best efforts in school work, applying themselves diligently to concentrated study with the result that there were sixty-eight per cent who had a general average of ninety or above. With the opening of the next school year, it may be necessary to add an eleventh grade.

Training School for Girls, (Mitchellville, Iowa) Biennial Report, 1934, p. 1.

This institution should furnish the girls who are committed here a full high school course; to do this, I reiterate--we need a school building fully equipped so that we may have an accredited high school, thus giving the girls upon leaving here the necessary credits to enter any high school or to be able to finish a high school course here and graduate. Girls in this day are greatly handicapped who do not at least have a high school education.. More especially does this group need the educational background since they have no favorable home surroundings.

Training School for Girls, (Mitchellville, Iowa), Biennial Report, 1934, p. 1.

You will note table No. 8--Conjugal Conditions of Parents. Seventy-nine per cent of the girls admitted this last year came from broken homes with only twenty-one per cent of the parents living together and in many of these cases poor home surroundings. It becomes a problem when a girl has earned her credits and is ready for parole. Satisfactory placements cannot always be made, but after a girl has earned her credits she is entitled to a chance to try and make an adjustment again in the community.

Training School for Girls, (Mitchellville, Iowa), Biennial Report, 1934, p. 1.

During the past year a part-time psychologist has been added to the staff. This has been a great asset to our institution as all of the girls have been given individual and group mental tests, also an educational achievement test. The counsel and advice received in dealing with the behavior problems, and more especially with the emotional type, with one who has a scientific knowledge of these cases has proven very helpful. Many of our girls are definitely psychotic, but as long as they are not too much disturbed we can give them proper care. The psychologist's report will be included in this biennial.

MENTAL HYGIENE IN IOWA

The Iowa State Psychopathic Hospital is now a clinical center at which variations from the normal in mental working can be adequately studied and valid opinions offered both as to the causes and as to the probable outlook in any given case. With such a center established, the development of mental hygiene stations throughout the state is already beginning to occur. Several cities have applied for advice and are now organizing local mental hygiene centers. In such cases the Psychopathic Hospital has advised the following procedure:

The community to be served will establish appropriate offices and examining rooms and employ a psychiatric social worker, a psychometrist and an office secretary. These workers will investigate and record each case referred to the center from the courts, schools and families. The local physicians will make physical examinations. At the outset, once a month the Psychopathic Hospital will send a psychiatrist to examine those of the patients whom the local organization decides to have more carefully studied. Many of these patients will then be cared for under the local organization. Others will be referred to the Psychopathic Hospital for more extensive study and treatment. Some of the younger patients will be sent to foster homes or to appropriate institutions.

If in actual experience a center proves its worth to the community, the staff of workers will naturally be increased and more of the time of an experienced psychiatrist will be needed. In some cases, several cities or counties will combine their funds and employ a psychiatrist to serve a larger region. The most effective arrangement will be secured if means be made available for an increase in the staff of the Psychopathic Hospital so as to provide for services of this sort. In this way, each psychiatrist will be a part of a large medical organization and will be stimulated by conferences and consultations with other members of the staff of the Psychopathic Hospital and the work throughout the state will be kept unified.

SECTION 13

CLIVE FARM

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CLIVE FARM,DESCRIPTIVE MATERIALS

The research worker gathered data from four sources: (1) an interview with Mr. George Cosson, who was the sponsor of the "district custodial farm" idea that was intended largely to supplant the jail system, (2) a description of the present institution, after a personal visit and an interview with the farm operator, (3) a summary of the reasons offered by accountants for its abandonment, and (4) some significant historical dates found in reports and statutes.

The first two documents reflect the opinions of persons who see the farm as a forward step in the retraining of convicts; it is a reward of good behavior for honor prisoners, a practical training school, and a valuable psychological stage in the transition from the prison to free life. Cost is not the main object. The third document represents the accountant's viewpoint, that the institution is a money loser and should be sold. The accountants disapprove the farm because it loses money. (The rebuttal is that the state loses as much or more in its prisons per man without the training effect. It should be rather a problem of "loss per man" than of "profit or loss.") The fourth document shows that the farm has never been a planned part of the prison system but is a relic of a defeated attempt to do away with the county jail as a place of punishment. Its location is not considered good for its present use.

Former Atty. General George Cosson, Interview by R. L. Woolbert.
7-12-34.

A report was made in 1912 to the Governor by a committee headed by ~~the~~ Attorney-General Cosson. One of Mr. Cosson's papers was printed by the Prairie Club and he made many speeches, including one to the Mental Hygiene Society. See National Prison Society.

He took considerable trouble to study out the crime problem and while State Senator got 8 of 9 bills signed, it was on the law books that prisoners should be charged with the costs of their crimes and prosecution therefore and get wages in prison for paying these damages. This scheme was too big for anyone to handle and was abandoned. Mr. Cosson feels that there has been too much emotion in attempts to correct conditions of this sort and not enough intelligence.

The great problem 25 years ago seemed to be the jails and the number of men and boys from 16 to 25 years old in trouble. The recommendation was that fines were to take the place of the shorter sentences and those in for over 60 and 90 days were to work. This would require farms with industries. This led to the idea of segregating hardened prisoners from others through a colony system on a state farm. The District of Columbia establishment for minor offenders at Occoquan, Virginia, is a successful demonstration of the principle. It is possible to have normal conditions of life and labor for those men who will cooperate and still be as strict as necessary with troublemakers. Wages and payment of damages were considered important as being the substance of normal economic relationships.

DESCRIPTION OF CLIVE FARM IN GENERAL

It is located in an open rolling country, surrounded by typical Iowa farms. Aside from some 20 acres given to buildings and farmyard and 100 acres of timber, nearly all of the 781 acres are open plough land with a reputation for productivity. The buildings are also typical and vary from the ordinary farm only in their great combined capacity for the sheltering of animals, storage of hay and silage, etc.

Limestone and a good quality of coal are to be had on the place but production has not been thought practical. There has been no great impulse to exploit these resources.

According to Mr. Skyles, the superintendent, the farm has been conducted on the same principles as any other farm--the least cost possible. This means that as few men are kept there as can do the work efficiently and that part of the time the farm is short-handed. More men could be used but their support would not be justified economically "as on any other farm," in spite of the fact that whatever useful labor they performed would be a pure gain for the state over the present situation of idleness in the reformatory. The policy of treating the farm as a profit-making venture and charging to the costs of the farm the support of men whether they are needed or not has kept down the number of men in residence. There were 23 men there at the time of my visit and 20 is given in some of the bulletins as the average. There is occasional work for more men and quarters to hold them; the farm cannot pay out if their expenses are charged against the farm income.

The fortunes of the farm have declined with those of the other farms in Iowa. The cattle turned out to be a great moneyloser; there has been little profit in farming anyhow; and for two years the drought has ruined the gardens. It made money in good times and there is little reason to doubt that it will go up or down with farming in general.

The farm had been purchased originally to further a scheme of colonization for county jail offenders after the model of the Occoquan institution of the District of Columbia. Persons with more than 60 or 90 day sentences were to be sent to a state farm from all over the state so that they could be segregated into groups and put to work under conditions that would institute habits of industry, etc. The county jails have never given up their function of punishing minor offenses and the Clive farm has been used as a source of income and as an opportunity to give honor prisoners a more normal life and better instruction than can be given in the reformatory.

The neighboring farmers have very little objection to the farm, according both to Mr. Skyles and men that I spoke to in the village. When asked if it worried the people, the answer was, "We never thought about it." Mr. Skyles says that he and the other farmers get along on good borrowing terms, etc.

2.

An old brick house is occupied by the prisoners. Inside it looks very much like a farm house but with very little trace of the feminine touch. The men sleep in three large rooms which contain very little furniture, etc. Notable conveniences are the toilets on both floors and the showers in the basement, which is walled and floored with brick and concrete. The plumbing alone distinguished this place from the kind of quarters usually occupied by poor men.

The superintendent is assisted by a farm boss and a hordaman who divide the command in his absence, and are responsible for the farming operations. With more men on the place a night guard and other supervision would be needed.

Discipline is according to rules, etc. The men are honor prisoners and being sent to the farm is a reward in two ways: they earn extra time while they are there, and they prefer the fresh air, comparative freedom, congenial atmosphere, etc., to the marching from cell to dining hall to work to cell followed by confinement in cells, all under the eyes of guards, in air that stinks and a general atmosphere of suspicion and hostility. The penalty of escape is five years and there is no way to avoid the penalty if prosecuted. The penalty for failure to get along at the farm is return to the cells. It has been found necessary to reprimand the prisoners and, if neighbors are to be believed, to lay hands on them at times. But there is no reason to doubt that there is little real breach of discipline.

The routine of life for the prisoners is confined to the farm. The only outside contact mentioned was an occasional baseball game with the farmers. The farm work has to go ahead with few interruptions although ways are found to give an afternoon off from time to time. On the other hand, the boys are said to take hold when work must be done and do not grumble at overtime. Their evening amusements seem to consist of sitting around the house or yard, listening to the radio, and playing games. The weekend is the time for baseball, etc.

There is no doubt that many more men could be accommodated by the construction of quarters equal to those existing and at small cost, and that maintenance there would cost no more than at the Reformatory; their labor would be valuable, although not equal to their keep, as there are weed patches and rubbish to clean up and no doubt a great many other chores. The chief obstacle to granting more honor men the privilege of living there seems to be the system of charging all the men's expenses to the industry. If the costs of the men while not at work were charged to the general institution, as is the case with the other industries, it would be discovered at once that it is as cheap to keep men at Clive as at Anamosa, assuming that there is no new construction. If new quarters must be constructed somewhere, there would be a great saving in moving some men to Clive. For two-thirds the cost of housing in cell blocks the men could be put in a very fine building of the type recently built at Glenwood. A building equal in comfort to the present one and to the ordinary home of the poorer farmers of Iowa would not have to cost more than a third as much as a cell house of the same capacity.

The financial considerations to be reckoned on include these: building would be cheaper at Clive while other costs are the same almost anywhere; some work would be gotten from the men that is now wasted; the farm as a money-maker has a very poor future because it is an ordinary Iowa farm; with a larger population on the place the per capita loss to the state would be less than that of the other state institutions, provided that the farm saves the necessity of building costly cell houses.

However, Clive is by no means the ideal place to have a penal colony for two good reasons: it requires very little labor for the amount of the investment as it cannot use an indefinite supply of unskilled labor; and it is not the type of enterprise that profits from being handled as a large unit.

For efficiency in its farm industry, which is only the other side to giving honor prisoners a chance to reconstruct their lives under wholesome conditions, the state must have agricultural information of a specific sort. In the past the mistake has been made of trying to farm like other people, who have to pay for their labor and will not support men when their work is not needed. The agricultural adviser should be instructed to use a large labor force for the size of the investment and to take advantage of the scale of operations on which the penal industry can operate.

DESCRIPTION OF CLIVE FARM

THE LIVING QUARTERS

The convicts at Clive live in an old two-story brick farm house. There are four rooms that can be used as dormitories; there is a toilet on either floor and a shower-room in the basement; and there is an office, a small bedroom, mess hall, kitchen, and a basement.

Three rooms are in the 'l' that projects to the rear of the main building; on the upper floor is the small dormitory used as a pesthouse and on the lower the dining room and kitchen. The dining room has windows on two sides and is large enough to feed the twenty or more men easily. The kitchen is small.

The ground floor of the main part of the building is taken up by a large dormitory room and a bathroom on one side and the office and small bedroom on the other. Upstairs are two more dormitories, each nearly one-half of the house in size, a toilet, and the entrance to the pesthouse dormitory. The three dormitories that are in use have light and air from three sides and are more than large enough for the eight or so cots apiece and the few other furnishings. All of the rooms proved upon inspection to be clean, but the crude unpainted floors, furnishings and woodwork give the impression of untidiness. The basement contains several deep, well-built, rooms, with concrete floors; it contains a set of showers and a modern furnace.

The house, in short, differs from the ordinary farm home only in that it has toilets on two floors, running water in the kitchen, a large dry basement, and a good heating system.

To provide for more men, more cots could be put into the dormitories, particularly the one used as a pesthouse, which ten men would probably crowd. An additional plant of the same capacity could be constructed cheaply. Building materials on the place include limestone and lumber (there is 100 acres of timber.) Of course, it would be necessary to avoid all kinds of unnecessary fixtures if costs were to be kept down.

REASONS FOR ABANDONINGOffered by Accountants

In 1932 a private accountant employed by the state to report on the Anamosa institution filed the following statements as part of his report to the Board of Control.

"It will be noted from Exhibit "D" that a loss of \$3093.44 was sustained in the operation of Clive Farm during the year ended June 30, 1932 according to the records and what data we were able to secure. As explained in the Appendix Section, we are of the opinion that the loss would have been approximately twice as great if the necessary data for correcting the figures had been available. It should also be noted that for the year ended June 30, 1931 this industry lost \$40,750.58." (p. 3)

"We are inclined to question the wisdom of continuing to operate this industry at a loss as it is not needed by the Institution. It provides a possibility for more or less frequent escapes causing expense to the state and if discontinued could not doubt be rented so as to provide some revenue." (p. 6)

The Auditor of State reported after the next fiscal year:

"When it is considered that there is an investment of approximately \$225,000 in the Clive Farm Industry at June 30, 1933, after writing down the value of the land \$61,507.51 to the present appraised value, and the interest on this investment at 4% amounts to \$9,000 a year in addition to the above losses, it would appear that immediate consideration should be given the possibility of eliminating these losses." (p. 3)

TRAINING SCHOOL FOR BOYS AT ELDORA

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TRAINING SCHOOL FOR BOYS AT ELDORA,

DESCRIPTIVE MATERIALS

- 1871 The institution had to struggle against public prejudice in its attempt to develop a home atmosphere rather than to become like a prison.
- Aversion to school work was to be expected from the boys committed to the institution.
- It was intended that the discipline should be mild and emphasize reform.
- The institution felt called on to make a showing in its production of farm produce and requested more animals and equipment.
- Many of the boys came from degraded homes and were unused to kindness. Their socialization must begin at a low level.
- 1877 The spirit of the institution was reform of the individual. Neglect of the boy after return to the community was held responsible for many relapses, and private persons were asked to take an interest in the boys in their communities.
- 1881 The problem of getting a sympathetic reception for boys when released was still acute.
- 1885 It was pointed out that a few of the children were from good homes.
- 1889 The children were nearly all incorrigible and wayward when committed, and came mostly from broken or vicious homes. They were difficult to manage. The majority were unable to read or write.
- 1899 The Board of Control complained that innocent children were wrongfully committed to get rid of them, to their great harm from association with delinquents.
- 1902 The emphasis was on familial care, military training, music, athletics and education, not on penal methods. Smaller cottages were desired.
- 1905 The institution discovered that it was unfitting boys for free life by keeping them too long.
- 1908 The return of boys to the community had been speeded up.
- 1916 Again, the public was asked to take a cooperative and friendly attitude toward the parolee. The school itself was struggling against

prejudice.

A survey of street trades at which the institution boys had formerly been employed showed that as many had worked at more than one trade as had never worked on the streets. Newspaper distribution accounted for only one-fourth of the jobs.

1918 One doctor attempted for a time to give fatherly attention to the hundreds of boys.

1920 Psychological tests administered by the physician lead to better classification in school. An ungraded room under a trained teacher was desired.

The physician had taken over the Illinois system of intelligence and psychopathic testing.

1920 The farm was regarded both as a source of income and as a necessary training facility.

1922 Parole on a simple basis of merits earned by good behavior was blamed in part for the fact that one-third of all boys admitted had been inmates before.

A "finishing cottage" was desired to give the boys more independence and better family life to fit them for return to the community. One of the old cottages would be used as a disciplinary cottage.

The intelligence tests lead to a demand for information as to the boy's home conditions, to be learned by a field worker. The boys include an unusual number of lower intelligence.

1924 Some of the boys had been out of school a long time, and very few of them were eager students.

The physician reported that the psychological testing could not continue without special funds and would be of doubtful value without a field worker to get social history. Boys with unusual behavior must meantime go to the Psychopathic Hospital.

A psychologist applied some recent concepts to the behavior problems of the boys. Environmental factors taken as a group were given the bulk of the responsibility for delinquency.

Legislation for the transfer of children to institutions better fitted for them was recommended.

1926 Summer study by teachers was encouraged.

1928 Buildings had become a problem, and a new cottage each biennium was requested as a remedy for constant repairs.

A special grade for boys of low mentality had sixteen boys, none with I. Q's. over 50.

1930 Boys whose schooling had been neglected were numerous enough to simplify their instruction.

The mentally defective boys were assigned to the lower grades and the special room abandoned. Some were given work all day and no schooling. A special teacher was needed for those of low mentality.

In 1929 a third year of high school was added. Seven boys could not attend for lack of room. 197 boys, or one-third, were in the high school, against 48 four years before. The seventh and eighth grades could not accommodate all their boys, either. More rooms were requested.

A general description of the parole system was written by a graduate student. In parole work correspondence was used to a large extent in attempts to assure the boy a good home and satisfactory employment.

The superintendent's report mentioned the need of school space.

The high school group increased in four years from one-tenth to one-third of the population. High school boys are preferred for skilled vocational training.

Public opinion held too unpleasant a view of the institution, according to officials, resulting in the commitment of boys to other institutions who would be better off at the training school.

1931 Neglect by parents was blamed for many cases by an Eldora parole agent.

Many boys have received no real help except from the institution, and some families are as much problems as are the boys.

1932 The modern machinery in institution housework was requested for its training value.

The high school was brought up to standard, with four years of work.

1933 The Brookings Institution commended the medical, educational and recreational programs but noted weaknesses in the vocational training, and especially in the parole system. There were too few parole officers.

1934 The teachers were overworked.

The psychologist and the social worker of the Board of Control were expected to be of valuable assistance, both in the care of the

boys and in getting them transferred to the right institutions.

An unpublished description, with some recommendations of the superintendent, emphasizes the importance of more contact of boys and officers in the institution, the difficulty of finding homes or work for parolees, the need of parole service, and the evil of commitment by the courts to the wrong institutions.

Classification at Eldora was roughly by age and size and was not scientifically designed to help reform the boys, or to protect them from evil influences.

The testing by the state psychologist was expected to be of value in classification.

In the last year 292 newboys were placed on parole by the two agents. The number of boys on parole for which they were responsible was 412 at the beginning and 454 at the end of the year.

Eldora Training School for Boys, Report of Superintendent. 1871. Page 7.

People at first were generally disposed to distrust the ability of the institution to hold boys here, unless it was surrounded by a wall high and strong. During the last two years, though, the seasons in this section of the State have been dry, yet our crops have generally been good. We have done a large amount of labor for the forces employed. The boys have generally been cheerful, contented, and industrious; they have been easily managed, and but few have attempted to escape; and most of them have given evidence of improvement and true reformation. Most of the boys who have been discharged are doing well; they speak in the highest terms of the school, and show that it has been a very great benefit to them. With these results before them for the past two years, the people have become much more confident of the success of the work, and even those who at first denounced the institution in the most bitter terms, have acknowledged their mistake in regard to its efficiency and final success.

Eldora Training School for Boys, Report of the Superintendent. 1871. Page 12.

Very few boys who have a decided taste for books and study ever find their way into schools of this character. Indeed, an aversion to school and study has led very many of them into the habit of truancy, and thence into worse dissipation and crime. It can hardly be expected that boys of this character should be made to love study at once, and to make as rapid advancement as other boys who have a natural love for learning, and a strong desire to become intelligent, good, and useful men.

Eldora Training School for Boys, Report of the Superintendent. 1871. page 15.

For wilful disobedience, boys are required to take bread and water instead of their regular meals. For efforts to run away and for violent opposition to authority, they are placed in solitary confinement, that they may have opportunity to reflect upon their past folly and waywardness, and to form new resolves and better purposes for the future. We desire always to avoid the use of the rod, and all other violent and painful methods of punishment, believing that other and milder methods are much more salutary in reforming erring and impulsive youths.

Our course of discipline is mild, always appealing to the judgment and good sense of its subjects, and it has proved most salutary in its influence upon their minds. We believe that every boy who goes out from the institution with an honorable discharge, will be abundantly benefited by the lessons here received. That all will be entirely reclaimed and made useful, virtuous, and high-toned citizens, cannot be reasonably expected. But we feel confident that a very large percentage of them will go out entirely reformed in their manners, habits, and purposes of life and will yet live to be a blessing to the State that has so kindly cared for them, and has so mercifully saved them from crime, disgrace, and endless ruin.

Eldora Training School for Boys, Report of the Superintendent. 1871. Page 22.

In order to employ all our boys successfully during the farming season, we need about double the number of teams and agricultural implements that we now have. We also need several more cows, to furnish the institution with a good supply of milk and butter, without purchase. For want of means we have been unable to purchase anything like a full supply of these requisites. We have been compelled to be as sparing as possible in all our outlays, in order to avoid contracting a debt. The Legislative appropriations have hitherto been entirely too meager to meet the wants of the institution. Had a more liberal policy been pursued in the outset, the school would now have been much nearer self-sustaining.

Many boys sent to the place of reformation have been entire strangers to sympathy or kindness. Alone and desolate in the world, or cursed with dissolute and drunken parents, accustomed to abuse and degradation, these unfortunates look upon those they meet as enemies, and deem it no crime to cimmit depredations upon a community that does not care for their welfare. When brought under the influence of the school they are agreeably surprised to find friends; be kindly addressed, their errors mildly reproved, and encouraged in efforts to subdue vicious propensities. They are taught, (and it is frequently their first lesson in ethics) that to obey the laws, overcome evil passions, and act with kindness and justice to all persons, will insure happiness to themselves and promote the good of society. By appealing to their manhood and conscience, the germ of goodness in their hearts is aroused; the rubbish of bad examples and influences, subduing the sense of right and justice is removed. The boy sees with new light, and, convinced that those who have charge of him are his friends and laboring for his good, is seldom so depraved as not to appreciate such kindness, and the influence prompts him to lead a new life and become a good citizen.

Iowa Reform School, (Eldora)

ELDORA. REPORT OF THE BOARD OF TRUSTEES OF IOWA REFORM SCHOOL. 1877. Page 9

Many persons imagine that because some of the boys who have been discharged from the school have, soon after, become reckless and committed crime, that the school is not so great a blessing as its friends claim it to be; that the boys should be sent to prison for the first offense, and not trifle with crime by sending them to a reform school, at a great expense to the State. Such opinion is formed without evidence and consideration of the subject. The history of Reform Schools shows that a large percentage of the youths committed thereto have been reclaimed, snatched from the gulf of crime, misery and death in which they were about to plunge, and restored to society "clothed and in their right mind." All the good results derived by these reformatory institutions will never be known in time. Eternity will reveal them. When we consider the thousands of dear children in our country, who, in early life are left without parents, or, as is too often the case, parents whose influence over their children is evil, and only evil, making their conditions worse than that of orphans. The dissipated habits, licentious lives and wicked conduct of the parents is well calculated to kindle to a flame and latent evils of vice often inherited. These children must be placed under different influences or their career will be one of crime and death. The poor unfortunate youth thus left to go among the pests of society, without any good seed sown in his heart to take the place of tares already there, what hope can there be for him, while beset with evil passions and temptations on every hand? He gives loose rein to his evil propensities, and when tempted, commits crime. The only way you can reclaim him--save him--is by placing him in different society; give him a new train of thought; teach him to subdue his wicked passions; impress his mind with the happiness that virtue is sure to bring, and the misery that is always attendant of crime.

One thing more is necessary before these institutions can accomplish all the good intended. When a boy or girl is discharged from the school, though he may go with an intention to be honest, and support himself by industry and strict attention to business, it often happens that the unfortunate youth has no home--no friend that will give him shelter and provision until he can get employment. Spurned from door to door, with no one to cheer and encourage him, he becomes despondent, forgets his good intentions, and in desperation steals to satisfy his hunger and procure a shelter. All his better nature, all his honorable aspirations, all his resolves to be virtuous and merit confidence and respectability, all his hopes of happiness here and hereafter--all are swept away by the repulsive and heartless conduct of those who should cheer and encourage the returning prodigal.

How shall we overcome this great obstacle to a thorough reformation of our erring youths? We make but one suggestion. If possible, let there be some person in each of the cities in the State to whom the Superintendent can give a letter of introduction and recommendation to each boy or girl when discharged, if they have no friends to whom they can go and receive protection. The duty of this philanthropist shall be not to keep the youth in idleness, but feed and protect him, and assist the lonely in procuring employment.

ELDORA. REPORT OF THE TRUSTEES. 1881. Page 11.

Permit us again to call your attention, and that of the people of the State, to the duty of all good men and women to give aid and comfort, employment and support to our boys and girls. When they leave the School it is oftentimes a critical period in their history. It is an experiment fraught with peril. While in school they form correct ideas of life and duty; they adopt good principles and form good habits; by being controlled they have learned to control themselves. And in order that good work here commenced may successfully progress, they need the wise counsels of kind and sympathizing friends. Some of our boys and girls are welcomed by parents or friends into safe, good homes. But others, "alas! have no home," and encounter many rebuffs and heart-crushing disappointments, and fail to find that aid that their honest endeavors to do well demand. Many people are inclined to think that having been bad once, they are always bad, and that there is no such thing as reformation.

ELDORA. REPORT OF THE TRUSTEES. 1885. Page 3.

The children who are committed to the care of this Institution are not the offspring of paupers and the lower classes of society alone, but in many cases children of excellent parentage, who are rebellious of home, or school control, truants, vicious, incorrigible, unruly, beggars, vagrants, or of hardened nature with strong hereditary taints, who set at defiance all home discipline, and if left to follow their inclinations would early develop traits of character that would eventually lead them into habits of sensuality, selfishness, and sin; sin is not only a crime, but is also a misfortune, and, to guard against this misfortune was the inciting cause which led to the establishing of a State Reformatory.

ELDORA. REPORT OF THE TRUSTEES. 1889. Page 5

It is a sad fact that with few exceptions there are none good when first committed to the school. It is the incorrigible, the wayward and the bad that are sifted out of society by the civil authorities and sent here.

The greater portion of them can neither read nor write, and although young in years are old in sinful practices; they know almost nothing in regard to moral obligations or restraint and are exceedingly restless under the mildest requirements of the school.

While it is true that some come from families of respectability and who are well circumstanced in life, yet the large majority are from homes that are in part or in whole broken up, either by death dissipation, or domestic broils, and have therefore never known to any great extent the benefit of moral influences or restraint and have but vague ideas of their duty to either God or man.

Iowa Board of Control, Biennial Report. 1899

"Children of tender years are committed to these institutions by parents while in a fit of anger, by step-fathers and step-mothers who desire to be rid of them, while others are orphans with no one to care for them, and still others, accused of some trifling offense are sent to these schools that they may be fed, clothed, and educated at the expense of the state. Being brought in daily contact with criminals and associating with them, is it any wonder that their young lives are blasted, and they go out upon the world prepared for a career of crime....

It is well known that young and innocent girls are taught the vilest practices by the prostitutes committed to the school, and the evil influence of this class is so far reaching that it is scarcely possible for a girl to remain at these schools for any length of time and escape contamination...(So need a reformatory for the older and tougher girls.)

The board does not believe that the application of the lash, depriving of food, or the riveting of iron bars on the limbs of pupils has a tendency to improve their condition or assist in their reformation.

B. J. Miles, (Eldora, Iowa.)

It was founded in 1868. Since that time nearly three thousand boys have been placed in its care, about twenty-five hundred of whom have been graduated, leaving five hundred and fifteen now under its care. It is located in a beautiful park on a farm a mile west of the city. It is a part of our public school system, established, equipped and maintained by the state.

It is in no sense a penal institution. It is an institution of learning and discipline. A training school where the moral, intellectual and industrial education of the boy is carried on at one and the same time. Punishment for crime was not thought of in its inception. There was only the desire to make possible a method of salvation from crime, to prevent the boy from becoming a criminal, to furnish a refuge for those in danger of falling as well as for those who have fallen.

What nobler thought could inspire humanity to better deeds and the expenditure of a portion of the public money?

With this conception, the law was so framed that the boy comes to the school by order of the court, at any time after he is eight years of age, to remain during his minority, if he does not grade out before he attains his majority on a record of good conduct.

The institution is operated upon what is known as the family plan, fifty to seventy boys constituting a family. It would be better if only thirty to forty were in a family. A man and wife, both of whom are teachers, preside over a family. The family plan makes it possible to classify along the lines of moral obliquity very closely.

Every boy attends school four hours and works four hours each day. We have a carefully graded school with fourteen competent teachers, two of whom are special music teachers, one instrumental and one vocal.

Music is taught in all the grades; seventy-five receive special instrumental training, and they constitute the band and orchestra. An organ and a piano are provided for the chapel, and an organ for each school room. The orchestra furnishes music for our weekly entertainments and the band plays every day at the Institution, and frequently gives concerts in the towns near by, for we believe that music is one of the most helpful and necessary means to reformation, which we have at our command. Wagner thinks that music is an eternal memorial of the living God. He goes further and says, "It is the living God in our bosoms." Bartlett says, "time was, when men listened to music and went unconscious that they were trifling with a force; now we know that melody is power."

Athletic sports are encouraged and each family is furnished with balls, bats, a croquet ground, a lawn tennis court, and a foot ball. There are also indoor games for the winter months, and thus the boy is amused and entertained when not in school or at work.

The entire membership of the school constitutes a battalion of seven companies which are drilled regularly by a competent military instructor, and we find this very helpful in developing a good physique and carriage, and also in securing prompt and willing obedience.

The captains, lieutenants, and non-commissioned officers are boys of the school who wear their swords with pride and dignity, and who learn to command with a military bearing that is interesting to witness. The industrial training, as heretofore suggested, is second to nothing in

importance. We have classes ranging in number from ten to fifty that receive special instruction in mechanical and electrical engineering black-smithing, carpentry, tailoring, shoemaking, harness making, painting, paper hanging and decorating, dairying, gardening, florticulture, farming, cooking, laundering, and general house work.

And thus the boy's institution life goes on from day to day occupied constantly with work or play, school or music, military drill or some form of entertainment. He has no time to indulge his previously acquired bad habits of idleness and dissipation, and he finds salvation in this continuous round of occupation.

Eighty-two per cent are saved to good citizenship. They are scattered the world over, but most of them are located in Iowa. About six per cent have acquired a college education, a few of these have intered the professions. Scores are farmers, and in many instances own their farms. Five are locomotive engineers, three are passenger conductors, a dozen are station agents, one is a wealthy business man in Denver, Colorado, ten are stenographers, fourteen are telegraphers, four are in business on their own account in Chicago, ten are employed by large establishments in th at city. A score are cooks in hotels and on dining cars, two are dentists, three are doctors, three are real estate men, two are lawyers, two missionaries and three ministers of the gospel. Last winter a graduate of ours preached in our chapel one of the most excellent sermons that we have heard for many a day.

ELDORA. REPORT OF THE SUPERINTENDENT. 1905. Page 3

One of the conditions of this institution which distressed me greatly was to find many boys who had been in the institution a great number of years--many of them more than ten years, standing on the verge of manhood, lacking in self-control, self-reliance and that independence which follows one's caring for himself. There were many of them just arriving at their majority, yet absolutely helpless so far as being able to care for themselves was concerned. In my opinion, a state derives no benefit and a boy sustains irreparable injury in his remaining too great a length of time in an institution. Teach a boy to do something well and start him out in the world to meet the varied conditions, which are sure to overtake each one of them.

The present policy of this institution will be to occupy just as many boys at mechanical pursuits as may demonstrate their fitness for such training; thus relieving the State of their support as soon as possible, which will certainly be appreciated by the taxpayers.

1924. Eldora. Page 4. Supt. Report, cont.

excess, is productive of a repugnant environment that will drive the individual into anti-social behavior when it promises an avenue of escape from an intolerable situation; and that it tends to develop a definite mental set against all society by means of the mechanisms of transfer and identification. 7.7 per cent of these cases reveal this factor.

11. That inherited epileptiform symptoms take on a criminal aspect when the environmental conditions reinforce their functioning, - such as bad companions and over-developed sex interests. Only one of these cases shows this tendency.

12. That narcissism, being conditioned by an infantile view of life in general, and disregarding the socially acceptable solution of its problems is a contributing factor in delinquency. In conjunction with bad companions and the sex urge, it apparently functions in a definite way. Only one case belongs here.

13. That inadequate sublimation conditions a psychic situation, tense and powerful, the pressure of which needs only to be released by some concomittant factor such as bad companions or extreme suggestibility, in order to carry over into anti-social conduct. One case.

14. That the mere tendency to acquire or to possess is sufficient in young children to cause them to steal things, - the reason for which they are absolutely unable to give, - especially when the stolen articles are valueless and useless. In the absence of contributory factors other than bad companions, one case in this study has been classified here.

15. That practically all the factors that operate in these twenty-six cases of boys of superior intelligence are strictly environmental factors, concretely existent, but functioning on the psychic level and motivating conduct on the physical level.

16. That it is not possible, with our present limited knowledge of the complex character of delinquency itself, and with our rather scant information on the whole problem of behavior motivation, to point to a single apparently causative factor and say that that particular one is solely responsible in a given case. Any one desiring the complete report may secure same by applying to the Board of Control of State Institutions. Quite a complete report of the other boys was made by Dr. Morgan which report may be available at the Psychopathic Hospital.

To facilitate transferring wards from one institution where they have been committed, but on account of their age, physical and mental condition, or their behavior, to another where they properly should have been placed, will require special legislation. We recommend legislation whereby the board of control of state institutions will be authorized to make such transfers, after due investigation and careful consideration, if the board concludes such transfer for the best interest of the ward in question, such transfers to be made by the Board of Control.

In speaking of the faculty I must not fail to mention my appreciation of their cooperation and earnest work. Of the seven teachers employed during the school year of 1924-25 six members attended summer schools- two remaining the entire summer session.

The course of study provides work from the Primary Grades through the Tenth Grade. Few boys enrolled in the Primary Grades which include first, second and third grades. The largest enrollment in this division has been twenty-eight. Most of the boys in this division are young and are not much retarded. A few are past sixteen years of age and their retardation is due to neglect in school attendance. Two boys in this group who were past sixteen when they entered had been in so very little that neither were able to read or write; a reflection on the lack of enforcement of the State's Compulsory School Law. The boys so neglected have been able to make very satisfactory progress in their studies.

Another grade of primary level maintained is a grade for boys of low mentality. At present there are sixteen boys enrolled in this grade and none of them have an I.Q. above 50. A special department is maintained for these boys and elementary work in the "Three R's" are offered them, but few ever advance beyond the limit of primary grade. The school tries to train these boys to read through the primary grades, to write legibly and compute simple problems of wages, daily expenses and the making of change. In rare cases a boy from this group has shown a special talent or some unusual ability and he is given as much time as possible to develop his talent.

The housing situation and building situation will continue to need attention until a number of our old buildings are replaced with better and more modern buildings. On account of the poor materials used in building the Administration building and the older cottages, constant repairing is necessary. The mortar seems to crumble away leaving many open spaces between the brick and stone. It was necessary to do something last summer to prevent Cottage No. one from collapsing. Under the direction of the State Architect it was strengthened so as to make it safe for the present. Metal strips were used both inside and on the outside of the walls to hold them together and in position. This will last for years. We are asking for \$100,00 for a double cottage to replace Cottage No. one. This asking should be continued each biennial period until all the old unsafe and semi-fireproof cottages have been replaced. One cottage could be replaced each two years and the work and re-arrangement will not interfere with the running of the school.

The development of the high school has been remarkable and beginning with the year September 1929, a third of high school work was added to our course of study. The interest and progress of this class has been of the highest and has well been worth the expense and effort it has required. The high school enrollment for the year 1929-30 has been; 9th grade 103; 10th grade 60; 11th grade 34, or a total of 197 boys enrolled. At present there are seven High School boys enrolled who are not attending because there is no room for them. This makes a grand total of over two hundred boys enrolled in the high school classes at some time during the year. Four years ago the enrollment was 48. The increase in enrollment and the expansion of our course of study in our high school in this institution requires that consideration must be made for the future development of our Academic Department. We are now greatly restricted in our quarters. Rooms are crowded far beyond that which is considered to be ideal for the best educational progress. Our building was not constructed to meet modern high school conditions and instruction. We need more rooms and some of these should be equipped with furniture convenient for book-keeping and drafting classes. Subjects of this class are popular with the boys, and their interest and application to these exceed those of other subjects. The need of an addition to our present school building is immediate and \$30,000 for such an addition should be appropriated by our next General Assembly. Not only is there growth in enrollment of our high school department but the 7th and 8th grades are crowded. We have maintained a waiting list in these grades for new boys who are ready to enter these grades until some older boy is paroled. The Eight grade can accommodate 96 boys and at all times the enrollment has taxed the capacity of the room.

About three hundred boys are paroled annually from Eldora. The parole agents estimate that "more than eighty per cent of boys who are paroled, make good."¹ It is considered best to send the boys when paroled, into new homes and new environment, where they will have a chance to make a new start without an over-critical world watching them, expecting them to fail. For this reason the boys are "indentured" to people who wish to employ them. The character of each employer who proposes to take one of the paroled boys into his home, is carefully investigated before he is entrusted with that responsibility. An applicant, giving full information regarding his home, financial condition, and character. Five references must be given, including the names of a minister, a banker, a physician and two other persons.

If the parole agents receive satisfactory replies from the references, a summary of the application and reference replies will be transferred to a card, to be filed at the office of the school. A contract will then be entered into with the employer, providing a boy fulfilling the required qualifications if available for parole. The boy enters into a written agreement with the superintendent of the school and the parole agents. A special farm contract is sometimes sent out to farmers when they have had a boy the preceding season, and the arrangement was satisfactory, thus eliminating the lengthy investigation that was necessary the first year.

The Board of Control is notified of the indenture of each boy, and the principal of the school and the steward are also notified.

The boy makes regular reports to the parole officers twice each month. A financial statement or report containing a detailed account of the boy's expenses for the current month, signed by the boy and his employer is mailed to the parole agents the last day of each month. The remainder of the boy's earnings, after the expenses are deducted, is sent to the parole agents and is by them deposited in a bank to the credit of the boy. This money is held in trust until the discharge of the boy. The report of the parole agents state, "when the indentured boy is discharged, he receives a check for his savings, which in many cases amounts to several hundred dollars."²

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1. Iowa Training School for Boys. Report. op, cit. p. 67.
 2. Iowa Training School for Boys. Report. op. cit. p. 67.

Fred C. Runkle, (Professor, Training School for Boys) "High School Education for the Training School Boy", Bulletin of State Institutions, Page 30-31. (1930)

During the past four years there has been no material increase in the number of boys at the training school; but we have had to meet the problem of providing high school instruction in our academic department for an unexpectedly increasing number of boys who were able to carry high school subjects.

In September 1926 we had forty-eight boys enrolled in our high school. Thirty-two in ninth grade, or first year work and sixteen in tenth grade. In 1927 at one time we had eighty-two boys enrolled. In 1928 there were one hundred and thirty-five enrolled and when our school opened this September we had one hundred and sixty-two boys. Eighty-five first years boys, forty-eight second year boys and twenty-nine third year boys. Four years ago our enrollment in our high school department was about one-tenth of the boys in the school. Today one-third of the boys at Eldora are receiving high school instruction and making high school credits under the same conditions as near as we can possibly make them as if they were enrolled in any approved Iowa high school.

At present we are offering three years of ten months each of high school work under the same regulations that govern the approved work of the schools of the state. Each boy carries four subjects taught by teachers, possessing state certificates and all graduates of Iowa Colleges Each boy attends the school one-half day approximately four hours, and spends the other half day learning some vocational trade. High school boys are in demand in our best vocational departments. A list of the vocational trades pursued by the boys in the eleventh grade shows the following; electricians, plumbers, tailors, painters, shoemakers, carpenters, masons, printers, and musicians.

Iowa, Eldora: Biennial Report of the Parole Agents, 1934

"Types and number of opportunity for employment of paroled boys have not improved in the least, with one exception. Many of the parole agents' old contacts for securing work for the boys have ceased to exist. Common labor and trade employment are at a low point. Army and Navy officials are very severe in their elimination of our boys for enlistment in the service."

"The outstanding exception to the above has been our success in enlisting boys in the C. C. C. which may be accounted for by the fact that \$25.00 of their earnings go to the support of their dependents. The training at Eldora has fitted the boys for camp life and discipline, and the boys on the whole have shown a very fine spirit of cooperation in this work."

...."The lack of employment has been the cause of some failures which has necessitated a return to the Training School. However the C. C. C. has been quite a relief along these lines."

"We have succeeded in placing a large number of boys in good farm homes where most of them are doing well."

Iowa, Eldora: Bien Rep. Parole Agents, 1934

1933, 6 boys averaged \$8.67 per month on farms

1934, 9 boys averaged \$10.22 per month on farms

(only boys whose wage are accounted for to the school)

Table 14 Boys under care of Parole Agents,

Rural and Urban Distribution of Boys Received Prior to July 1, 1932, and Under Supervision

Placed	<u>1933</u>	<u>1934</u>
On Farms	21	7
In towns and cities under 4,000	31	8
In cities of 4,000 and under 8,000	20	4
In cities of 8,000 and over	<u>66</u>	<u>18</u>
Total in State	138	37
Out of State		
In county	1	
In cities	<u>2</u>	<u>2</u>
Totals	141	39

Iowa, Eldora Biennial Report, 1934. Table No. 1, Movement of Population.

Received

In school July 1st	561	512	561
Admitted for the first time	241	273	514
Returned for violation of parole	48	54	102
Returned from escape	5	4	9
Returned to be replaced	21	15	36
Returned for medical treatment	3	4	7

Discharged

Paroled	329	292	621
Escaped	17	18	35
Escaped from parents on visit	1		1
Died	2	1	3
Reached majority	7	7	14
Final	4		4
Transferred to other institutions	7	2	9
In school June 30th	512	542	542

Average daily population 542.72 527.91 535.31

BOND
MADE IN U.S.

RECEIVED

Iowa, Eldora Biennial Report, 1934. Table No. 2

	<u>1933</u>	<u>1934</u>	Total
On parole July 1st	326	412	326
Paroled	655	704	947
Paroles revoked	72	73	145
Paroles discharged	171	177	348
On parole June 30	412	454	454
1. In the county	82	96	96
a. In families	42	37	37
b. In employment	40	59	59
2. In towns and cities	330	358	358
a. In families	325	356	356
b. In employment	5	2	2

Iowa, Eldora Biennial Report, 1934. Table No. 3.

Duration of Residence in Institution of Boys Paroled

	<u>1933</u>	<u>1934</u>	<u>Total</u>
Less than 6 months	5	5	10
6 months and less than 1 yr.	11	30	41
1 and less than 2 yrs.	204	156	360
2 and less than 3 yrs.	55	41	96
3 and less than 4 yrs.	27	30	57
4 and less than 5 yrs.	16	14	30
5 and less than 6 yrs.	9	9	18
6 and less than 7 yrs.	2	3	5
7 and less than 8 yrs.		3	3
8 and less than 9 yrs.			
9 and less than 10 yrs.			
10 and less than 11 yrs.	<u>2</u>	<u>—</u>	<u>—</u>
TOTAL	329	292	621

Eldora, Biennial Report for 1934.Employees

Parole agents	2
Administration and financial	10
Medical department	8 (not full time)
Academic department	13
Cottage managers and matrons	16 (8 couples)
Heads of departments	28 (including 22 that are labeled for skilled occupa- tions: farmer, baker, engineer)
Officers--General	<u>13</u>
	90 (medics not full time)

SECTION 15

CLASSIFICATION OF CHILDREN IN IOWA

- (A) Descriptive Materials.....
- (B) Iowa, Board of Control, Biennial Report, 1899, Industrial Schools.....
- (C) Mitchellville, Superintendent's Report, 1905.....
- (D) Mitchellville, Industrial School for Girls, 1910.....
- (E) Mrs. Florence McFarland, Probation Officer of Des Moines, Iowa State Conference of Charities and Correction.....
- (F) Horace L. Houghton, Probation Officer of Sioux City, Iowa State Conference of Charities and Correction.....
- (G) Andrews, Juvenile Courts and Probation in Iowa..... 2
- (H) Charles C. Mantle, Juvenile Delinquency under Iowa Statutory Provisions and Administrative Practice, "Disposition of Cases"
- (I) Judge Cummings of Marshalltown, Bulletin of State Institution
- (J) Paul G. Adams, Dependent, Neglected, and Defective Children under Iowa Statutory Provision and Administrative Practice...
- (K) Eldora, Biennial Report, Superintendent's Report, 1934.....
- (L) R.L. Woolbert, Report of Oral Interviews, August 1934.....

CLASSIFICATION OF CHILDREN IN IOWA,
DESCRIPTIVE MATERIALS

1899 Wrong commitments to the training schools at the instance of parents unwilling to take care of innocent children were noted.

1905 Girls above legal age were committed to the Training School for Girls to save them from the penitentiary. This brought them in contact with younger and more innocent girls.

1910 Lowering the age limit at the Training School for Girls was advocated to protect the younger girls.

The Des Moines police court sent girls under 16 to the juvenile court, gave the others extra-legal probation or ordered them to leave town, sent them to jail and fined them, put them in private institutions at times, and sent a few to prison at Anamosa. A reformatory on a large farm was suggested as a humane way to eliminate and re-train these fallen women.

1916 Children were committed to training schools because there was no other place to keep them. The institutions and clinics that could have helped them did not exist.

1928 The percentage of juvenile cases committed to institutions declined from 1908 to 1913 and had returned almost to the original figure by 1917.

1930 A survey of juvenile cases in the newspapers showed that a few boys were sent to prison, three for property offenses. (These cases included the most extreme offenses, since they get in the newspapers; this is not an ordinary list of juvenile offenses.)

The Polk County juvenile court in 1929 had to choose among 17 places to send children, including Iowa City and Ames for psychological services.

A county judge wished all other judges to be informed that Eldora was a good place for boys and that the commitment of delinquents to other institutions was not especially desirable for the boys.

A survey showed the circumstances that leave children without family support, so that they are sent to institutions for dependents. (Some children of the same type go to training schools, since that saves the county some \$180 a year.)

1934 The classification of children in institutions and their transfer from one institution to another better suited for the child's care, was expected to profit from the employment of a social worker

and psychologist by the Board of Control.

The Des Moines chief probation officer stated that in spite of some psychiatric and psychological service in Des Moines and at Iowa City, the practical problem in a boy's case was usually to let him run the streets or put him in the training school. Private homes were desired but funds were hard to get. There was a movement to set up a farm home for boys that would lack other severe characteristics of the institution. Funds for boarding children in private families were also greatly desired for the welfare of the semi-delinquent, although cheaper than institutional care as well.

Iowa, Board of Control, Biennial Report, 1899. Industrial Schools

"Children of tender years are committed to these institutions by parents while in a fit of anger, by step-fathers and step-mothers who desire to be rid of them, while others are orphans with no one to care for them, and still others, accused of some trifling offense are sent to these schools that they may be fed, clothed and educated at the expense of the state. Being brought in daily contact with criminals and associating with them, is it any wonder that their young lives are blased, and they go out upon the world prepared for a career of crime....

It is well known that young and innocent girls are taught the vilest practices by the prostitutes committed to the school, and the evil influence of this class is so far reaching that it is scarcely possible for a girl to remain at the school for any length of time and escape contamination.....(So need a reformatory for the older and tougher girls.)

The board does not believe that the application of the lash, depriving of food, of the riveting of iron bars on the limbs of pupils has a tendency to improve their condition or assist in their reformation.

MITCHELLVILLE. SUPERINTENDENT'S REPORT. 1905. Page 2

In some instances they have been committed two and three years beyond the limit. This, of course, does not appear upon the commitment papers. But it is a very common occurrence for a girl to approach me after she has been in the institution a short time and declare that she is a year or two older than the commitment papers state. The relatives also write to inform me that this is a fact, thinking thereby to secure the release of the girl before she is prepared to leave the school.

This means that these relatives deliberately perjure themselves for the sake of having their girls placed in this institution rather than permit them to roam the streets and go to ruin. One of the judges remarked to me sometime since, "Ethically speaking, it is all right".

I have been approached by a number of citizens who are deeply interested in this matter. Notably those who look after the wayward and delinquent girls, that the age limit should be advanced to eighteen years. One of our judges told me that it was a case of either sending this class of girls to the penitentiary or letting them go to ruin, and that he thought the latter was more humane. He claimed that, with a year or two of our discipline, that he was sure the girls would be much benefitted and many saved from a life of degradation. This sentiment has grown strongly and the feeling seems to be that the age limit for admission should be placed at eighteen instead of fifteen. We have at least one hundred girls in this institution, at the present writing, that are about the age mentioned. We have ample provision for taking care of the wayward girls. With the new cottage there would be no danger of any pernicious influence emanating from this source. Personally, I feel this is a matter that should receive earnest consideration; and girls sixteen, seventeen and eighteen should not be sent to the penitentiary or even to the reformatory.

MITCHELLVILLE. INDUSTRIAL SCHOOL FOR GIRLS.. 1910. Page 4

We have had a number of girls committed to our institution the past biennium who were in their eighteenth year. We feel it unjust to our young girls to receive girls at this age in our institution, as they are usually old in sin and can do us more harm than we can do them good. For the best good of our young girls I would urge the lowering of the maximum age to sixteen years for commitment to our school.

IOWA STATE CONFERENCE OF CHARITIES AND CORRECTION. 1911 (1910), Page 64.

Mrs. Florence C. McFarland, (Probation Officer, Des Moines, Iowa.)

There they remain until called before the police judge. The girls under sixteen are given over to the Juvenile Court, the girls between sixteen and twenty are sent home to their parents, if it is their first offense. We have been fortunate in Des Moines the past few years in regard to police judges, they have dealt with the problem in the best possible way under existing condition.

The girl vagrants, who have been up the second time, third or fourth time are fined, jailed, or given so long to leave the city. The results are, that they return under assumed names and are rearrested, and keep on, going from bad to worse. There is nothing done for them of a reformatory nature. They all need hospital care, but where is the hospital that will take in a class of women of this kind? As a regular thing they are afflicted with a disease worse than small pox and are a menace to society.

They are passed on to the criminal judge, who sometimes sends them to Anamosa. The fines of these women are usually paid by men, who, when released will give them more liquor.

But by far the greater number of women, who find their way to the police court, are girls too old to be sent to Mitchelville and not bad enough for Anamosa. These are girls found upon the streets or are brought in from houses of prostitutions, hotels, cafes, restaurants, chop-suey restaurants and saloons, who are repeatedly fined, jailed, or given so long to leave the city and who just as repeatedly, return under assumed names and are once more called into court. The Judges deplore this state of affairs, but are helpless so long as there is no place to send them where curative methods could be attempted. They have been glad to avail themselves, in many cases of private institutions such as the House of the Good Shepherd. The State has no right to ask private institutions to assume burdens which should rest on society as a whole. Besides the number is too great to be disposed of in any way but a state institution, supported from the public funds.

At present all delinquent girls under eighteen can be sent to Mitchelville, but a great many of these girls are immoral and should not be placed with incorrigibles, or girls who were sent to the industrial school on account of lack of discipline in the home, for which the parent is to blame and not the girl.

Personally, I do not believe in trusting solely to reformatories, if the case of all the misery and degradations could be rooted out; but as long as present conditions exist, some way must be provided whereby the victims of circumstances can be cared for in a humane way, instead of being turned loose to hideously destroy themselves and others.

Such an institution could be on a large farm, where all manner of industrial training could be given, designed to fit the girls and women for useful lives when they are pardoned. This industrial feature should also enable the institution to be partially self-supporting.

-2- Mrs. Florence C. MacFarland.

Page 65

SUMMARY.

First:- We need a woman's reformatory, then, for reclaiming and making useful citizens of the girls of our streets. Second:- For the quarantine and treatment of diseased women. Third:- To relieve the present impossible problem of our girls Industrial School of Mitchellville.

THE IOWA SITUATION IN JUVENILE PROBATION.

Horace L. Houghton, Probation Officer, Sioux City, Iowa.

There is a class of children for whom no provision is now made. It is illustrated by the boy who does not seem to be a fit subject for any institution now in the State. For example, Charles a boy aged thirteen was committed to Eldora in the following words: 2. "The Court finds that the boy is mentally deficient but not enough so as to be a fit subject for the State School for the Feeble-minded at Glenwood. He also seems to have immoral tendencies. He is a fit subject for some corrective and educational institution." He was placed in the Boys and Girls Home and later sent to Eldora. He had been excluded from the public schools. All who have had any dealings with him including the Neurologist are convinced that what Charley needs is to be placed in a Psychopathic Clinic for special study and training.

Another example is that of a girl aged eight of a Russian Jewish family. Her mother is deaf and dumb and the girl has run wild like a little animal, an easy prey for the debased men of the bottoms. She has burglarized houses and is mature in the knowledge of the world's sin and finally was brought into Court in a badly diseased condition. She was committed to Mitchellville but simply because there was no other place for her. Here, too, is a case where the Clinic is needed. We have had other cases illustrative of the same need.

Andrews, Juvenile Courts and Probation In Iowa. Thesis, 1928. Page 55

For the ten year period, 1908-1917, the number of commitments and the percentage to state and private institutions is shown in the following table.

TABLE XI

<u>Year</u>	<u>No. Committed</u>	<u>Percent</u>
1908	356	45.8
1909	127	34.7
1910	356	38.6
1911	343	36.8
1912	355	36.8
1913	276	27.0
1914	392	33.5
1915	290	40.3
1916	513	40.3
1917	617	42.6
Average	362.5	37.8

Thirty-seven percent of the cases before the courts were committed to institutions as against 43 placed on probation.

The commitments to institutions for this same period from counties within the legal provisions for probation service is shown in the following table. The number of commitments to institutions is shown in Column I; the percentage of the total number of cases handled in court committed to institutions is shown in Column II.

Mantle, Charles C. Juvenile Delinquency Under Iowa Statutory Provisions and Administrative Practice. Iowa State College, 1930. Pages 109-111.

Disposition of Cases

The handling of the fifty-two cases as reported by the newspapers shows thirteen different types of disposition. Seventeen cases were still being considered when the issues of the newspapers used, were published. The largest group of cases disposed of was the one in which the boys were paroled by the judge to responsible parties. Although nine boys were sent to Eldora, only four were sent there for the first time. The other five had broken their paroles and were being returned to the institution.

Our sense of justice is shocked when we read that five boys ranging in age from sixteen to eighteen years have been sentenced to penitentiaries. Two boys, sixteen and seventeen years old respectively, were sentenced to Ft. Madison for murder. Two other boys, seventeen and eighteen years of age respectively, were sentenced to serve five years at Anamosa for breaking and entering. The fifth boy to receive a prison sentence, had stolen automobiles. He was given a ten year term sentence at Anamosa. The fourteen year old boy who was tried for the murder of his nephew was found "not guilty". The death was presumed to have been caused by an accident while at play. However, the accused boy was not allowed to return home, but was sent to a private school.

Table XXXII gives a detailed account of the disposition of the fifty-two cases under consideration.

TABLE XXXII

DISPOSITION OF CASES

DISPOSITION OF CASES	NO.
Bail furnished by parents	2
Held in jail	2
No final disposition given	17
Placed on probation	2
Paroled to responsible party	7
Returned to Eldora (Out on parole)	5
Sent to Eldora (First time)	4
Sent to Anamosa (Five years)	2
Sent to Anamosa (Ten years)	1
Sent to Ft. Madison (Life)	2
Sent to private school (Paroled)	1
Sent to detention home	4

Mantle, Charles C. Juvenile Delinquency Under Iowa Statutory Provisions and Administrative Practice. Iowa State College, 1930. Page 74

Table VIII
Institutional Cases for 1929 Polk County Juvenile Court
Summary

Institution	Total	New and reopened			Continued		
		Boys.	Girls.	Total.	Boys.	Girls.	Total.
Eldora	44	20	0	20	24	0	24
Mitchellville	21	0	18	18	0	3	3
Home of Good Shepherd	14	0	6	6	0	8	8
St. Monica Home	16	0	8	8	0	8	8
Salvation Army Home	2	0	2	2	0	0	0
St. Benedict Home	1	0	1	1	0	0	0
Flannigan Home	3	0	0	0	3	0	3
Toledo	14	2	4	6	7	1	8
Stanton	1	0	0	0	1	0	1
Woodward	4	1	2	3	0	1	1
Glenwood	3	1	2	3	0	0	0
Des Moines Child Home	3	0	0	0	2	1	3
Davenport	58	28	18	46	8	4	12
Ames	3	2	1	3	0	0	0
Juvenile Home	1	0	0	0	1	0	1
Grand Jury	3	2	0	2	1	0	1
Iowa City	49	20	25	45	2	2	4
Total	240	78	87	165	49	28	77

Dismissed-Continued-Probationed-Paroled- 421
 2. These children are taken to Ames to supply the Home Economics Department Practice Houses.

Cummings, B. F., (Judge at Marshalltown) Bulletin of State Institutions.
 Vol. XXII., p. 5. January, 1930. No. 1

Judge Cummings: May I make a suggestion and this is from the standpoint of the courts. I wish a copy of that address could be mailed to every judge in the state with his attention called to it. They have been more inclined to view the school at Eldora, rather as a punitive institution, instead of an educational institution and therefore rather as a cushion, they frequently send juvenile offenders to the wrong institution, thinking they want to make it as light as possible, rather than to benefit the pupil. Many are sending to the Juvenile Home at Toledo when they should be sending to the school at Eldora, for their own benefit. If the judges of the state knew just what that institution is, they would stop making these mistakes.

Member Roberts (presiding): Mr. Von Krog, you will have a copy made and mailed to every judge in the state.

Adams, Paul G. Dependent, Neglected and Defective Children Under Iowa Statutory Provision and Administrative Practice. 1930. Page 72.

The Iowa Bureau of Child Welfare some time ago announced through its bulletin¹ a list of causes which forced dependent children into institutional life. The study of these causal factors covering the period of a year show that of the children committed:

- "1. Two per cent were full orphans.
2. Three per cent had parents who were living together under very bad home conditions.
3. Three per cent had fathers in some state institution.
4. Seven per cent had mothers in some institution.
5. Twelve per cent had deceased fathers.
6. Twenty-five per cent had deceased mothers.
7. Twenty-two per cent had parents that were separated.
8. Thirteen per cent had divorced parents.
9. Thirteen per cent were children born out of wedlock."

¹. Iowa State Board of Control. Child Welfare 1, No. 6:2. 1928.

Eldora. Biennial Report. Superintendent's Report. 1934. Page 27.

The employment of a Social Worker and a special Psychologist by the Board of Control a few months ago, is becoming a very valuable department for the welfare of the boys. It will be helpful in "discovering, placing and training," the boys. It will also help us as soon as a new boy is received to place him to better advantage in school and in some cases, boys having been committed to wrong institutions, in having him transferred to the institution where he properly belongs.

I talked with Mr Devine, Chief Probation Officer in the Juvenile Court. The supervision of delinquent children is a serious strain on his staff, as it is wherever the probation officers take the work seriously. Cases that are definitely psychopathic, such as a girl now at the home who tears up towels or clothing, etc., are hard to dispose of: The psychological service at the Health Center is so pressed for time that a child cannot be fully studied; it is some difficulty getting them admitted to the Psychopathic Hospital at Iowa City. There is no alternative, as far as the usual run of ~~of~~ delinquents is concerned, between leaving them at home and on the city streets under demoralizing conditions or sending them to Eldora. Placing in private homes has made no headway, although in some cases the fact that it is cheaper for the county to pay board in a home than to pay half the costs at the Toledo or Davenport institutions has lead the court to place out dependent children. The court has authority to place children out but would be criticized for the expenditure.

To meet this situation of having either to send a boy to Eldora or let him run wild, the Junior Chamber of Commerce has attempted to set up a farm home for boys. This would be run strictly but would not be compulsory. No doubt the need for this sort of thing has been felt by many people. In fact, Toledo and Davenport have been used for that purpose many times.

The other alternative is to place in private homes. This would be done by the existing children's home society and of course would not cost as much as institutional treatment. My own idea is that there would be a rapid increase in the use of private homes with a salutary effect on the number of boys later committed to Eldora and Anamosa, if two things were done: if the public were educated to see the economy and good sense of placing out the semi-delinquent child; and if the same authority had to pay the cost of care, whether at Eldora or in a private home. As it is the county escapes the cost by committing to Eldora and would have to pay if they boys were put in private homes. Also, the state taxpayers pay twice as much to keep a semi-delinquent at Toledo or Davenport as would the county taxpayers in a private home. Either of two things could be done: to pro rate the entire cost at Eldora to the counties, or to give state funds to the counties for private home care (or let the county courts commit the children to the Board of Control for placement, etc.)

From Mr Miles of the Eldora parole staff I got some idea of the situation just mentioned. Many semi-delinquent and semi-problem children do go to Toledo while the Eldora boys are largely those that the counties are sure cannot be allowed to ~~stay~~ stay in their own homes. An actual offense usually prevents a boy's being sent to Toledo instead of Eldora.

SECTION 16

CARE OF THE FEEBLE-MINDED CHILDREN IN IOWA

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(A) Descriptive Materials.....	252
(B) Dr. O.W.Archibald, Supt. of Glenwood, <u>Iowa State Asylum for Feeble-Minded Children</u> , 1879.....	255
(C) Glenwood, <u>Report of the Superintendent</u> , 1920.....	257
(D) Earl S. Fullbrook, "The Feeble-minded", <u>Applied History</u>	258
(E) Glenwood, <u>Report of the Superintendent</u> , 1930.....	259
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(G) Max E. Witte, Supt. of Glenwood, Report of the Quarterly Conference, <u>Bulletin of Iowa Institutions</u>	264
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CARE OF FEEBLEMINDED CHILDREN IN IOWA,

DESCRIPTIVE MATERIALS¹

- 1879 Farming was the preferred industry for training the children.
New applicants were crowding the existing facilities.
- 1920 A description of the two departments at the Institution for Feeble-minded Children at Glenwood was written by the superintendent. The "asylum" group of children could be trained very little and were of little usefulness. The "custodial" group were the useful workers who lacked capacity to labor under ordinary conditions outside the institution. The imbeciles were more numerous than the abler morons. Children who had had unfortunate experiences proved to be very hard to retain, especially, the older ones. Children with delinquent tendencies were hard to handle and caused the superintendent to advocate good school training by the institution, since these children have the most intelligence.
- 1925 The law for commitment was described.
- 1930 The fire hazards of an old inflammable building at Glenwood, housing 400 girls, caused a request for piecemeal rebuilding of the structure.
- 1931 Some 150 children were awaiting admission to the institution at Glenwood. The state had to turn back children not wanted in the community and contrary to the desires of parents, courts and citizens.
- The children committed came from families of all social levels, so that stopping the reproduction of defectives would not be an adequate remedy.
- Feeble-minded parents were in some places permitted to rear large families under the worst conditions. (Incidentally, the superintendent who investigated this case was under no obligation to do field work of this sort.)
- Another case was given of a family that had increased while living in full view of a community that did not know what to do with them.
- Other families were not obviously feeble-minded but were continuous public burdens, and always required supervision when at work. Their children could be expected to be as their parents.

¹/ See also Mental Hygiene in Iowa, Descriptive Materials.

The other superintendent expressed the philosophy that the defectives can be useful citizens if society builds up a situation in which they can live and trains them according to their capacities.

The sterilization law was declared unworkable, since the superintendents responsible for the institutions would have ninety-nine county seats and four state children's institutions to visit in the year.

1932 The superintendent of the institution at Glenwood reported that the boilers were unsafe and ineffective.

He explained the meaning of "custodial" again. It meant that the children are employed in the institutional household tasks. This was felt to be best for the children's happiness as well as reducing costs.

1933 The report of the Brookings Institution commended in general the two institutions and the state psychopathic hospital, but deplored two conditions: (1) the long waiting lists, and (2) the lack of social service facilities. The remedy proposed was a state welfare program that would put state workers into every community when needed, to prevent unnecessary commitments, provide local control of the feeble-minded, and permit the release of many who otherwise would stay in the institution. More buildings, either for care or for examination, were not advocated but were not discouraged. The main point was to build up a field service around existing facilities, particularly utilizing the expert services available at Iowa City Psychopathic Hospital.

The sterilization act was found unworkable and unused.

1934 The institution for children at Glenwood had increased in population owing to the addition of a new cottage. The demand for the admission of new persons was increasing, with 100 applications on file. New construction at Woodward was recommended.

The state institutions operated large farms to supply their own needs.

1935 The old inflammable building was again recommended for destruction and for replacement of a new building, costing in all, \$350,000. Asking for the other institution for two buildings were \$350,000.

The superintendent of the Hospital for Epileptics and School for Epileptics and School for Feeble-minded at Woodward stated that "only emergency cases can be taken."

At Glenwood there were 150 applications for admission on file for persons of all ages, including 82 for children.

At Woodward there were 146 applications on file, including 89 for persons 20 years of age or under. Very few were from rural counties. (Since citizens and courts have had several years in which to learn that emergency cases only can be admitted, there must be a large number of cases not committed who would be if the state had room for them.)

IOWA STATE ASYLUM FOR FEEBLE-MINDED CHILDREN. 1879. (November) Page 27.

O. W. Archibald, M. D., (Supt., Glenwood, Iowa.)

REPORT OF THE SUPERINTENDENT.

..... It is surprising to see the amount of earth our feeble boys have removed, which not only adds beauty to our grounds, but stimulates them to industrious habits and develops their enfeebled minds and bodies, thus rendering them happier, and each day more useful.

The day is not far distant when a farm will have to be purchased to furnish employment to the boys of the institution, and in this way a large percentage of them are made self-sustaining. Farming seems to be better adapted than any other form of labor to our children, under the direction and guidance of a good instructor. It is true that work-shops of various kinds have been established in connection with institutions of the older states, and wonderful efficiency attained in brush and broom making, manufacturing chairs, boots and shoes, carpenter work, etc., but the experience of all similar and older institutions is that farming is the most beneficial, profitable and satisfactory.

IOWA STATE ASYLUM FOR FEEBLE-MINDED CHILDREN. 1879. (November.) Page 29

O. W. Archibald, (Supt. Glenwood, Iowa)

REPORT OF THE SUPERINTENDENT.

The old house which has done good service for the purposes for which it was designed, viz: to provide a home for soldiers' orphans, is wholly unfitted for the proper care and training of the present number of feeble-minded and imbecile children under our charge.

The Board cannot fail to see that the large number admitted since our last report, and a continuance of such increase, demand, not only a large edifice, but more teachers, suitable apparatus, and appliances for the efficient performance of this noble work. Our school-rooms are entirely too small, and our day and sleeping apartments too crowded and few in number to healthfully and comfortably accommodate our present number of pupils.

The great number of pressing admissions into our institution is of itself sufficient to show that the establishment of this institution provided for a felt want, and now that the discouragements connected with its opening and earlier history are nearly lost sight of, its friends are justified in indulging the hope that the object for which the Asylum was established will be fully realized, and the interests bettering the condition of the imbecile, so conducive to the advancement of society by its means, will be materially advanced.

As I have heretofore stated, the institution is crowded to its utmost capacity, and applicants are still pressing for admission. With a better acquaintance with the results accomplished here this pressure increases, and the accommodation of applicants is to us an important problem.

Asylum Department.

There are no material changes in the work with the children of this division. These cases are the more helpless ones, depending largely upon others for all their wants. The tendency in an institution such as this is toward accumulation of this class, as many of the brighter children are removed to their homes after they have received all the education and training we can give. The death rate among this class is higher than in other divisions, but even so it is a fact that there is a slight increase each period, of this class of children.

There is little that can be done for them in the way of education, as ordinarily meant, but habit training is by no means neglected, together with some form of light manual work, and there are many gratifying results along these lines.

These children are housed in separate wards or buildings, and as nearly as can be, in buildings designed and adapted to their special needs.

Custodial Division

I feel that the above title always calls for a little explanation. The inmates in this department are those with capabilities, the high grade imbecile and moron class, who are beyond the school age, either having passed through our school and received training with us, or who have come to us too advanced in years to be benefitted by any form of school room work. These children are the useful workers of the institution. Without their help the many industries and activities that we operate could not be maintained.

It should be understood, however, that those in this division are not capable of filling a full measure of a day's labor of any type, nor can they do their work except under guidance and control. In other words, they do not have the judgment and reason to carry out of the ordinary affairs of life successfully when left alone.

The percentage of the higher types (moron) is small, the majority of of the workers being of the imbecile class. The boys are on the farm, garden and orchard, working on the brickyard, in the shoe shop, carpenter shop, machine shop, with the engineer, in the laundry, grading grounds, etc. The girls in the kitchens and dining rooms, laundry, and on the wards helping with the general housework.

These older children are, as a rule, happy and contented, and fit in their niche in institutional life far better than they would in the complicated environments of the outside world. With us they have congenial friends, occupations suited to their abilities and amusements adapted to their needs. They receive direction and are under control. On the outside most of these essentials are lacking, and in many instances it seems to be courting disaster to disturb their life at the institution.

COUNTY WELFARE WORK.

Earl S. Fullbrook. The Feeble-Minded.

Legislative Provisions. -- Any person who is a resident of Iowa, who, by reason of deficient intellect, is unable to acquire an education in the common schools is entitled to physical and mental training at public expense in the Institution for the Feeble Minded at Glenwood or the Hospital for Epileptics and School for Feeble Minded at Woodward.

Application for admission to the institution is made by the father and mother, or either of them if the other be dead or adjudged insane, or by the guardian. If there be no guardian the board of supervisors or county attorney of the county in which the feeble-minded person resides must make the application. The county is liable for the cost of the court procedure, transportation, and of any clothing furnished its residents by the school. The rest of the costs are paid by the State.

When any person residing in the State is supposed to be feeble-minded and, because of the lack of proper supervision, control, and care, it is unsafe and dangerous to the welfare of the community for him to be at large, any relative, guardian, or reputable citizen of the county may petition the court to provide for the care and detention of such person. If the court finds the person to be feeble-minded it may either appoint a proper guardian or send the person to a private or public institution qualified to receive such persons. Children brought before the juvenile court as delinquent children may also be handled as provided above.

The cost of such proceedings are paid by the county as are costs of maintenance when the court commits the person to some public or private hospital, except when the court orders the feeble-minded person, or anyone legally responsible for him, to contribute toward such expenses.

GLENWOOD. REPORT OF THE SUPERINTENDENT. 1930. Page 4.

I have been particularly impressed of late with the fact that it is practically impossible to obliterate from the minds of the higher types the misadventures through which they have passed before reaching the institution, at an early adult age, and it is in these older cases more a matter of care and detention than it is of improvement, either in morals, general ethics or industrial features.

We shall of course at all times have to receive the feeble-minded of varying types of intelligence, and of varying ages, and this institution is fairly well prepared and equipped to care for all such except those known as delinquent defectives, meaning by that, those who are anti-social in their habits and require confinement. These are found among the higher types and are rather difficult to manage but fortunately they are not very numerous in our state. I am only incidently mentioning this in connection with the thought I have that the schools, and the school training should be the paramount feature of this institution, and every effort made to expand and increase the usefulness of the various classes which made up the schools. It is with a great deal of pleasure that I look back on the last two years and the work that has been accomplished by the ladies who have formed our teaching corps. I can confidently say that this period has been the high water mark with us in such training. It is unnecessary, in this report to speak of methods. Your Board has visited the schools many times and on many occasions and I now understand the efforts we are making along this line. I would like to add that I have found our schools have been a great satisfaction to parents and others who have feeble-minded children here.

Requests for Special Appropriations.

It has been rather a difficult matter for me to decide what would be proper and advisable to ask for as special appropriations for the next period. It has been explained to your Board, and I think you know, that the girls custodial building, which houses over four hundred of the custodial and asylum cases, many of them crippled and a number absolutely helpless, is the one dangerous building we have in regard to fire hazard. It is in no way fireproof. When originally constructed, it was about the cheapest form of construction that could be devised. The floors are wood, the joists are wood, the beams are wood, the walls are lath and plaster. This building is one that is more crowded than any other, and gives us constant concern, particularly during heavy thunder and lightning storms which occasionally visit this vicinity. I have talked this matter over with your Board to some extent. We have tried to protect the building in every way. When the fire equipment mentioned was purchased we had this building in mind as a hazard. The building is equipped with water stand pipes, to which hose is attached. There are fire extinguishers in all parts of the building, also fire doors between the wings and the center, and other devices, including an interior telephone, which makes us feel that with the present building we are doing all we can to prevent disaster. I feel that this matter should be brought to the attention of the legislature for the purpose of securing an appropriation to raze the present building and replace it with a modern fireproof structure. As there is no other site, this can only be done piece-meal, that is, a part at a time, as the children would have to be moved and crowded into other parts of the building during the demolition of one particular part and the erection of a fireproof structure in its stead. I have in my report to your Board, asked for appropriations for maintainance etc., included a request for funds for this work. I have asked for \$200,000.00 for each year of the period. I estimate that it will take all of this sum to do the work as outlined.

¶Superintendent of the Institution for Feebly-Minded Children, Glenwood, George Mogridge, Report of Quarterly Conference, Bulletin of Iowa Institutions, 1931, p. 96.

There is need for these improvements. Take conditions at Glenwood with 145 or 150 children waiting to come to the institution, who are anxious to be there and who should be there. Their friends want them there and we are continually receiving reports from courts that they have committed children who should be there. We have had to suggest to them to take care of children in their own homes, that the court will have to make other provisions for them. We have 1,675 quartered at the institution at the present time, nearly forty or fifty more than we have ever had before.

The citizens of our state, the people of the state are anxious that these feebleminded be cared for. They say that the public schools have assumed to take care of our normal children and if necessary they will build more rooms and hire more teachers, for they have assumed to do that. The State of Iowa has assumed to take care of feebleminded children not capable of receiving an education in the common schools, and they should receive it at Glenwood, but we cannot take them.

A man told me that he had known of children who had been at Glenwood for years and then said when he wanted to send his child, there was no room, and asked why it was.

Glenwood.)

(Superintendent of Institution for Feeble-Minded Children, Mogridge, George, "Marriage by Defectives and Laws Pertaining to Marriage," Bulletin of Iowa Institutions, 1931, p. 210.

I would like to have the people here know that the children we have at Glenwood do not come from families that have been inmates of the institution for feebleminded, or from families that have been inmates of any other institution. So that when you think of the feebleminded, please do not think that you can shut off the supply by sterilizing all of the feebleminded that we have in the institution. It won't affect the situation a particle. We get the feebleminded from all kinds of families and not from degenerate ones only.

Glenwood.)

(Superintendent of Institution for Feeble-Minded Children, Mogridge, George, "Marriage by Defectives and Laws Pertaining to Marriage," Bulletin of Iowa Institutions, 1931, p. 210.

. . . Just recently, this week, I had a call from a county of northwestern Iowa, where the board of supervisors were very much at sea, and the doctor called me and told me the circumstance.

They found a family--eleven children in the family, and both the father and mother were feebleminded. They were living in a dug-out. The two older girls were pregnant and both were feebleminded. One or two of the others could perhaps be taken care of, but they wanted me to take five or six, which I told him we would do, though we are crowded. Those parents were never inmates of our institution or any other institution.

Glenwood.)

(Superintendent of Institution for Feeble-Minded Children,
Mogridge, George A. "Marriage by Defectives and Laws Pertaining
to Marriage," Bulletin of Iowa Institutions, 1931, p. 211.

One family I remember lived not far from Missouri Valley. The sheriff was a Tennessean, about six feet tall who came in and following him was a woman with a girl baby, and following her were four little boys and the father. I asked what was the trouble and he said he had brought the family. I took the four boys and told him to take the woman back and put her in the poor farm with the baby, and try to find work for the father. Both parents were mentally feeble. Those children had never slept in a bed. When we tried to put them to bed, they put the covers on the floor and slept there, they did not know what a bed was for. The little girl is now with us and also the mother. The father and mother had never been in an institution. They were working for a farmer and had been for a number of years. The employer was a reasonably wealthy farmer and those people were living in a little shack close to the farm home. No floor but an earthen one and they had lived in squalor and misery all their lives. We now have five children and the mother with us. The father, I think, is at the county home.

Glenwood.)

(Superintendent of ~~State~~ Institution for Feeble-minded Children,
Witte, Max E., Report of Quarterly Conference, Bulletin
of Iowa Institutions, 1931, p. 80.

There are scarcely four corners in this state but what has one or more families in the neighborhood who are unable to successfully meet the demands of life, even under otherwise favoring conditions, and who depend upon the help of the county--that is, the community--to care for them in their various needs. The husband and father often abandons the wife and family and lets the public take care of them or at best turns them over to the charity of the neighbors. Sometimes the wife who has a little more energy takes in washing and does other housework, but does not earn enough to keep things together. These people have no worthwhile aims in life or a capacity to raise themselves above their families. They are, however, strenuous in procreation and beget, like the feeble-minded and those otherwise defective, abundantly. While under direction, these people may work very well and earn a day's wage, yet they cannot do well without supervision and as they get older they drift to the county almshouses, and thereafter are at the expense of the public. As a matter of observation, I have found that where one member of a union is of this type, you will find another one is his mate. This of course aggravates the situation so far as handing down defects and undesirable traits to the offspring is concerned. Often these people have large families.

To recall just one instance, some years ago, a patient coming from a county home of one of our southern counties, tributary to the hospital at Clarinda, belonged to this type and he was stated to be the father of eighteen living children, but when he came to die, not one of these could give him a pillow to rest his head on. Just about the same time, a newspaper article appeared to the effect that an Indiana man died, who was the father of forty-nine children. He, also lived and died in the poor house.

(Superintendent of Cherokee State Hospital.)
 Donohoe, George, "Marriage by Defectives and Laws Pertaining
 to Marriage," Bulletin of Iowa Institutions, 1931, p. 216.

. . . In order to have civilization last, there must always
 be hewers of wood and drawers of water who are troublesome
 to society. The fault is not with them but with society not
 properly training them and making the best use of them. Most
 of the feebleminded are good citizens if they are kept
 properly trained and properly safeguarded and hold a very
 definite place in society which cannot be supplanted either
 by machinery or persons of higher intellect.

(Superintendent of Institution for Feeble-Minded Children,
 Stewart, R. A., Report of Quarterly Conference, Bulletin of
 Iowa Institutions, 1931, p. 218. Glenwood.)

The law passed in 1927 required the superintendents to
 go into each of the ninety-nine counties and make investi-
 gations, as well as to go into the different state institution,
 but there was no appropriation for anyone to do the work.
 Assuming that the superintendents did go out for the work in
 the ninety-nine counties of the state, there are only 365
 days in the year and if they would spend four days in each
 county, the length of the year would need to be increased, if
 they were to spend any time at the hospitals at all.

GLENWOOD. REPORT OF THE SUPERINTENDENT. 1932. Page 6.

The outstanding need and the one that I believe must be met by the 45th general assembly, is the replacement of our present boilers and the necessary alterations in our present boiler room. Our present boilers, eight in number, are Sterling water tube type and were installed about twenty-five years ago. These boilers are insured and inspected regularly, and the reports of the inspector for the past year have been to the effect that these boilers will have to be replaced. One of the four larger boilers has already been practically condemned. The steam pressure has been reduced and we have been notified that a still further reduction will have to take place. They point to the age of the boilers and the type of construction, and particularly to the present rather dangerous condition owing to these two factors, - age and construction. Your Board is well acquainted with these facts, also the state architect. Mr. Anderson, the Budget Director, on a recent visit, made a careful inspection of the plant and I believe coincides with my idea that replacement of these boilers should be no longer delayed. The cost, I have estimated, with the aid of the state architect, as \$75,000.00. I would urge that if this sum can be secured from the legislature, that the money should be available on the 1st of July, 1933. I feel that we are in positive danger if more of these units should give out, as the one already mentioned has done.

CUSTODIAL DIVISION

I have always found it difficult to explain what is meant by this word "custodial." It would seem to imply that they are forcibly detained here, perhaps under some severe restrictions, such as locked doors and windows; in other words it may be misunderstood by the people at large when this word is used that they are semi-prisoners. This is not true at all. It means with us that these children have passed through the schools and having capacity in varying degrees, are now employed in the many avenues in institutional life. For instance, the boys are occupied in all manner of outdoor employment, helping very materially in all the activities on the farm, orchard, garden, etc. They find congenial occupation with the engineer, in the laundry, shoe shop, with the carpenter, the painter, and so on. In fact, were it not for the help of the boys in the various occupations we could not carry on the multifarious affairs of the institution. We have almost 1300 acres of land in the holdings of the state, of which about 1100 are in cultivation by the various agricultural departments, and it would not be possible to care for so large an acreage with the employed force, so that the boys aid very materially in the economy of our operations. The other departments mentioned, such as the laundry, etc., are also manned very largely by institution children. The girls, of course, are not engaged in any outside work, but we find plenty of employment for them and keep them busy at the manifold tasks in connection with our large family. They work in the kitchens and dining rooms, in the laundry, in the sewing rooms, and various tasks in and about the living rooms. These children are happy in being able to work and are not happy when idle, so that the custodial division, as we speak of it, has been called upon rather freely for assistance, and of course reduces the cost of wages to the state.

Institutions for the Epileptic and Feeble-Minded. Closely related is the problem of the mentally defective. Two state institutions, the Hospital for Epileptics and School for Feeble-Minded at Woodward, and the school for feeble-minded children at Glenwood, provide care and training for this group. Both of these institutions are well equipped for care, treatment, and training and are using to advantage the available facilities. They are crowded, however, and each has a waiting list of approximately 100. It is significant that at no one of the hospitals for the insane or epileptic or schools for the feeble-minded is there a social service unit for investigation of patients committed or for supervision and follow-up of patients furloughed or paroled to their community. Many persons are committed to the hospitals or schools where inadequate information as to the history*of the institutions parole or furlough patients each year, no state plan has been developed for investigation or supervision. The inevitable results are that many patients remain in the institutions who could be returned to their homes if competent supervision were available and many are needlessly returned from parole as a result of the lack of necessary social service.

Iowa compares favorable with most of the states in institutional provision which it has made for its mentally handicapped; but no comprehensive mental hygiene program has been undertaken which would serve to curtail the ever increasing numbers clamoring for institutional care. Two efforts have been made in this direction. The psychopathic hospital at the University of Iowa is an excellent institution. Here is a hospital dedicated to intensive therapeutic efforts and the teaching of psychiatry to medical students and to research into the general pathological and therapeutic problems of psychiatry. The hospital is too small to serve as a receiving center or clearing house for the mentally ill of the state; its activities are not well co-ordinated with the state hospitals; and it, as do the hospitals, suffers from the lack of a state welfare program which would provide service absolutely necessary for it to function effectively. Despite these handicaps, the state has in the psychopathic hospital an asset which is invaluable as a training, diagnostic, and clinical center and one which can be used to great advantage in a comprehensive state mental hygiene program.

The Forty-Third General Assembly, concerned over the rapid increase in the number of commitments to state institutions, enacted a measure commonly know as the Sterilization Act. This act provides for a State Board of Eugenics and gives it power under certain conditions to order certain types of defectives sterilized. The act is cumbersome, indefinite, and unworkable and has not been used.

*of the patients makes treatment difficult and, despite the fact that all

IOWA. 1934. Glenwood. Report of Supt. of Institution for Feeble-minded Children. Page 1.

POPULATION

The enrollment at the end of the last period, June 30, 1932 was 1696, and the number enrolled at the end of the present period, June 30, 1934, is 1781, the increase being made possible by the completion of a cottage in the boys' department of the school division now known as "A" Cottage. This was completed at a cost of \$60,000.00 in January, 1933 and completes the original design of three cottages for the boys of this division.

Notwithstanding the fact that the state now has two institutions, the one at Woodward and this at Glenwood, the demands upon both institutions to receive children and older persons is ever increasing and it does not seem possible for the State to keep pace with the demands made upon it. If additional buildings are to be provided in the near future it would seem to me to be advisable if they are erected at the Woodward institution. These additional accommodations could be continued from time to time until the population of Woodward and Glenwood are practically equal. At the present time the population at Glenwood exceeds that of Woodward by five or six hundred.

The total number of applications on file at the present time is about one hundred. This seems to be almost a normal condition as I note from previous reports that the number in our file, as mentioned, is about the same.

IOWA. 1934. Glenwood. Report of Supt. of Institution for Feeble-minded Children. Page 4.

FARMS, ORCHARDS, AND GARDENS

The large land holdings that this institution has, namely 1134 acres, gives some idea of the extensiveness of the operation in these divisions. For instance, we usually have in the neighborhood of 400 acres of corn, 250 acres of alfalfa, from 80 to 120 acres of oats, 30 or 40 acres of potatoes (this is not a potato country), 60 to 70 acres of garden, and 120 acres in orchard.

There are about 175 milch cattle and about 90 are in milk at the present. Our swine herd varies in number, of course, at various seasons, but we are able to furnish all the pork and lard needed for our own use. If by good fortune we have a surplus it is put on the market. In connection with these various divisions we feed and butcher our beef cattle and these activities explain something as to the needs of the inmate help which is freely called upon in the activities just named.

NOTE: The farm and garden this year, on account of drouth and excessive high temperatures, are practically failures for the first time in the history of the institution.

22

Statements by George Mogridge, M. D., Superintendent of the Institution for Feeble-minded Children, Glenwood, in letter of March 18, 1935.

The enrollment at the present time is 1767, 882 being males and 885 being females. There are 25 of the enrolled that are absent from the institution on parole visiting their friends, but we expect all of them to return. We always have about this many on our home list.

The Board of Control in their request for appropriations to the legislature asked for \$250,000.00 to replace a non-fire proof building which houses something over 400 of the lower grade girls. This is mentioned in the Comptroller's report to the legislature but as you know no recommendation was made by the Comptroller for any new buildings or improvements for any of the institutions under the Board of Control or the Board of Education. He simply recommended sums for each institution for maintenance.

In different conferences with the Board of Control I stated that the \$250,000.00 as expended would not make any more accommodations than we already have as it was to replace a building that would have to be taken down piece by piece and re-built. I suggested to them that a sum of \$80,000 be asked for an entirely new building to house the inmates. However, this in some way was overlooked and does not appear in the Comptroller's report. I have talked to the Comptroller about this and perhaps later on this request may be placed before the appropriations committee. If you have read the Comptroller's report you have noticed that the institution at Woodward has asked for sums for two new buildings totaling \$350,000.00. Should this request finally be granted it would relieve the institution there (which is so much similar to ours) but would in no way help this institution as only the counties from which they receive inmates would be benefitted.

Statements by A. R. Schier, M. D., Superintendent of the Hospital for Epileptics and School for Feeble-minded, Woodward, in letter of March 6, 1935.

In connection with your request, you may be interested in knowing that we have, roughly, some 200 applications on file, all of which cases require institution care and should be here. However, the institution at the present time is very much overcrowded and, unless funds are provided with which to erect additional buildings, no new admissions--only exceptional emergency cases, can be taken. I hope that the legislature, now in session, will see the need for additional room and will provide funds which may help us out of the situation that we are now in.

Applications for Admission on File at State Institution for Feeble-minded
Children at Glenwood.

APPLICATIONS ON FILE

March 8, 1935

<u>Age</u>	<u>Male</u>	<u>Female</u>
1- 4	4	1
5- 9	8	9
10-14	16	16
15-19	44	38
20-24	13	4
25-29	4	9
30-34	3	3
35-39	2	5
40-44	2	3
45-49	3	8
50-54	1	3
55-59	1	0
60-64	0	0
65-69	0	1
70-74	0	0
75-80	0	1
Unknown	<u>2</u>	<u>0</u>
TOTAL	75	75

Applications for Admission on File at the Hospital for Epileptics and
School for Feeble-minded at Woodward¹

Proportion of County Population in Places over 2,500 Population

Ages	Largely Urban 60% or over	Moderately Urban 30-60%	Slightly Urban Under 30%	Rural None	Total
0-10	13 ²	6	10	4	33
11-20	23	11	16	6	56
21-	16	13	11	12	52
Unknown	<u>1</u>	<u>1</u>	<u>3</u>	—	<u>5</u>
Total	53	31	40	22	146

1. March, 1935.

2. This means that 13 applications were for persons living in a county of which 60% of the people lived in towns and cities and that the persons themselves were ten years of age or less.

SECTION 17

JUVENILE PROBATION AND PROTECTION

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JUVENILE PROBATION AND PROTECTION,
DESCRIPTIVE MATERIALS

Early History--See 1928, below.

1917 The social worker might protect a girl from unreasonable community attitudes by placing her in another community.

A hopeless situation could be reversed by a little persistence on the part of the social worker.

1919 Parole to parents did not remove the conditions which caused the delinquency.

Home neglect was regarded as the outstanding cause of delinquency among girls. The Training School could hardly train the girl completely, and adjustment to family life on parole was necessarily very trying. Farm homes were preferred for parole. Suspicion of the girl complicated the problem of reform.

1928 Early juvenile probation (say, 1906-1915) was difficult because volunteer untrained workers were used and the courts were more interested in proof of guilt than in measures of reform ("legalistic conception.")

The police had to be persuaded to send children to the juvenile authorities and to keep them away from adult criminals in detention.

Juvenile cases increased as the new procedure gained favor, but the real change was not great in many courts.

Laws extended the juvenile court authority, particularly by adding paid probation officers.

In 1928 65.5% of the people were still without probation service. Some counties used other officials and volunteers and some made no provision at all.

The counties had not used all the officers they were permitted to employ by law.

It was the counties with large cities that had probation officers.

Probation had been used extensively as a legal phase of handling cases, whatever the nature of the prevention work that went with it.

Thirty-one per cent of those placed on probation were not under paid officers. Probation was employed in a larger number of juvenile cases in the counties having officers.

The use of institutions for the disposal of juvenile cases decreased for a few years in the early career of the juvenile court law.

The cities and surrounding counties had the probation service, in Iowa as in the United States.

1930

The routine of the juvenile court of Des Moines was described. Cases were studied by the staff and private, dignified, but informal hearings were held. Some half of the cases were continued. Probation was emphasized.

Juvenile courts in the country were unsatisfactory because the judges' other duties took his time and some were not in sympathy with the idea of the juvenile court.

The judge of the largest court emphasized social treatment through the juvenile probation officer as against simple release. Satisfactory home conditions were considered even more necessary.

A systematic study by the National Probation Association was encouraged by the Board of Control and its Bureau of Child Welfare.

Only ten counties had paid probation officers. More had social worker (nearly all do now) but they were not used consistently.

Officials often felt free to decide cases on reputation and hearsay, without social investigation.

In 48 counties there were 205 children detained in jail buildings in 1929, contrary to law.

The more rural counties did not deal with delinquency cases until they were very serious. Officials commonly lectured the children until their misdeeds were serious enough to require commitment.

Juvenile and criminal procedure could hardly be distinguished in some counties, since the courts missed the point of the juvenile court.

Probation officers were not especially fitted for their peculiar tasks.

The Board of Control does not exercise its lawful interest in children outside of institutions. Personnel was given as the great need of the juvenile court, not legislation.

Legal authorization for more probation service was recommended.

A loophole in the law was noticed that permits the parents of delinquent children to escape responsibility for them.

Claims that rural counties have little delinquency were the subject of rebuttal. Unwillingness to report children, and the tendency of officials to handle cases privately, were given as factors keeping cases out of court. Some inferior courts unlawfully assumed jurisdiction.

Various unauthorized procedures were discovered.

Juvenile investigations were often very inadequate.

Statistics of commitment were used to show that the juvenile court was used in Iowa not so much for the protection and care of children as for committing them to institutions. It was commonly a last resort when other measures had failed, not a cure to be applied when needed.

Serious cases were sometimes handled by local officers without notice to the juvenile authorities.

Conviction for contributing to the delinquency of a minor was at times too difficult for existing agencies.

A boy might go from bad to worse because the judge ignored home conditions.

Rural probation service might not exist, or it might use the social worker, some other official, or a private person.

The typical situation in the smaller counties was (a) refusal to see the problem in beginning cases, (b) letting them go with lectures without constructive measures, and (c) reliance on volunteer officers.

Three stages of lecture, by parents, by the probation officer, by the judge, were employed in one city without much investigation as the usual preliminaries to commitment.

School and other officials would settle cases to keep them out of court. Only the worst cases went to court.

One county sent three dependent and neglected boys to the Training School. (The proper institutions would have cost the county \$180 more per year, since the county must pay one-half of the cost.)

Treatment that did not rely on the parents or involve commitment to the Training School was lacking, so that the child could cultivate bad habits for several years before going to the Training School.

MY WORK WITH DELINQUENT GIRLS.

Miss Ethel Hall, Secretary Social Service League, Charles City, Iowa.

I am planning now to place a girl 150 miles from Charles City in a home where she will be a mother's helper. She is only sixteen years of age, but frankly told me she didn't care whether she lived or died, she is so miserable. If she goes on the street everybody is watching her, if she goes to the river bank, people are talking about her. She has no associates, no one trusts her and she couldn't be more unhappy if she lived the life she is accused of living. What that girl needs is responsibility in a different environment. There are splendid possibilities for her development in her. I have shown her that I am her friend. I have stood between her and the police courts and when she leaves Charles City she knows that I expect her to make good. Few of us realize the temptations these girls sometimes have, and many of the wrecked futures are the result of not providing adequate, legitimate recreation and excitement for them.

MY WORK WITH DELINQUENT GIRLS

Miss Ethel Hall, Secretary Social Service League, Charles City, Iowa.

...Another case equally as interesting is of a young girl seventeen years old, who came to Charles City, last March with her mother. They went to a cheap boarding house and before the girl became another, two months later, she had become interested in one of the boarders. A week before the baby was born the father came and offered to marry her, but the girl refused giving as an excuse that she did not want to settle down. She showed no interest in the child and planned to put it in a home for adoption. When the baby was six weeks old, the case was referred to me by the doctor to whom they applied. Investigation brought out the fact that the father was heir to any entailed estate in the East, and was willing to do the right thing by both the mother and child. They were married in my office a week later, they are housekeeping in a comfortably furnished house, the man works at the Hart Parr, getting sufficient salary to support his family, his mother-in-law included. The baby, a fine boy, is the pet of the household, and last Saturday, I went with the mother to buy a \$23.00 baby carriage.

THE PAROLED GIRL.

Laura B. Galer, Mount Pleasant.

Girls paroled by the court in their home community have caused complaint, have probably lacked parental control, but, because of youth, because of apparent innocence or because home conditions seem to promise improvement have not seemed fit subjects for the State School. For such cases, some of the larger cities employ special women parole agents, who can restrain and help a young girl back to more stable ways. But most Iowa cities and towns do not feel they can afford to hire an agent for this alone. Sometimes the school nurse is given authority by the court, sometimes a visiting nurse. The effect of paroling a girl to a parent or guardian is seldom good, because the conditions that caused the downfall are still present, and a parole is merely a threat used where natural authority has failed. The lecture given by the court, the fright and shame, the threat of punishment for broken parole, all these may combine to effect a permanent change of conduct, but too often they merely cause a temporary arrest in the downward progress. ..
.....

The other class of paroled girls are from those who were not kept at home, but committed to the care of the State Industrial School until freed by their twenty-first birthday. Some are girls who broke their parole and were taken to the court for the second or third time. Others were so far in sin at the time of arrest that the judge had no doubt as to the proper course. Others come from homes so unworthy that name that the State School offers the only safe refuge. Before parole all have been in the School from one to three years, or longer if very young when committed. Their training has taught them habits of cleanliness, order, regular living, obedience to authority, and certain kinds of work; (the degree of proficiency in the work depending on their own capacity.) Until they show signs of self-control they are not paroled, but kept where restraint which they cannot, or will not, exercise from within, can be placed upon them from without.
A girl who is normal, or nearly so, if committed to the Industrial School between the ages of 12 and 15 ought in two years to be ready for parole.

THE PAROLED GIRL.

Laura B. Galer, Mount Pleasant.

..... It is a hard thing to say, but I am willing to assert that no girl who has grown to adolescence in a home that has father and mother who are really Christians ever goes so far astray in the early teens as to be sent to Mitchellville. In most cases there is no doubt as to the home neglect. The girls have seen vice, listened to indecency and falsehood, been familiar with law breaking, and disrespect of authority, all the commonplaces of life; The school has enforced rules of decent, healthful, law-abiding life; but it is an institution and a place of correction. The home to which the girl is paroled is the first in which she has experience of orderly living and Christian ideals as matters of common practice among ordinary folk. That mistakes are made is inevitable. "How can I ever know what to do without school bells to tell me," said one child on leaving for her great adventure. She had no associations with regularity of any sort save as they came with the sound of the school bell calling to work, study, meals, play and rest. In the institution it is necessary to depend much upon the criticism and direction of officers. Certain girls are given places of leadership, but not all can wait parole until this experience is theirs in school. So they go out to carry standards of work and conduct in their own minds, and criticize themselves. The failure of many older folk of larger opportunity in this line of keeping to a high standard, ought to teach patience with these beginners in a new world, especially when the parole home has ways of work entirely novel.

These girls are affectionate, often too impulsive and emotional, and they crave companionship, as do all natural young people. The old associates are gone, the girls at the school are left behind. As a matter of policy most girls are paroled to farm homes, as far as possible from the scene of their early life and downfall, so that this young creature in teens is located not only in the midst of a new order of life, but among people totally strange, with few of her own age. Even if those who assume responsibility for guarding this child are kind, sympathetic, able and willing to provide some kind of recreation and friendship, her plight at first is very lonely. Now add the ancient prejudice against a girl under conviction for impurity and even though this is supposed to be known only in the home. Yet suspicion hangs over her. Mistakes are inevitable, a quick distrust puts a wrong construction on the girl's blunders, and, when real trouble develops, throws all the blame on her.

Disaster does come, even when both girl and home seem promising. Out of 98 girls placed in homes on parole in the two year interval from Oct. 1, 1917, to Oct. 1, 1919, twelve had to be returned to the school. This is not a very large percentage of failure, even if it were real failure of the girls. But of these twelve eleven were replaced, and, in new homes on a second trial, nine of them are doing well.

ACTIVITY OF JUVENILE COURTS AND PROBATION OFFICERS: STATISTICAL MATERIAL

The early years of the juvenile court in Iowa corresponded to the pioneer stage of juvenile court development and its use of probation everywhere. The period is characterized by experimentation, sentiments and missionary work by individuals. In matters of administration the juvenile court law was weak in many parts. It was largely a framework without any of the supplementary agencies to compel its enforcement. There were no paid probation officers. Whatever use the juvenile courts made of probation, they had to depend upon private organizations, especially woman's clubs, for probation officers. The attitude of these volunteer officers was pretty largely philanthropic and motivated by sympathy and good will, rather than scientific training. Even these "willing workers" were handicapped by the legalistic conception of the court officials.

Still another problem presented itself in the education of the police to the new regime. They were rather hesitant in turning juvenile offenders over to the probation officers, and it was quite a problem to keep the children out of the jails and away from adult offenders.

Despite the weakness of the early legislation and the handicaps due to public opinion, during the first twelve years of the operation of the juvenile court law 10,725 cases passed through the courts of the state. The first two years were required to get the new machinery into action and work out a system of collecting statistics. Beginning with 1906 the following table shows the number of cases handled for each of the twelve years.

<u>Table I</u>			
<u>Year</u>	<u>Male</u>	<u>Female</u>	<u>Total</u>
1906	361	155	516
1907	425	182	607
1908	527	249	776
1909	265	125	390
1910	625	295	920
1911	610	322	932
1912	604	354	958
1913	641	381	1,022
1914	817	351	1,168
1915	487	229	716
1916	805	469	1,274
<u>1917</u>	<u>944</u>	<u>502</u>	<u>1,446</u>
Total	7111	3614	10,725

Thus an average of 893.7 cases each year came before the juvenile courts, and were given equity hearings rather than treatment like that of adult criminals in formal courts. ¹

1. Iowa. Board of Control of State Institutions. Biennial Report. 1908-1918. Des Moines, 1908-1918.

However, in many of these courts it is probable that the method of procedure was little different from that formerly employed, depending upon the attitude of the judges and administrators.

3

Andrews. Juvenile Courts and Probation in Iowa. Thesis. 1928. Page 24

As the idea became less of an experiment and men were convinced of the sanity of the new attitude in regard to the treatment of juvenile delinquencies, the laws were gradually modified and made more extensive in their scope and the technique of administration made more effective. In this respect one of the earliest weaknesses to be recognized was the lack of paid probation service. The following table illustrates the legal extension of paid probation service since the first provision for such service in 1907. The legal extension of probation conveniently falls into three periods. In the first period, there was only one population group - counties of 50,000 and over - to which the provision for publicly paid probation service applied. In the second period, 1919-1925, the population groups fall into two distinct classes. Paid probation service was considerably extended. In 1927 when the new code was compiled a restatement of the provisions for probation service was made which modified some of the former classifications and added a third and a fourth class - counties with state educational institutions.

Andrews. Juvenile Courts and Probation in Iowa. Thesis. 1928. Page 39

Paid probation service has been considerably extended since its first legal authorization. In the first period, 1907-1919, it was limited to seven counties. These seven counties represented 17% of the total population. In the second period, 1919-1925, it had been extended to include twelve counties. Thirty percent of the total population of the state lived in these counties. At the present time, out of the ninety-nine counties in the state, only sixteen have sufficient population to fall within the provisions of the law for paid probation service. These sixteen counties represent 38.5% of the total population of the State. There has been left in the three periods 83%, 70% and 65.5% respectively, of the population to be served by volunteer officers or none at all. That some of the counties have attempted to provide probation service is evident in the United States Childrens Bureau report in 1918, when seventeen counties in Iowa were reported to have probation officers.¹ Twenty-

1. United States Children's Bureau Publication. No. 65, p. 57.

three counties were reported to have probation service in the 1925 and 1926 Probation Officers Report.²

2. See Appendix. p. 89.

Counties not within the provisions for paid probation officers have attempted to handle the situation in various ways. In some of these counties interested persons have been appointed and are serving with comparative efficiency. But a greater number of such counties have no probation officers at all.

A plan used where there is no salary provided, or only a small one, is to appoint as probation officer some person doing social work in a closely allied line and willing to carry the additional burden. By combining two or three functions it is at times possible to secure a worker fitted for the task.

Andrews. Juvenile Courts and Probation in Iowa. Thesis. 1928. Page 41

As a matter of fact not all of the counties have made use to the fullest extent of the legal provisions for paid probation service. There is only one county in each of the second and third classes in the table setting forth the legal status of probation which was fully exercised the provisions for paid probation service in counties of those population groups. The following table from the Iowa Probation Officers Annual Report for the years 1925 and 1926 sets forth the actual status of probation in the state.

Table III

<u>County</u>	<u>Probation Officers</u>
<u>I - 125,000 and over</u>	
Polk	1 chief; 10 deputies
<u>II - 50,000-125,000</u>	
Black Hawk	1
Dubuque	1
Linn	1
Pottawattamie	1 chief; 1 deputy
Scott	1
Woodbury	1 chief; 3 deputies
<u>III - 30,000-50,000</u>	
Cerro Gordo	1 chief; 1 deputy (voluntary)
Clinton	1
Des Moines	1 chief; 1 deputy (voluntary)
Lee	
Marshall	1
Wapello	1
Webster	1 chief; 1 deputy
<u>IV - Counties with educational institutions</u>	
Johnson	1
Story	1
Black Hawk	(see above)
<u>V - Counties with voluntary officers</u>	
Buena Vista	1
Butler	1
Cherokee	1
Floyd	1
Franklin	1
Mahaska	1
Muscatine	1
Plymouth	11

-
1. Iowa Probation Officers Annual Report 1925-1926 (typewritten copy).
See Appendix, p. 88.
-

Probation has been and is limited in the main to the urban population. According to the United States Children's Bureau survey in 1918, eight of the seventeen counties reporting probation officers, were serving areas whose largest cities were 25,000 and over; seven were serving counties having cities of from 5000, to 25,000 and only two with towns under 5000. ²

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2. United States Children's Bureau Publication. No. 65. p. 57.

The following table shows the rank and percentage of urban population of counties reporting probation officers in the 1925 and 1926 Report of the Iowa Probation Officers.

<u>County</u>	<u>Rank</u>	<u>Percent Urban Pop.</u>
<u>I - 125,000 and over</u>	1	89
<u>II - 50,000-125,000</u>		
Woodbury	2	85
Scott	3	85
Black Hawk	4	85
Linn	5	78
Dubuque	6	76
Pottawamie	12	71
<u>III - 30,000-50,000</u>		
Des Moines	7	76
Cerro Gordo	8	74
Clinton	9	74
Lee	11	71
Wapello	13	70
Marshall	15	64
Webster	14	66
<u>IV - Cos. with educational institutions</u>		
Story	16	64
Johnson	20	59
Black Hawk	(See above)	
<u>V - Cos. with volunteer prob. offs.</u>		
Muscatine	10	71
Floyd	24	54
Mahaska	28	51
Cherokee	35	48
Buena Vista	38	47
Plymouth	63	41
Butler	69	40
Franklin	73	39

With the exception of Johnson and Muscatine counties only the sixteen highest ranking counties as to population have paid probation service. These counties range from 64% to 89% urban population. There are no officers for counties having less than 39% urban population. The volunteer officers serve counties having from 39 to 54% urban population.¹

¹ Census of Iowa. 1925. p. xxvii.

Andrews. Juvenile Courts and Probation in Iowa. Thesis. 1928. Page 45.

Although probation service has been limited, probation has been used throughout the states since the inauguration of the principle. From 1908 to 1918 the Board of Control published statistical material regarding the activity of the juvenile courts from these reports 43.6% of all cases before the juvenile courts were placed on probation during the first period of probation legislation 1908-1917. However, the term probation in these reports is used rather loosely to include those formally committed to probational supervision and those returned to parents, in some cases under the surveillance of officers, in others, without supervision.

...The number of cases before the courts each year and the number placed on probation are shown in the following table.

TABLE V.

<u>Year</u>	<u>No. cases</u>	<u>On Prob.</u>	<u>Percent</u>
1908	776	285	36.7
1909	842	429	50.9
1910	920	405	44.2
1911	932	550	59.0
1912	958	495	51.6
1913	1,022	406	39.7
1914	1,168	417	35.7
1915	716	248	34.6
1916	1,274	479	37.6
<u>1917</u>	<u>1,446</u>	<u>677</u>	<u>46.8</u>
Average	10,054	4,391	43.6

The following table shows the number of cases handled by counties within the legal provision of paid probation service, 1908-1917.

TABLE VI.

<u>County</u>	<u>No. cases</u>	<u>On Prob.</u>	<u>Percent</u>
Black Hawk ¹	404	118	29.2
Dubuque	303	67	22.1
Linn	1,157	527	45.5
Polk	2,652	1,555	58.6
Pottawamie	415	178	42.8
Scott	778	229	29.4
<u>Woodbury</u>	<u>835</u>	<u>320</u>	<u>38.3</u>
Total	6,544	2,994	45.7

¹ The Probation Officer in Black Hawk was not appointed until 1918.

The seven counties under the provision for paid probation officers handled 6544 out of the total of 10054 cases during the ten year period, 1908-1917. From these counties 2994 cases were placed on probation as compared with a total of 4391 for the state. This left 397 cases on probation without supervision other than occasional reports to the judge, or under the supervision of volunteer officers, or police officials. Thirty-one percent of those placed on probation were not under supervision of paid officers. Probation was used for 45.7% of the cases handled by the courts within the legal provision for paid probation officers and 39.8% by counties not having such officers.

For the ten year period, 1908-1917, the number of commitments and the percentage to state and private institutions is shown in the following table.

TABLE XI.

<u>Year</u>	<u>No. Committed</u>	<u>Percent</u>
1908	356	45.8
1909	127	34.7
1910	356	38.6
1911	343	36.8
1912	355	36.8
1913	276	27.0
1914	392	33.5
1915	290	40.3
1916	513	40.3
<u>1917</u>	<u>617</u>	<u>42.6</u>
Average	362.5	37.8

Thirty-seven percent of the cases before the courts were committed to institutions as against 43 placed on probation.

The commitments to institutions for this same period from counties within the legal provisions for probation service is shown in the following table. The number of commitments to institutions is shown in column I; the percentage of the total number of cases handled in the court committed to institutions is shown in column II.

Apparently probation is used more frequently in the case of boys than girls, according to the following table.

TABLE VII.

<u>Year</u>	<u>Boys</u>			<u>Girls</u>		
	<u>Total</u>	<u>Probation</u>	<u>Percent</u>	<u>Total</u>	<u>Probation</u>	<u>Percent</u>
1908	527	204	38.7	249	81	32.1
1909	578	321	55.5	264	100	37.8
1910	625	294	47.0	295	111	37.9
1911	610	375	61.0	322	175	54.3
1912	604	329	54.4	354	166	46.8
1913	641	259	40.7	381	147	38.0
1914	317	279	34.2	351	138	36.4
1915	487	172	35.2	229	76	33.1
1916	805	302	37.5	469	177	33.2
<u>1917</u>	<u>944</u>	<u>463</u>	<u>49.0</u>	<u>502</u>	<u>214</u>	<u>42.6</u>
Average	663.8	299.8	45.1	341.6	138.5	31.7

The lack of women probation officers may be responsible for this variation. It generally seems unwise to place girl probationers under men.

Iowa is not unlike other states in that probation is limited in the main to the urban population. From the survey made in 1918, when questionnaires were sent to 2,391 courts in the United States of which 85% replied, it was found that all courts serving cities with a population of 100,000 and over had paid probation service. Ninety-four percent of the courts with probation service served areas containing medium sized cities; sixty-six percent were serving areas containing small cities and twenty-five percent were serving rural areas only. Only eight states reported a recognized worker for every court. In fifteen states, only a fourth of the courts had official probation work. Less than one-half of the courts reported probation work and less than one-fifth of all the courts having jurisdiction over children's cases had regular full time officials paid by the court.¹

¹ United States Children's Bureau Publications. No. 65. pp. 52f.

States having a higher percentage of rural population are in the main less developed in their methods of handling dependent and delinquent children than states with higher percentages of urban population.

A Visit to the Juvenile Court in Des Moines

Through the courtesy of Judge Joseph Meyer of the Polk County Juvenile Court, we were given the opportunity of seeing the juvenile court at work. It was a busy place on Saturday morning May 3rd. There were several parents with their children sitting on benches waiting for their turns to be called into the judicial chambers. This juvenile court is private and is never open to the public. There are no newspaper reporters nor curiosity seekers found in the court-rooms.

Court Sessions

There are two sessions of the court each week, Wednesday and Saturday mornings. This does not mean that the judge and his several assistants spend the rest of the time doing nothing. There is always work to be done. There are homes to be visited, investigations to be made, reports to be heard and interviews to be held.

Cases Handled

Many of the cases that are referred to the Juvenile Court are never brought to the attention of the judge. There is an efficient corps of probation workers, both men and women, who look after much of this work. Oftentimes they are able to get the youth referred to them and are able to get him back on the road of good behavior without the intervention or assistance of the judge.

Preparation of Cases

The cases that are to be heard by the judge at each session of the court are very carefully prepared by the clerk, from the data furnished by the probation workers. The judge has gone carefully over the history of each case before it is called and has only to hear the story of the delinquent, his parents or guardians, and the probation workers, who may have found additional information since the data were prepared. The judge may or may not be ready to give his decision after he has heard the various stories. He may want to get some additional facts, or he may want to await developments and therefore will declare the case continued to some future date when he will give his decision. Perhaps more than half of the cases in the court at each session are cases that have been continued.

The Polk County Court in Session

There is an air of informality about Judge Meyer's Court. The delinquent sits at the table in a comfortable chair and with the judge, his parents or guardian and the probation officer, goes over his case. No witnesses are sworn and no attorneys present. (Legally, a delinquent is entitled to be represented by counsel but we were told that he is very seldom so represented). Only the probation officer or officers who have worked on the case are present. The attitude of the probation officers toward the delinquents is kindly, sympathetic, and pleasant. The probation workers give the delinquents the impression that they are interested in them and are trying to help them.

The judge referred many of the delinquents to the probation workers, and told the delinquents to make arrangements to report to the probation workers.

Mantle, Charles C. Juvenile Delinquency Under Iowa Statutory Provisions and Administrative Practice. Iowa State College, 1930. Page 40

We have been describing in the foregoing, juvenile courts at their best. There is also another side to the question. While the machinery set up by the statutes is very good, under favorable conditions, the conditions are not always favorable. In the cities where it is possible to have highly specialized courts, the work is much more satisfactory than is the juvenile court work in our rural districts. Here the judge sits in civil and criminal cases, attends to the probate work, and cases in equity, which includes the juvenile court. The judge is so busy with such a variety of things that he has not the time to take care of the juvenile work. The National Probation Association survey shows that some of the district court judges are out of sympathy with the probation work as well as other modern methods of handling adolescents. They still believe that children who have erred should be treated the same as adult criminals. They believe that heredity as a controlling factor in behavior far over shadows environment.

(Judge of the Polk County Court of Domestic Relations.)
 Myers, Judge Joseph, "Courts of Domestic Relations,"
Bulletin of State Institutions, 1930, p. 61.

. . . It is social treatment of the offender in particular cases --it is not letting off with another chance, turning out of the court room or the state institution with admonition or lecture. It is trying out under constructive supervision and guidance that protects society as well as the offender. It is contact with a personality, a person who encourages and assists in a watchful friendly way the person who honestly manifests some real desire to improve and develop. It is a new type of social work and requiring the peculiar quality, the art of human helpfulness in the worker. But the public knows little about this field. . . .

Those of us who are engaged in probation work, particularly with juveniles, recognize that success in probation work depends upon a rehabilitation of the home or proper adjustment in the home. You may have a whole army of intelligent, trained, sympathetic probation officers, but first of all the offender must be established in a home.

WHEAT
 BOND
 MADE IN U.S.A.

Juvenile Courts and Probation in Iowa, May, 1930, p. 1

The survey of juvenile courts and probation in Iowa, was undertaken at the invitation and with the financial assistance of the Iowa State Board of Control of State Institutions, through the Bureau of Child Welfare.

The survey was conducted by Francis H. Hiller, Field Secretary of the Association, and Charles A. Gates, Assistant Secretary. The field work occupied from October 24, 1929, to March 1, 1930, both workers being in the field during a part of the time. Polk County (Des Moines) was studied by Mr. Hiller, and sixteen counties (1) by Mr. Gates, including most of the larger counties and a few representative smaller ones. A separate report on each of these counties has been prepared by the staff representative who visited it, and typewritten or mimeographed copies are available on request. The other sections of the report have been written by Mr. Hiller.

Information was sought from all other counties in the state, through detailed schedules sent to representative citizens. In 7 counties the data were obtained by teachers and students of the sociology departments of the Iowa State College at Ames, Penn College at Oskaloosa, and Simpson College at Indianola; in 24 counties by social workers, county officials, representatives of women's clubs and others. A summary of the data thus obtained has been prepared.

Data were obtained from 43 of the 99 counties altogether.

1. Black Hawk, Boone, Bremer, Buchanan, Clayton, Clinton, Dubuque, Fayette, Jackson, Johnson, Linn, Mahaska, Page, Pottawattamie, Scott, and Woodbury Counties.

Juvenile Courts and Probation in Iowa, May, 1930, p. 5.

In only 10 counties have salaried probation officers been appointed. There are 23 officers, 11 men and 12 women, as listed below.

County	Probation Officers	
	Men	Women
Black Hawk	..	1
Clinton	1	..
Dubuque	1	..
Johnson	..	1
Linn	1	1
Marshall	..	1
Polk	3	6
Pottawattamie	1	..
Scott	1	1
Woodbury	3	1

The above are full-time officers, except three in Woodbury county. In the 6 other counties over 30,000 population, and in which therefore salaried probation officers may be appointed, none have been. In 5 of these there are social service leagues.

Social Service leagues are in operation in 25 counties (1), in 20 of which there are no salaried probation officers. With salaried probation officers in 10 counties, there are altogether 30 counties in which the juvenile courts have available the assistance of either salaried probation officers or social service league secretaries (though in some of these counties the courts make little or no use of the leagues), leaving 69 counties, more than two thirds of the 99 counties of Iowa, in which only volunteer social service is available to the juvenile court.

The salaried probation officers are all in counties of 30,000 or more, volunteer officers only being authorized in the smaller counties. Of the 25 social service leagues, only 13 are in counties under 30,000, and 5 in counties under 20,000. In 6 counties (2) the secretaries of social service leagues have been officially appointed juvenile court probation officers, without pay as such.

(1) Black Hawk, Boone, Cerro Gordo, Des Moines, Emmet, Floyd, Hardin, Ida, Jasper, Johnson, Kossuth, Mahaska, Marion, Montgomery, Muscatine, O'Brien, Page, Plymouth, Pottawattamie, Poweshiek, Scott, Story, Wapello, Webster and Woodbury Counties. Polk County has a Family Welfare Society.

(2) Boone, Emmet, Ida, Kossuth, Story and Wapello Counties.

Social investigations are considered unnecessary in many counties. This attitude is taken by most volunteer probation officers, and by some judges as well, in small counties where "everybody knows everybody else." The general reputation of a family is considered sufficient information to warrant such important steps in the life of a child as probation, commitment, adoption, or the granting of a pension. In some instances, of course, it is true that the judge or other person at court does know the family concerned intimately. But more often the knowledge of general reputation, when analyzed, is wholly insufficient for the purpose. It may include only knowledge that the father pays his bills, or has resided a long time in his present neighborhood, or that he comes of a good family, or works at a given occupation. Too often important details of the family life, spirit and relationships are not nearly well enough known to make it safe to dispense with further investigation. "We know all about them" is too often an exaggerated belief.

Detention rooms for children in most counties are in the county jails, usually on the second floor. Some children are cared for in the sheriff's quarters, a smaller number in county homes, and very few in family boarding homes. Shelters maintained by private agencies are used in three counties.

In the 48 counties from which information was obtained, 205 children under 18 were held in detention in county jails in 1929, in spite of explicit legal provision forbidding it.

Separate detention homes are required by law to be provided by counties of more than 40,000 population. (1) There were 10 such counties of more than 40,000 (2) according to the state census of 1925; one more (3) was added by the U.S. census of 1930. Yet detention homes have been established in only 4 counties (4).

-
- (1) Code of Iowa, Sec. 3653.
 - (2) Black Hawk, Clinton, Dubuque, Lee, Linn, Polk, Pottawattamie, Scott, Webster and Woodbury Counties.
 - (3) Wapello County
 - (4) Johnson, Polk, Pottawattamie and Scott Counties. No information from Lee and Webster Counties.

(6) A case in which three boys of 15 and one of 14 were confined in the State Reformatory at Anamosa, where this report is being printed.

Juvenile Courts and Probation in Iowa, May, 1930, p. 8.

The purposes of probation and the necessary qualifications of a competent probation officer are not generally understood. A majority of the probation officers appointed are not well qualified by education or previous experience, and some are distinctly disqualified by undesirable personality traits or by ignorance of child psychology and sound methods of social work. Some officers are acting only as prosecutors or children's police or detectives. In only a few communities of Iowa is good probation work being done, with thorough social investigations and resourceful work in using constructive forces to mould the lives and characters of children. Report of the Iowa Child Welfare Commission contains much illustrative material, with case after case showing suffering to children and needless cost to state and counties entailed by present methods in dealing with adoptions, widows' pensions, neglected and delinquent children. A reconsideration of the report of the Commission is urged upon those interested in the work of the juvenile courts.

Juvenile Courts and Probation in Iowa, May, 1930, p. 11.

.....The Board of Control and Child Welfare Bureau have been concerned almost exclusively with the management of state institutions and related cases. The Board is charged by law (1) to "promote the enforcement of all laws for delinquent children" and with "cooperation to these ends with juvenile courts--." The Board requires statistical reports from juvenile courts throughout the state, but these are incomplete and in some instances obviously inaccurate.

For effective and helpful supervision and guidance of juvenile court and probation work the state does not need much more legal authority; it needs personnel.....

(1) Code of Iowa, Sec. 3661.

Juvenile Courts and Probation in Iowa, May, 1930, p. 14.

2. Probation officers. The appointment should be authorized in every county by the judge of the juvenile court of such salaried probation officers as are necessary, with the approval of the county board. Statutory limitations on the number to be appointed and the salaries to be paid should be removed. At present in counties under 30,000 (which includes 83 of the 99 counties of Iowa) only volunteer probation officers may be appointed (4). Volunteer probation service is inadequate and unsatisfactory, except in counties where the secretaries of social service leagues or other experienced social workers are available; and they, being women (with one exception) cannot deal most effectively with older boys and with young men who may be paroled by the district court. The present classification of larger counties with respect to paid probation service is inequitable. Counties of 50,000 to 125,000 are grouped together, each being allowed 3 salaried probation officers. This group includes counties of such different populations as Black Hawk, with 68,821 and Woodbury with 101,575, and the specially difficult child-welfare problems of a river county and city (Sioux City). What may be adequate provision for the smaller is not for the larger.

Without competent probation service, the juvenile court cannot act effectively as an agency for the protection of children and the prevention of crime. To equalize opportunities for delinquent, neglected and dependent children in all counties of the state, large and small, rich and poor, the state should eventually pay part of the salaries of probation officers locally appointed who possess the qualifications to be prescribed by the state, as is now done in England and in 62 counties of Alabama.

(4) Unless the county has an educational institution of 6,000 (Johnson County and possibly Story County) Code section 3612. (But both these counties have more than 30,000 population according to the United States Census of 1930.)

Juvenile Courts and Probation in Iowa, May, 1930, p. 17.

9. Compelling support by parent. The provisions of sections 3644-3645 should be made applicable to cases of delinquency as well as of dependency and neglect. There is not good reason why a parent should be relieved of the duty to support his child when the child becomes delinquent and requires placement in other custody. Such placements are frequently necessitated by the incompetence or uncooperativeness of parents, and in some cases parents have contributed to the delinquency of their own children. The juvenile court should have power "to inquire into the ability of said parents to support said child and make all proper orders in reference thereto".

Juvenile Courts and Probation in Iowa, May, 1930, p. 24-6.

Reasons given for the small number of cases are of extraordinary interest. From 20 counties the statement that there is little delinquency. "This is an exceptionally progressive rural community with no cities and therefore the juvenile delinquency, and in fact crime altogether, is very slight." "So the folks all say", comments another, "but it seems a probation officer could do much work in keeping boys out of petty offenses, as e.g. the boy the justice of the peace told me had forged checks time and time again all through high school but was never before the juvenile court, and now is over 18 and is before the district court."

Several counties state that cases are not reported:

"Atmosphere of tolerance; don't want to make trouble; parents don't wish any action taken and officers concede to their wishes."

"They will not report cases. This is true of all law violation and not true especially of juvenile delinquency."

"Lack of interest."

"Indifference."

"They do not seem to feel responsibility; communities will not file complaints and are unwilling to appear in court as witnesses; give many trivial excuses; such as taking a definite stand in a small community will injure business interests."

"The people seem to think they should not report lest they be sending the children to an institution." Another county, on the contrary, says, "cases are reported; judges and county attorney sympathetic."

The attitude that only serious cases should be taken to court, observed in other counties by the National Probation Association's representatives, is reported by correspondents in several of these counties.

"Too petty; taken care of by county attorney."

"County attorney and police officials try to make settlement; no record of cases--minor cases numerous."

"The county attorney feels that cases are too trivial to be brought into court, so disposes of them himself."

"The tendency seems to be to keep them out of courts if at all possible; thus they are kept out until old enough to be district court cases."

Juvenile Courts and Probation in Iowa, May, 1930, p. 24-6 (Cont.)

Several counties report cases disposed of by the police.

"Taking things from stores. Police have children return articles and lecture them. Let go on good behavior."

"A tendency to report to police first. Police reprimand. They are sympathetic."

"No record--police called upon to settle petty thievery, disputes, etc."

One county states "lack of good juvenile court, I believe, is the main reason" (for cases not being reported).

The activities of the county attorneys and police in this connection are significant. It is evident that a need is realized in many counties for some action in behalf of delinquent and neglected children, through less formidable a proceeding than a case before the district judge.

This need is further evidenced by accounts given of dispositions of some cases of children by inferior courts, which have no authority under the Code to take jurisdiction.

Juvenile Courts and Probation in Iowa, May, 1930, p. 26.

CHILDREN'S CASES IN OTHER COURTS

From two counties it is reported that two boys under 18 in each county were indicted and tried in the district court. Two of them had preliminary hearings in juvenile court. 16 counties report no children's cases in justices' or mayors' courts, 7 counties that some cases are so dealt with; 3 counties say 8 or 10 cases a year; another, "some"; another, "quite a few"; another, cases of violation of municipal ordinances. The proceedings in these cases appear to be very informal often no records are made. In another county the police court fines all traffic offenders, including juveniles.

"Many juvenile cases are taken before the mayor where they have the set-up of a juvenile court. No complaint is filed and no records kept--the child is put on probation to his father. It works fairly well considering the fact a juvenile court seems so impossible without a judge never available."

"The mayor is reluctant to turn a petty offender over to the district juvenile court, because the juvenile court being closely related to the district court smacks too much of the law. He finds his method, strengthened with a potential threat of commitment to the juvenile court proves effective and much less embarrassing."

"Warrant issued for one boy and constable brought him before justice of the peace and he sentenced him to jail for 30 days and suspended the sentence."

"They were brought before the mayor and given a warning."

"There is a general feeling that it will do no good to bring children before the judge or to place them on probation until an offense warrants commitment to the training school. The mayor, justice of the peace and the sheriff handle delinquents up to that point."

"The justices of the peace for minor offenses such as throwing rocks through windows, give them a talking to and dismiss them."

"One girl 17 held for petty larceny. Justice of the peace paroled her to social worker pending investigation--Plaintiff was persuaded to withdraw charge and have girl sent to Psychopathic Hospital instead."

Juvenile Courts and Probation in Iowa, May, 1930, p. 27.

Since the investigations are submitted in writing in only 3 counties, and only occasionally 2 of those, it was impracticable to obtain from correspondents data from which could be judged the thoroughness of these investigations. It is safe to assume that those made by volunteers untrained in social work ordinarily include little more than the circumstances of the offense and any conspicuous feature of the child's situation, conditions and history--facts which, however valuable, serve in well-equipped juvenile courts only as a starting-point for a study of real causes, upon which alone may be based intelligent recommendations to the court for adequate measures for the prevention and cure of delinquency.

Juvenile Courts and Probation in Iowa, May, 1930, p. 28.

DISPOSITIONS OF COURT CASES

Dispositions made of children's cases by the juvenile courts in the 31 counties in 1929, as obtained by correspondents from court records, are summarized below:

Cases dismissed or dropped.	28
Cases continued	9
Child committed to state reformatory.	1
Child committed to state school for delinquents.55
Child committed to state school for dependents65
Child committed to state school for feebleminded	3
Child committed to private institutions	<u>.11</u>
Total committed to institutions	140
Sent to hospitals or sanatorium	30
Left home on probation.	45
Placed in other family homes.	<u>16</u>
TOTAL.	268

More than half the children were committed to institutions for children, and nearly two-thirds to institutions or hospitals, while fewer than one-fourth were left in their own or other family homes subject to the courts' further order and more or less active supervision.

Here is specific and clear evidence as to what is the chief function of the juvenile court in rural Iowa. It is not primarily a preventive agency for the protection and care of children whose conduct shows them to be in danger of becoming criminals; it is a last resort for ridding the community of children whose delinquency or neglect has become so serious as to arouse a demand that they be sent to institutions. This can be stated not only as observed by the representatives of the National Probation Association, but as recognized by Iowa's own people and confirmed by the official records. This is not saying that no preventive or constructive work with children is being done in these counties. Credit must be given to judges, county officials and others in some counties, and especially to workers of the social service leagues where such have been organized.

Juvenile Courts and Probation in Iowa, May, 1930, p. 29.

Neither do all serious cases get into court. One investigator writes:

"Justice of the peace told me there was much bad check writing by young fellows, but they or their families generally pay them and there is nothing else done about it because the prosecuting attorney says to get them to pay them if possible and do nothing else, because pay is all the defrauded one wants."

"Town marshall told me of one girl a mile or so out of town down by the creek who is about 15 years of age and pregnant. She is of a very poor, ignorant family. The town boys have been running out there. No one is doing anything about it."

"The town marshal, an unusually intelligent man, caught three girls under 18 in a vacant house with several men after midnight. Also he knew them previously--they were running amuck sexually. But the mother got an attorney, so the judge continued the case, which means the end of it. The worst one of the girls went to a nearby city, where she has been in a regular 'cat-house'. And now she is back again at her old tricks."

Juvenile Courts and Probation in Iowa, May, 1930, p. 30.

"Mary (1) was sick and backward in school, missing from school often. The school nurse reported bad tonsils. The stepfather refused to allow the doctor to see her. Finally the school took her to a doctor. The doctor found her with venereal disease due to sex acts with stepfather, who was diseased. This was all brought out in court. But the stepfather had several prominent attorneys. Social service secretary said she felt she had done her duty in getting the girl away from her stepfather, as this took nearly a year. The court first put the girl in custody of Mrs.--- who allowed stepfather to visit the girl in private at will. No action has been taken against him."

(1) Fictitious name used.

Juvenile Courts and Probation in Iowa, May, 1930, p. 30.

"Last summer Charles (1) stole from money-box in street-car while motorman was changing trolley. His epileptic uncle had instructed him to do it, and was waiting for the money. (The uncle was sent to jail for 30 days). Policewoman says "I knew last summer that the mother was not a fit person to have the custody of the boy, but she was beautiful and her eyes emitted tears profusely. And I hardly ever get to talk to the judge in advance, because my predecessor tried to advise the judges and they resented it. Thus I was unable to advise the judge that the mother was unfit morally to have the custody of her son. This fall he stole again and was sent to Eldora."

(1) Fictitious name used.

Juvenile Courts and Probation in Iowa, May, 1930, p. 31.

PROBATION SERVICE

Eight counties (of 31) report they have no probation service, and 7 others do not answer the question; it is evident that in about one-half of these 31 counties there is no probation work of any sort attempted.

Sixteen counties report various kinds of volunteer probation work. The most frequent resource is the appointment for each case, as the need arises, of a business or professional man, clergyman, or county official to act as probation officer. The sheriff or deputy sheriff is used in 5 counties; the county attorney in 2. Sometimes parents are appointed, or attorneys who appear in children's cases. In three counties the worker of the social service league is used for some cases, and in two counties she has been officially designated as probation officer, without additional salary. In one other county an experienced woman social worker gives considerable time as a volunteer.

No salaried probation officers have been appointed in any of these counties; only one of them, has had a population large enough (30,000 or over) to entitle it to such an officer under the Code. (1)

The paid workers of the county social service leagues, in counties where they are called upon by or allowed to serve the courts, are dealing with court cases in accordance with accepted standards of social case work, so far as circumstances and resources will permit.

(1) There is doubt as to whether Story county has been so entitled, under the Code provision regarding the counties with an educational institution of 6000. The State College at Ames has more than this number during the year, but not at one time. The 1930 Census gives Story County 31,139.

BREMER COUNTY

Hiller, Francis H., and Gates, Charles A., "Juvenile Courts and Probation in Iowa, National Probation Association, New York, 1930, p. 41

The marshal and mayor, however, handle a good many children's cases each year. No records are kept, and the hearing usually consists only of a lecture. The mayor said that he had talked with about six boys in the last year. The city marshal stated that he had lectured about twenty-five or thirty children in the past year; that only the worst cases were brought before the courts; that there was a feeling in the community that it was a disgrace for a child to be brought to court. Rather than inflict such disgrace on one's fellow citizens, he said they "let them go." The superintendent of schools said that about 25 per cent of the delinquency in the county was handled by the school department.

CLAYTON COUNTY

Hiller, Francis H., and Gates, Charles A., Juvenile Courts and Probation in Iowa, National Probation Association, New York, 1930, p. 44-45.

The superintendent of schools stated that there were many school and conduct problems in the county that needed supervision and guidance. As in most small counties, children are not brought into court until their cases become very serious. It was estimated that there were about forty or fifty cases of habitual truants in the county. Little can be done to force these children into the schools, as the parents are too poor to be fined. This would seem to show the need of social work in these families, especially the constructive, educational contact of a family welfare worker.

Other county and city officials interviewed held the usual attitude that there was no problem. Few cases get so bad that they are publicly offensive, and no cases are treated until they become offensive. Practically nothing but lecturing or warning the "bad boys" or "bad girls" is afforded by way of crime prevention or treatment. The sheriff had "talked with" a few cases in the past year.

This county seems to present the typical situation found in the smaller counties in Iowa. It is characterized by (a) failure to recognize a "problem" until it is too late (b) no social work of a constructive nature (c) use of volunteer interested citizens as probation officers.

DUBUQUE COUNTY

Hiller, Francis H., and Gates, Charles A., Juvenile Courts and Probation in Iowa, National Probation Association, New York, 1930, P. 49

It is interesting to note that the court in 1929 sent three boys, who were adjudged dependent and neglected, to Eldora, the state school for delinquent boys. It is understood this is sometimes done because of the better facilities for trade education at Eldora. It is recommended that other means be sought by the court and probation officer to provide such training for dependent and neglected boys, without giving them an industrial school record and placing them in association with delinquents.

DUBUQUE COUNTY

Hiller, Francis H., and Gates, Charles A., Juvenile Courts and Probation in Iowa, National Probation Association, New York, 1930, p. 47

What happens to a child when he gets into trouble in Dubuque is about as follows: If it is a minor delinquency, he is first lectured by his parents or the complaining party. If he gets into trouble again, he is brought before the probation officer, is lectured again and told to be good. If this treatment does not work the boy is brought before the judge, is given another lecture and placed on probation. If after these successive lectures the boy does not behave himself, he is deemed a fit subject for commitment. Very little attempt is made by the probation officer or any of the persons involved to get at the real cause of the delinquency. The investigations are inadequate.

JACKSON COUNTY

Hiller, Francis H., and Gates, Charles A., Juvenile Courts and Probation in Iowa, National Probation Association, New York, 1930, p. 54.

The following case is characteristic of any small county in Iowa:

A small boy is making a nuisance of himself by abusing children, beating them and destroying property. The parents seem to have lost control. One of the neighbors files a complaint. The judge lectures the parents and leaves the child in their custody. The trouble does not cease. The judge feels that the child ought not to be committed but there is nothing he can do. There is no intermediary treatment. The child continues to be a source of trouble and as he grows older, being 12 or 13 years of age now, he will probably develop into a serious conduct case. When the boy gets bad enough the court will probably commit him. The time to save the child is now by intelligent probation service.

Juvenile Probation

Mrs. Evans, Johnson County Probation Officer, Interview with R. L. Woolbert, 6-28-34,

(Probation in serious cases is very apt to work out to mean that the family or some relative has charge of the boy and lets him run wild, drinking and driving around around all night. Friends and family do not dare to report such things to the probation officer or the court for fear the boy will be punished, with the result that the boy has the ~~upper~~ upper hand until he is caught in something serious. Strangers are similarly lax out of mistaken sympathy for the boys. Effective probation would require that they live in a sort of boy's hotel where supervision will be better than in their own homes and they can be given some sort of work. Plain probation is useless in many cases.)

SECTION 18

IOWA STATE WELFARE PROGRAM

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IOWA STATE WELFARE PROGRAM,
DESCRIPTIVE MATERIALS

1902 A suggested program emphasized: parental schools for delinquents not bad enough for the Training Schools, juvenile and adult probation, segregation of the better prisoners through a reformatory, and a parole and indeterminate sentence system.

1903 Preventive care of children likely to become criminals was advocated before their offenses were serious enough for the Training School. A juvenile court law would do this, by studying the child and fitting the treatment to his situation.

Reformatories for the younger adults were advocated, as methods of reforming and educating them. A parole system would aid.

1912 A comprehensive survey of the crime problem was made under the direction of the Attorney-General. Contract labor was strongly opposed. The state farm and penal colony was taken as the model of penal progress. The better disposed prisoners would live and work away from prison, while the dangerous and uncooperative would remain in prison. Classification, segregation, and individual treatment would be possible on a penal farm. The economic motive should be used by working the men efficiently and paying them for it, while charging them for the damage their crimes caused. It was pointed out that proposals for such care are not new.

Other methods than the prison were given approval: juvenile court laws, suspended sentence, parole of various kinds, fines paid by installments (to avoid imprisonment) and training schools. The reform of treatment of misdemeanants was declared more important than that of convicts. Jails should give way to penal farms.

1930 Over a dozen private institutions were licensed to care for children.

Nine were unlicensed.

Placements of state children were made in large numbers to family homes other than those of relatives and parents.

Abuses in the care of dependent children by private families called for care in supervision of boarding homes.

Disadvantages in expanding existing institutions instead of building new ones were listed by the superintendent of an insane

hospital.

1931 The Juvenile Home at Toledo had a heterogeneous group, including delinquents, defectives, and children from broken homes.

Crop failures caused serious embarrassment in the institutions.

The duties of the Orphan's Home included cleaning up children from the worst homes, giving them medical care, and preparing them to go into private homes. The school at the Home was up to standard.

1932 Criticism of the Soldiers Orphans Home at Davenport lead to an exposition of the methods, policies, and ideals of the institution. Points emphasized were: the cleaning up and medical care given as preparation for placement in a home, the handicaps of the children, the responsibilities involved in home placement work, the need of local social service efforts to prevent commitments where unnecessary, educational standards, the low costs of Iowa as compared to other institutions, and the difficulties of finding homes for the children. Some criticisms of the institution were quoted.

1933 The Brookings Institution found that the centralized management of institutions by the Board of Control was poorly supported by social services and the psychopathic hospital was handicapped by the limitations of the field service for child care. The Board of Parole lacked personnel to make its system effective.

Recently there were some field services provided, but they were inadequately staffed to do the work of the Board of Control.

Large savings in capital and current expenditures were to be expected from strengthening of the parole staff of the Board of Parole.

Large savings in the care of children, for the child's own benefit, were to be expected from an appropriation for boarding home funds and an increased supervisory staff. Less emphasis on institutionalization and more on work in and through the community was recommended.

Child welfare legislation was ineffective because of inadequate personnel in the Bureau of Child Welfare to enforce it.

The supervision of the fifteen institutions by three bureaus was recommended. The related field services would be attached to these bureaus, and a bureau of the handicapped would do field work for the institutions for the blind and deaf under the Board of

Education.

1934 The several institutions were under great pressure from the commitment of new cases and were overcrowded.

1935 A Planning Board tabulation showed that some counties are more adapted to boarding home care of children than others. The purpose was to find counties with a large number of formerly self-supporting families of a good type either on relief or near it, so as to combine relief with boarding home care. Figures of importance are: the percentage of the population on relief, the amount of unemployment in the coal mines, the gain or loss of rural population (R) and of total population, the proportion of the population in the active years of life, and urban, farm, and rural non-farm composition of the population.

Supervision of parolees, whether from prisons, training schools, institutions for the feeble-minded, or insane hospitals, requires travel. Questions arise as to the division of labor between different kinds of workers, (psychiatric social workers, psychologists, parole agents, etc.) The practicability of a division of labor for such work is put in question by the table showing that to pass through every county seat in Iowa takes 2,981 miles of driving. This is a direct criticism of the four field service bureaus recommended in the Brookings Report.

I close with the re-emphasis of four points closely connected with each other which have already occupied the attention of the Conference and which are well worthy of further consideration both by this body and by all thinking men and women throughout the Commonwealth.

1. The question of paternal schools for the care of children not yet formally convicted of crime but evidently under improper influence and certainly tending toward criminality.

2. The extension of the idea of juvenile courts and of the probation system for first offenders.

3. The Reformatory for the segregation and appropriate treatment of criminals not sentenced for long terms and who seem to offer hope of genuine reformation.

4. The indeterminate sentence upon which the Reformatory and its successful administration must rest.

These are questions, I repeat, worthy of the most careful consideration by patriotic and philanthropic citizens, especially by those able to judge wisely and to exert weighty influence. I therefore present them for the further consideration of the Conference.

2

Robinson, A. S. (member of the Board of Control)
 "Punishment and Reformation", Papers Relating to the
 Science of Penology, 1903 (Call number 364, p21)
 Page 54-57

But the State does not discharge its duty when it gives to its prisoners only proper care and training. Its watchful oversight should begin with the erring children from whom the criminals develop. Public schools and compulsory attendance until the elementary branches of an education are acquired will do much. But the waif of the streets, the homeless child, the child of a bad home, the child of evil environments and bad inclinations need admonition, guidance, restraint, which they will not receive at home, to prevent their entering upon a life of crime. They will be guilty of breaches of the peace, of immoral acts and of serious offenses, and the problem is so to treat them as to carry them through the danger period until their knowledge, experience and judgment shall combine to hold them to ways of right living and good citizenship.

The laws of this state make no provision for the special care of that class of children until they have qualified themselves by bad conduct for the industrial schools or penitentiaries. If a child charged with a criminal offense be brought before a court, it must try him and if found guilty, must sentence him to fine or imprisonment or both and the sentence must be carried into effect forthwith, or before judgment of conviction is entered, the child must be sent to one of the industrial schools.

The modern and most approved plan for the treatment of such children is to give jurisdiction of them to a court vested with large discretionary powers as to the methods to be pursued. That court may in its discretion try or refuse to try the child, but in either case may admonish him and release him conditionally under the supervisory care of a probationary officer, or the court may secure employment for him, or a home and foster parents through adoption, or may send him to a parental school or make other suitable provision for him. Under this method each child is studied, and treated according to his individual needs. He is not sent to jail, is not confined with hardened offenders, and is kept separate from all other delinquents. In this manner the dread of further procedure and of imprisonment remains with him as a deterrent influence and he is kept as free as possible from knowing of criminals and criminal methods. If the child be not susceptible to reformatory influences, the court may send him to a reformatory or inflict such other punishment as shall seem best suited to the case.

The new method which has been but imperfectly outlined was inaugurated in Chicago in the year 1899, and has since been tried with great satisfaction in cities in Colorado, New York, Maryland, Pennsylvania and perhaps in other states, and recently has been authorized in California, Louisiana, and Missouri. Efforts are being made to establish such courts in Connecticut and other states.

Robinson, "Punishment and Reformation"

This state also lacks reformatories for young men and young women too old to be sent to the industrial schools but not hardened in crime, and hopeful subjects for reformatory efforts. Of this class of penal institutions the one at Elmira is the type and most important. Others of similar character have been established in Colorado, Illinois, Indiana, Kansas, Massachusetts, Minnesota and Pennsylvania.

.....

Among the indisputable parts of a scientific penal system are reformatories for young men, first offenders under thirty years of age, and for young women under twenty-five, where they would be given instruction in branches of learning and industry best suited to their need, and released only when they have made a satisfactory showing that if permitted to go at large they will eschew evil ways and live as lawabiding, industrious, useful citizens. The excellent reformatory work done by these institutions wherever established and the results attained, place them beyond the stage of experiment. A necessary adjunct of these reformatories is the indeterminate sentence under which the prisoner would know that his release would depend wholly upon himself. The indeterminate sentence is also useful as applied to all persons convicted of crime, the punishment of which is not death, or life imprisonment.

As a part of the penal system which includes reformatories and the indeterminate sentence, there should be a comprehensive and efficient parole system administered by a non-partisan board of paroles and pardons, and this should be supplemented by a system for the supervision of paroled prisoners.

Our state has its industrial schools to which delinquent children under sixteen years of age may be sent, and its penitentiaries. The industrial schools are modern in plan and are being developed in accordance with the best teachings of modern penology, but they should be supplemented by reformatories for older and more hardened delinquents who are not beyond the reach of reformatory influences. The penitentiaries of the state are conducted under laws which are in most respects inelastic and ill adapted to permit the best treatment of the prisoners. Indeed the penal system of our state is in many respects a quarter of a century behind the age, and as much behind that of several of our sister states.

Iowa, Department of Justice, Committee: George Cosson,
M. A. Roberts, and Parley Sheldon, The Jail System of Iowa,
Des Moines, May 25, 1912

Objects of the investigation:

1. "The personal integrity and moral character of the warden. (report was favorable)
2. "The physical and sanitary condition of the institution. (Complaints were not serious. Buildings were too old.)
3. "The general management of the institution."

Part III. The General Management of the Institution

"the very foundation of penal labor, penal discipline and penal reform is involved."

As to the complaints as to neglect of men, forced labor when too weak, denial of parole to retain good workers, secret communication of prisoners with the outside, etc.

"The committee is of the opinion that nearly all of these complaints are due to the present system" of contract labor, "the condition of the old cellhouse and lack of other facilities which the warden is unable to secure."

Page 20

Should segregate tuberculous and venereal prisoners.
Recommend discharge of disloyal guards and raising of pay.

Page 22

Contract labor shown to be source of many evils by testimony from all parties.

Page 23

Employees of contractors carry messages and dope for convicts.

Page 25

Prisoners who work are paroled sooner than the others who are idle, even though their services are valuable to the contractor.

Page 36

The contract system is the worst type of slavery, since the employer loses nothing by harming the worker.

Page 28

Summary of objections (to contract labor)

Emphasize its bad effects on men's character, injury to free labor.

Page 30

Cite Pennsylvania experience and Spencer's theories to show that solitary confinement makes men more anti-social.

Page 32

Enforced idleness is unsound from the economic angle.

Page 34

The state use system seems to work well.

Page 35

Public works, such as highway construction, have been used since ancient times for the employment of prisoners and with both good and bad effects. It has been abandoned in some states because of the harmful contact between criminals and the public.

Page 37

Recommend it for not over 75 men. "They should be permitted to dress in ordinary citizens clothes; they should receive substantial compensation for their labor less the cost of their maintenance and be permitted, as before stated, to live substantially the normal life, that they should not be permitted to buy or receive any intoxicating liquors or narcotics, nor should they be permitted to spend their unemployed time in association with free citizens."

Page 38

..."The length of this article forbids that any large number of instances be given relative to the successful operation of state farms and penal colonies, but a sufficient number of instances should be cited to the end that members of the general assembly and others who have not had the time to investigate the matter may be informed as to what is and can be done in this regard."

The small farm at Fort Madison has paid for its purchase, and more, besides all expenses.

The Mississippi state farm is very successful, making a half million net in less than two years."

North Carolina, Arkansas, Louisiana, and West Virginia, make a profit on prison farms.

Illinois is abandoning its old prison buildings for a 2000 acre prison farm.

The penal farm of the District of Columbia at Occoquan^{2v}, the Canadian penal farm at Guelph, the New York reformatory at Industry, the Ohio Custodial Farm, and various farms and colonies in foreign countries show what can be done. The profit to the state and the preparation of the prisoner for self-supporting life are both emphasized. Short term prisoners are worked successfully.

Page 55

As for the U. S., ... "the success of a prison farm is not confined to any geographical location of our country, nor to any age, race or class of prisoners, nor upon the length of time the prisoners are confined, and the references to penal colonies in foreign countries are sufficient to demonstrate that the agricultural farm may be successfully operated in any country in the world where there is suitable land for cultivation."

Page 55

.. "It is unfair for the men who wish to comport themselves with decency and who give evidence of good conduct and industry to be subject to the discipline necessary to control the professional crook and the most hardened criminals but this is unavoidable where a large number of prisoners are all housed in the same building or confined within the same prison walls."

Page 55

General agreement that the best prison system gives the "greatest individual attention to each individual case."

Page 56

"Your excellency is well aware of the fact that this classification, this segregation and this individualization of treatment and punishment is not possible with the large number of offenders at Fort Madison, guilty of all forms and degrees of crime."

Page 56

"The only proper solution of the problem is, in the opinion of the committee, the establishment of a new prison farm. This farm should be established upon the colony system so as to afford opportunity for complete classification, segregation and individual treatment of prisoners. There should be confined to this farm first offenders, who were not shown to be depraved and vicious by nature except those who should receive special manual training, and these should be sent to Anamosa, and the board of parole should have authority to transfer such recedivists and long term

offenders who had served a substantial part of their sentences at Fort Madison and had also given such evidence of good conduct as to make it comparatively certain that if transferred to the farm no injury would result therefrom." Let agricultural experts take the place of uniformed guards.

Page 58

Transform "debilitated and shiftless" men into good farmhands with a knowledge of scientific agriculture.

Page 60

Would provide segregation, would give men common occupational interests to substitute for crime as the topic of conversation.

Page 61

The prison must have severe discipline. "If, however, men are permitted to work in outdoor employment, breathe pure oxygen and receive God's sunshine and be made to feel that they will be required to undo the wrong which they have committed as nearly as possible and no more, that their welfare and treatment will be in exact correspondence with their conduct and effort, that they will be fully compensated for their efforts less cost of their own maintenance and the expense they have entailed, if by this method of compensation they can feel some economic independence, secure proper supplies at their own option and earn a sufficient wage to support members of their family, if they have any, if not accumulate a bank account to be used upon their release: then inspiration, hope and reward will take the place of physical force and fear." (as disciplinary forces.)

Page 62

.."the fundamental defect in nearly all prison systems consists in this: that the prisoner is unable to see and realize any direct connection between his conduct, his efforts and industry on the one hand, and the kind of his maintenance, his reward and time of liberation on the other hand."

--hence: compensate the prisoners for labor, charge them for maintenance and for the damage they did.

Page 64

In spite of prevailing experience, good prison management could make prison labor as valuable as free labor.

Page 65

Instances of profitable factory and farm operation are cited. A Vermont sheriff gave the men all they earned over one dollar a day, and both work and discipline were greatly improved.

Page 70

"In 1860 Herbert Spencer proposed the indeterminate sentence, the parole, the compensation and restitution theory."

"The costs are now taxed to the prisoner but they are seldom, if ever, paid, although it occasionally happens that after the prisoner is released he is sometimes harassed by the levying of an execution for the costs in question."

Pages 71-73

Harsh treatment of the convict defeats justice by causing juries to acquit the guilty out of sympathy, and by causing courts to allow convictions to be reversed over immaterial technicalities. This defeating of justice diminishes the deterrent effect of punishment. We should seek certainty rather than severity of punishment.

Page 74

"Prison officials of long experience, where prisoners are compensated for their work, report the highest disciplinary value by the giving and withholding of benefits and rewards to prisoners."

Regulation of the compensation should be left to administrative officers.

So, establish a prison farm with allied industries for these disciplinary purposes.

Iowa, Department of Justice Committee

THE JAIL SYSTEM

The Jail System of Iowa

Page 78

"Social workers and penologists are now realizing that it is more important to keep people out of the penitentiary than to provide a reformatory method of treatment in the event that they are confined to the penitentiary, and hence the recent spread of juvenile laws, the suspended sentence, and probation, the parole, the conditional pardon, the opportunities for paying fines on the installment plan, the agricultural and industrial schools for youthful offenders, and a complete change in the method of dealing even with adult misdemeanants."

Even more important to reform treatment of misdemeanants than of prison convicts.

Page 79

"enforced idleness and solitary confinement tends to depravity, imbecility and insanity" and is also an economic loss to the state and the man's family. Jails make men worse, also, through association with others.

Page 84

Recommend that at least three district penal farms away from cities be established and that "The law should then be so amended as to compel the sending of any prisoner to any one of these penal farms when convicted of the violation of a state law if the crime is less than a felony, and he was not released under pardon, parole, or suspended sentence." If for less than 30 days, substitute a fine, on the installment plan if necessary. Need similar institutions for inebriates and women, giving them work.

Licensed Child Placing Agencies

Agencies licensed in 1929 to receive and place dependent and neglected children include the following:

Christian Home Orphanage	Council Bluffs, Iowa
Elizabeth Hershey Orphans Home	Muscatine, Iowa
St. Therese's Home for Babies	Dubuque, Iowa
St. Anthony's Home	Sioux City, Iowa
The American Home Finding Association	Ottumwa, Iowa
Iowa Evangelical Lutheran Orphan Society	Waverly, Iowa
St. Monica's Home	Sioux City, Iowa
The Florence Crittenton Home	Sioux City, Iowa
The Bureau of Catholic Charities	Davenport, Iowa
St. Vincent's Home	Davenport, Iowa
St. Mary's Orphanage	Dubuque, Iowa
Des Mones Catholic Charities (Christ Child Home)	Des Moines, Iowa
Boys' and Girls' Home	Sioux City, Iowa
Iowa Children's Home Society	Des Moines, Iowa
Lutheran Home Finding Society	Fort Dodge, Iowa
W. C. T. U. Benedict Home	Des Moines, Iowa
Norwegian Lutheran Orphans Home	Beloit, Iowa
Lutheran Orphans' Home	Elk Horn, Iowa
Hillcrest Baby Fold	Dubuque, Iowa
Elim Lutheran Orphans' Home	Elk Horn, Iowa
Home for the Friendless	Cedar Rapids, Iowa

Unlicensed Placement Institutions

During the year 1929 nine private unlicensed institutions receiving and placing dependent children continued to function. However, the state supervising agent made two visits to each of these institutions during the year. The following placement institutions are operating, though unlicensed:

Children's Christian Training Home	Boone, Iowa
Pottawattamie County Juvenile Home	Council Bluffs, Iowa
Scott County Juvenile Home	Davenport, Iowa
Polk County Juvenile Home	Des Moines, Iowa
Johnson County Juvenile Home	Iowa City, Iowa
St. Monica's Home	Des Moines, Iowa
House of the Good Shepherd	Sioux City, Iowa
House of the Good Shepherd	Dubuque, Iowa
White's Manual Labor Institute	Mt. Hammill, Iowa

TABLE XIII

Placement of Children by the Davenport and Toledo Orphans' Homes in 1929

Month	Types of home in which child was placed					Total
	Permanent	Temporary	Relative	Parents		
January	4	3	2	4		13
February	14	3	1	4		27
March	13	12	2	14		41
April	25	6	5	10		46
May	14	2	3	1		20
June	25	1	2	11		39
July	8	5	1	7		21
August	27	1	3	9		40
September	10	0	0	4		14
October	18	11	1	7		37
November	21	4	3	5		33
December	35	2	3	5		45
Total	214	55	26	81		376

Great care, however, must be exercised by the state in demanding that licensed boarding homes provide approved standards of living. A recent investigation¹ of such an agency by the state welfare department revealed a deplorable situation. In this particular home a matron and her two daughters were charged with the care of fourteen small children. The home was ill-kept, untidy and filthy. The children, all babies, were found to be feeding on pieces of bread and cold bottled milk. They were a sickly, under nourished and anemic looking lot.

1. Iowa State Board of Control. Child Welfare 2, No. 9:4. 1929.

Stewart, R.A., M.D., (Superintendent of Independence State Hospital)
Report of Quarterly Conference, Bulletin of State Institutions,
1930, p. 83.

Superintendent Stewart: I presume I should reply to Chairman McColl's question. Independence State Hospital was No. 2 in Iowa and was constructed for 500 patients, it being thought at that time that this would be large enough to take care of all the insane for all time. It is for this reason that our chapel is so small, that our picture shows must be duplicated. In other words, the chapel was built for a hospital of 500 population.

If we have a superintendent for a 5,000 bed hospital and pay him the same amount of money that the superintendent of a 1,000 bed hospital received, the State would, of course, be saving 400% by having a larger institution. On the contrary, in a large institution a superintendent sits in his office from morning until night, losing all personal contact with the institution, and relying entirely upon his assistant physicians, supervisors, etc., for information as to how things are going. Visit one of these large institutions and see how much you will learn. The superintendent does not have time to show one around and the one entrusted to this work usually shoves it off on to someone else who again passes the buck.

In our institution, if additional buildings are erected, our general dining room would be too small, the engine room would be too small, the water supply could be increased, the nurses' home would be too small. The quarters for employes would be too small, as they are all packed right now. So if one adds to the institution, it is a question of whether it is economy to tear out and enlarge with very limited space at times for enlarging or to build a new institution.

Another reason for having institutions of limited size is the fact that visitors wish to see the superintendent. Whether he knows anything about the patient or not, they do not go away satisfied if they do not see the superintendent. With good roads and automobiles increasing daily, the number of visitors is steadily increasing and it is not unusual to see forty or fifty automobiles standing around the hospital grounds on Sundays, and a smaller number on week days. The larger the institution, the more dependence the superintendent must place on employes. It is interesting to know that our large institutions near to our larger cities have a real problem on their hands as to how to care for Sunday visitors. They are undecided as to whether to allow their institutions to go without any medical care on Sunday or to hire additional physicians who will do nothing but interviews visitors.

Maplethorpe, C.W., M.D., "Condition of the Children,"
Bulletin of State Institutions
 Vol. XXXIII., p. 112 January 1931 No. 1

As we think for a few minutes of the State Juvenile Home at Toledo, please bear in mind that this institution is offered by the state as a substitute home for neglected, dependent children. The population of this home comes from every part of state. Most of them are white, a few black, and we have one Indian. They are sent to this institution by the courts as salvage of wrecked homes. Most of them are from the lower strata of society. Some of them are talented, others are dullards. We have the mental defective, the criminal in the making, as well as the exemplary child who would be a credit to any private home. Such is the heterogeneous group of which the state is attempting to make useful citizens through the efforts of the superintendent, the matrons, the faculty, and the employees of this institution.

(Superintendent of State Hospital, Cherokee.)
 Donohoe, George, "General Conditions in the Cherokee State Hospital," Bulletin of Iowa Institutions, 1931, p. 134.

The total loss of two crops since July 1927 until date have crippled our finances to such an extent that replacements of furniture, carpets, painting of metal work, painting of masonry, renewals of plumbing, laundry machinery, new floors, etc., has had to be neglected and passed up because funds must be used for support and maintenance. The hail gave us a damage of \$20,000 conservatively estimated. The drought of 1930 again made inroads upon our support fund. No vegetables canned, no green vegetables, no cabbage, no kraut, no fruit except as we could buy from places less unfortunate in rain falls. Never since I have been at Cherokee, March 1915, have we had to spend our support fund to provide garden truck. Wages and cost of seed have been the only cash outlay to provide us with abundant fresh vegetables and fruit in season and to provide our cannery with plenty of beans, carrots, beets, spinach, rhubarb, cherries, strawberries and tomatoes for winter use.

Iowa, Report of the Chaplain of the Penitentiary at Anamosa, 1889, p. 15

Some means should also be provided for the release, before the expiration of the sentence (I mean time sentence), of all prisoners who show a willingness to obey the laws of this country, respect the rights of person and property of others. They should at once be discharged from further imprisonment. Nothing can possible be gained by keeping them any longer, but much may be lost.

Iowa, Report of the Physician of the Penitentiary at Anamosa. 1889, p. 16

The criminal insane were transferred to this prison January 1, 1889. They are in wards accomodating eleven to the ward. We have two wards now in use, with a day attendant and a night attendant for each ward. So far we have had little trouble in the management of these men. Some are quiet and orderly; others noisy and very disorderly. We give them pleny of whoesome food, and do the best we can to keep them employed during the day. Besides the usual duty of keeping the wards and cells well cleaned, and the work of the building, they are required to walk two hours in the forenoon and one hour in the afternoon of each day, in the inclosure, attended by their keepers, who are instructed to keep them at a brik walk. This exercise has, in most cases, greatly improved their physical condition; at any rate, they are much more quiet, and sleep better, requiring very little sleeping medicine. I desire to thank you, as well as to thank your efficient Deputy.

REFORMATION OF CRIMINALS

We have a class of criminals in our prison for whom there is but little hope of reformation; they are known as the habitual criminals. Then again we have another class, that if the proper influences are thrown around them while in prison, and after leaving prison, will, without doubt, become good citizens.

One of the things necessary to bring about this reform while in prison, is to keep them steadily employed, and at skilled labor if possible, such as is done outside of prisons so that they may be able to find employment when released and receive a fair compensation for their services. This will have the effect of teaching them habits of industry and will give them confidence in their ability to earn an honest living. Strict prison discipline, kindly enforced, will aid materially in this matter; it will teach them that for good conduct they are to be rewarded, and for bad conduct they are to be punished, and that the same rule will without doubt hold good after being released. They should be given to understand that all punishments are administered with a view to correct and not to avenge. I also believe such good can be accomplished by prison managers being familiar with the men, by conversing with them freely, speaking kindly, and advising them in matters pertaining to their future welfare. I would not forget the good resulting from the religious services, the social meetings, and the Sunday-school; these are some of the influences now being put into practice at this prison, with the hope of reaching that class that are susceptible of reform, and we have faith to believe that some have been reached and benefitted in this way.

We still have another class in our prisons, who are not wilful criminals, who have committed a crime in an unguarded moment, some in the heat of passion, others by taking funds that did not belong to them, but fully expected to pay the amount without the matter being found out, but circumstances unforeseen prevented them from carrying out their original intentions.

This class of criminals are not criminals at heart, they confess the wrongs done, and are patiently serving out their sentences, anxiously looking forward to the day of release, when they can have an opportunity to prove to the people by good works that they are not criminals by nature, but victims of circumstances.

For this class of criminals no special influences are necessary to induce them to reform, their reformation had commenced long before entering prison.

(Superintendent of the Soldiers' Orphans' Homes, Davenport)
Zerwekh, R. E., Report of Quarterly Conference, Bulletin of
Iowa Institutions, 1931, p. 85.

. . . If you could see the children as they come to us and what happens to them, and I know happens at Toledo, you would be convinced. We received a family of four girls the other day. I think they were absolutely the dirtiest, lousiest, most depraved family I have ever received. We had those children less than ten days. I do not know just how many baths they had per day, but they had at least ten baths because they were there that many days. Last Sunday a very particular family came to the Home. They had had their application on file a long time and we wrote to them to come, and they were ready to take a little girl. They chose the youngest of this family of four, who was cleaned, dressed up, brightened up, tonsils out, adenoids gone, and punctures received. She had been a busy little girl in those ten days and the kindly spirit of the Home had just opened up a little bud to life. She is going into a wonderful home where she will have opportunities, and that is the purpose of the school. We have to go further than the common schools of ordinary grade.

We get these children who are handicapped, and we are dealing with normal life and normal possibilities. We have to equip these children so that when they go into a community they are just a little better than the average herd. Our state agents will tell you that they can go to a prospective foster family with the assurance that the child they will receive will be above the average child. When you stop to consider, you are taking these children from the lower strata of society where the home has failed, the community has failed because the community does not send the children until they have given up the problem, and then the state takes them, cleans them up, brushes them up, puts a pride in their hearts, and equips them.

We keep our schools on a level with Davenport schools, and we do it so that when our child goes into the community, it goes into a higher grade than most of the children-- than those in that community and a higher type of school than in communities regularly. Our child can do more and we have done something that supplies leadership and confidence.

(Superintendent of the Soldiers' Orphans' Home, Davenport.)
 Zerwekh, R. E., "A Defense of Iowa Children's Homes,"
 (Description of Mary Colby Report), Bulletin of Iowa
Institutions, 1932, p. 128.

Upon these two visits she was enabled to set forth in her report that our matrons were employed because they were too old to work any place else; that our schools were inadequate, our instructors either too old, too young or otherwise incapacitated to give adequate service; that the atmosphere of the two homes was entirely lacking in the results desired; that our personnel lack culture, an innate sense of humor, stability of character and ethical principles, and further that it was apparent that their educational and social background was limited.

(Superintendent of the Soldiers' Orphans' Home, Davenport.)
 Zerwekh, R. E., "A Defense of Iowa Children's Homes,"
Bulletin of Iowa Institutions, 1932, p. 130.

To understand the requirements which call forth the talents, labor and decisions of the state agents it may be as well to understand a little more fully the conditions which confront them. It is not their duty to investigate family conditions in local families such as a trained social worker is presumed to meet. They do not have the adjustment of broken homes, the handling of the under-privileged child, the extension of medical, social or material care in the reorganizing of homes. Their work commences AFTER the social worker is through with the job; AFTER the children have been committed to the state homes, and AFTER the children who are free from disease, mental and physical, are ready to be recommended for placement from the state homes, these agents investigate applying homes. Social contact is not then the one and only training essential. Business judgment, a clear picture of the future possibilities of the foster child and its new home are the paramount requirements. How well our state agents perform this work is reflected in the fact that 95 per cent of Iowa placements make good. They approve only good homes, and directly supervise these homes and the wards therein.

(Superintendent of the Soldiers' Orphans' Home, Davenport.)
Zerwekh, R. E., "A Defense of Iowa Children's Homes,"
Bull. of Iowa Institutions, 1932, p. 131.

What the reports could have in justice set forth was the fact that Iowa counties are woefully lacking in trained social workers at the points where they were needed--in the counties themselves. Not more than one-fourth of our 99 counties have trained workers. The Extension Division of the state university has been persistent in its efforts to increase his number. In fact the great majority now in this service are there through the efforts of this extension work, under the contacts made by Miss Ina Tyler. It is the duty of these workers to organize the homes and prevent the disruption of families. Few, if any of them, trained and skilled in their work, fail to exhaust every local means before having the children committed to the Homes. But there have been cases, far too many of them, where children were committed, when some local plan would have kept the family ties intact at no increase in county expenses. More trained social workers needed? Yes assuredly, yes. But put them where they should be, where their training fits them to be. Until this feature is 100 per cent accomplished let us be fair, understanding and loyal, to the messengers of this board of control who are accomplishing not alone the duties the children of our homes suggest, but whose time, expense and money and talent is demanded for the investigation of commercial child placing agencies without the border of our state.

(Superintendent of the Soldiers' Orphans' Home, Davenport.)
Zerwekh, R. E., "A Defense of Iowa Children's Home,"
Bulletin of Iowa Institutions, 1932, p. 131.

It was asserted in these reports that our institutional schools were inadequate and that our children were handicapped when they went out into other schools of the state. This is but another assertion manufactured out of whole cloth and lacking in the slightest element of truth. A protest that some of our children were allowed less than 25 hours of schooling per week was equally misleading. At Toledo a force of ten teachers, with an enrollment of 280 pupils, furnish full time school work. At Davenport a force of 19 teachers, with a pupil enrollment of over 580 furnish full time school work to the fifth grade, while above that grade to the eighth there is given 20 hours of classroom recitation work and instruction and 10 hours per week of supervised study. What are the results? Mary Ruth Colby, or other inquiring investigators, will find that our pupils not only are able to carry on the work of outside schools, but they will in the vast majority of cases, lead their classes, and in many cases are advanced a grade over the institutional schedules. Davenport schools are recognized as among the foremost of Iowa, and we say with pride, as well as truth, that our institution schools are kept to the same high standard and that the graduates of our eighth grade enter the junior high of Davenport not only perfectly capable of carrying on the required studies, but actually leading in classroom endeavor. Superintendent Naumann of the Sudlow school of our city, to which our graduates go, declares that the finest group of students he receives are from the Soldiers' Orphans' Home.

(Superintendent of the Soldiers' Orphans' Home, Davenport.)
Zerwekh, R. E., "A Defense of Iowa Children's Homes,"
Bulletin of Iowa Institutions, 1932, p. 132.

. . . Despite the criticism, made so patently through lack of investigation, or inspired for some less commendable purpose, we are frankly proud of our schools and suggest that other schools, following our curriculum could easily raise their standards.

And this naturally brings up the subject of costs. That Iowa maintains and operates its two state directed homes for children at a far less expense is worthy of note. If in so doing the child was slighted, in food, clothing, protection of health, mental hygiene, body habits, religious instruction or the slightest detail of character and personality building, then we would have only cause for regret. As it is we "point with pride" to the record of our two homes, and feel justified in one or two comparisons with similar Homes in neighboring states.

At Toledo the annual per capita cost is a trifle more than \$340. At Davenport it is a little less than \$275. An Illinois institution, similar in population with Davenport, yet in not any single particular surpassing the service given, and in many features not equalling our own, has a per capita cost of \$686. This institution is maintained by the state. A national home for the children of a fraternal organization, also located in Illinois, has a per capita cost in excess of \$800, with a population of from 1100 to 1350. The depression has lowered the costs in the Iowa homes. We have handled at both Toledo and Davenport greatly increased numbers of children without adding to our employee expense. That called for a loyalty of service and a competency on the part of all which was promptly forthcoming. At times at Davenport we have been caring for 200 more children than our appropriation contemplates. The excess at Toledo has been proportionately large.

(Superintendent of the Soldiers' Orphans' Home, Davenport)

Zerwekh, R. E., "A Defense of Iowa Children's Homes,"
Bulletin of Iowa Institutions, 1932, p. 133.

Thus at the two homes a total of 655 children were received and 590 placed. When it is considered that the depression contributed to an increased number of commitments, and that the placements came within 65 of the number of new arrivals, we with considerable confidence offer these figures as a further evidence of the loyal and efficient work of our state agents. In addition to this there are now on file at the two homes the applications of approved homes asking for more than 125 additional children, but unfortunately the ages required are not now available. There is no depression in sentiment. There was during this period, a lack of adequate funds for field work, or the showing made might have been still better.

Institute for Government Research of Brookings Institution Report on a Survey of Administration in Iowa. Page 229.

...It is significant that at no one of the hospitals for the insane or epileptic or schools for the feeble-minded is there a social service unit for investigation of patients committed or for supervision and follow-up of patients furloughed or paroled to their community. Many persons are committed to the hospitals or schools where inadequate information as to the history of the patients makes treatment difficult and, despite the fact that all of the institutions parole or furlough patients each year, no state plan has been developed for investigation or supervision. The inevitable results are that many patients remain in the institutions who could be returned to their homes if competent supervision were available and many are needlessly returned from parole as a result of the lack of necessary social service.

Iowa compares favorably with most of the states in institutional provision which it has made for its mentally handicapped; but no comprehensive mental hygiene program has been undertaken which would serve to curtail the ever increasing numbers clamoring for institutional care. Two efforts have been made in this direction. The psychopathic hospital at the University of Iowa is an excellent institution. Here is a hospital dedicated to intensive therapeutic efforts and the teaching of psychiatry to medical students and to research into the general pathological and therapeutic problems of psychiatry. The hospital is too small to serve as a receiving center or clearing house for the mentally ill of the state; its activities are not well coordinated with the state hospitals; and it, as do the hospitals, suffers from the lack of a state welfare program which would provide service absolutely necessary for it to function effectively. Despite these handicaps, the state has in the psychopathic hospital an asset which is invaluable as a training, diagnostic, and clinical center and one which can be used to great advantage in a comprehensive state mental hygiene program.

Institute for Government Research of Brookings Institution.
Report on a Survey of Administration in Iowa. Page 219

Iowa is a state of interesting contrasts: A centralized system of institutional management and control, but a glaring lack of co-ordination of related welfare services; a reasonably adequate state system of institutions, but very little provision for pre-institutional care and prevention; an excellent hospital and clinic service for children at the University, but a poorly staffed, entirely inadequate children's bureau for general child-caring work; and an elaborate system for paroling prisoners, with entirely inadequate provision for either investigation or supervision.

Institute for Government Research of Brookings Institution.
Report on a Survey of Administration in Iowa. Page 220.

For a number of years, the Board of Control confined its activities strictly to the operation of state institutions. Later, the Parole Division, operating in connection with the state training schools, a Children's Bureau for state-wide child caring work, and an Inspection Service for county institutions caring for the insane have been added. All of these divisions have been inadequately staffed and equipped and are to all intents and purposes relatively unimportant appendages of the Board, which continues to be largely occupied with the fiscal and material maintenance and operation of the state's institutions.

... The Bureau of Child Welfare is charged with the administration of the state child welfare program. It consists of a superintendent, a secretary-stenographer, and five field agents. The major program of the Bureau has been home finding, child placing, and supervision, although it is charged under the Board of Control with the licensing and supervision of child-caring institutions and agencies, maternity hospitals, boarding homes, etc. The child welfare legislation of Iowa is comparable in scope and intent to that in most of our states, and although the adoption and juvenile court statutes, for instance, could be amended and re-written to considerable advantage, the problem in Iowa is not one of child welfare legislation, but rather of administration. The Bureau as at present constituted cannot possibly handle the duties and responsibility imposed upon it. The welfare machinery in the counties is entirely inadequate and the activities of the Bureau are not co-ordinated with such machinery in those counties where it does exist. Adequate, competent service is badly needed by the Bureau itself; but if its work is to be effectively done, it must operate in connection with and through a state welfare system that furnished direct service to the communities of the state.

Institute for Government Research of Brookings Institution. Report on a Survey of Administration in Iowa. Page 234.

In addition to the members of the Board, three in number, who actually parole prisoners from the three penal institutions, the penitentiary, Fort Madison, and the two reformatories at Anamosa and Rockwell City, there are three parole agents for direct work with parolees and necessary stenographic and clerical help.

...Large savings can be effected in the operation of the state penal system by the extension of parole. The net cost of maintaining a prisoner at the state penitentiary for a single year is over \$300; at the Men's Reformatory, about \$270; and at the Women's Reformatory, about \$530. The average cost per paroled prisoner actively reporting was approximately \$70 during the fiscal year 1932, or about one-fourth the per capita cost of institutional maintenance. The reorganization and extension of the parole system can without doubt relieve the crowded conditions in the state's penal institutions, making unnecessary, perhaps, the erection of additional cell blocks and effect material savings in operation.

Children's Institutions: Besides the Glenwood school for the feeble-minded, Iowa has four state institutions for children--two for the dependent and neglected child at Davenport and Toledo, and two for the delinquent child at Mitchellville and Eldora. Within these institutions there are more than 1,700 children in state institutions, in addition to those in local and private child-caring institutions and agencies, approximately 2,500, in a state largely rural and with only two and one-half million population, dramatically indicates the lack of a well coordinated state welfare program. For many years it has been emphasized, reemphasized, and clearly demonstrated that his own home is the best environment for the normal child, or a carefully selected, competently supervised foster home if for one reason or another his parents are incompetent. This accepted principle needs further enunciation in Iowa and even more does the principle need to be implemented. Further, it needs no great amount of argument to substantiate the fact that economical administration demands the same procedure.

The average per capita cost of maintaining a child in a state institution, according to the last report of the Board of Control, is \$537.36 per year. There is no question that more suitable care at considerably less expense could be had if the agencies operating in the welfare field were more closely coordinated and if a state welfare system were developed which would insure competent welfare service for all the counties of the state. Many children are placed in homes by the agents and by the three agents working in connection with the training schools for delinquents, but the case loads carried by these agents makes effective work impossible; and lack of close cooperation with social workers in the counties, where they exist makes the task more difficult, as does the large territory that must be covered by each agent.

Nowhere in the welfare field in Iowa is the lack of a comprehensive state welfare program more apparent than in the state's work with children and here also, the deficiency is exceedingly costly. Welfare problems, all welfare problems, are essentially community problems. It is here they develop and it is here they must be combated. Illiteracy is attacked by the local school down in the county, not by central institutions of higher learning. We can learn much in welfare administration from definitely established methods in education.

* of the Children's Bureau of the Board of Control, five in number.

All the powers and duties of the Board of Control should be transferred to the Department of Public Welfare.

The activities of the Department should be distributed among seven divisions:

. . . 2. A BUREAU OF CHILD WELFARE, which should periodically visit, license, and supervise all child-caring agencies or institutions, boarding homes for children, maternity homes, etc., of the state, supervise the operation of the four state children's institutions, develop foster and boarding homes, place and supervise the administration of widows' pensions, and, in general, be charged with all the child welfare duties and responsibilities of the state government.

3. A BUREAU OF MENTAL HYGIENE, which should supervise the operation of the state hospitals for the insane and epileptic and the training schools for the feeble-minded, and develop a state mental hygiene program in connection with the state hospitals and in co-operation with the Psychopathic Hospital at the University. The latter should include a state-wide clinical service developed through the state hospitals and such educational and preventive measures as may be conducive to the control of mental illness and defects.

4. A BUREAU OF CORRECTION which should supervise the operation of the three penal institutions, have charge of the parole of all prisoners from these institutions, and, directly and in co-operation with local authorities, supervise all parolees from these institutions and all persons assigned to it by the courts.

5. A BUREAU OF THE HANDICAPPED, which should have charge of the care, supervision, and training of the blind, deaf, crippled, and otherwise afflicted not already provided for in the educational institutions of the state, and which should especially concern itself with preventive plans and programs in this field.

Iowa, Mr Scholes, (Secretary of the Board of Control) Oral Statements
concerning crowding in the institutions. August 1934

and about the same at Glenwood.

At the time there were 167 applications for admission to the epileptic and feeble-minded home at Woodward. The orphanages have admitted none but emergency cases for months. The insane hospitals cannot refuse commitments and are overcrowded about 25% taking the intended use of the rooms and number of beds as the base, and 7% ~~if~~ taking count only of the number of people who must sleep on the floor.

The prisons are figured to be over-crowded if there is not a cell for every man, on the theory that men are not sent to them who could be trusted out of cells.

The CCC camps have discovered some men to be mentally deficient who were thought to be normal at home, and the general poverty outside the hospitals has lead many families to leave inside people who would otherwise be cared for at home. These two factors of depression add to the crowding. Outdoor relief for those paroleable would cost more than care in the hospitals (about \$20 per month.)

County	% of 1930 Population ² on relief		Average Number of ³ Coal Mine Employ.		Pop. Change ⁴ 1920 - 1930		Per cent of ⁴ Pop. 20-45 Years old in 1930
	Jan. 1935--July 1934		'33/'17	% '33 was of 1917	R.	Tot.	
Adair	10.8					-12.7	35.2
Allamakee	10.2					-12.3	32.5
Appanoose	19.3	24.8	<u>1766</u>	43.5		-26.4	31.6
Audubon	10.6		4063			-15.2	35.5
Clarke	25.6	23.6				- 8.2	33.1
Clay	11.0					- 7.8	36.9
Clinton	14.2				-4.8	- .2	37.0
Crawford	10.2	15.6				- 8.9	38.4
Dallas	10.8		<u>511</u>	51.6		- 7.4	33.3
			937				
Davis	21.2	21.3	<u>73</u>	9.6		-18.7	31.6
			7				
Decatur	11.8	14.7				-18.6	31.4
Delaware	11.1					-11.7	33.2
Des Moines	16.0	10.7			-7.7	1.7	37.0
Dubuque	14.9	13.9			-8.6	- 2.6	35.2
Floyd	10.4					- 3.9	36.1
Fremont	17.7		<u>109</u>	375.3		- 8.3	33.9
Guthrie	16.3		29			-11.8	33.2
Harrison	16.0	13.9				- 9.3	35.1
Keokuk	11.2		<u>59</u>	245.3		-14.7	32.3
Linn	10.3		24		-10.3	4.5	33.3
Louisa	10.0					-10.7	32.1
Lucas	21.9	20.7	<u>639</u>	35.4		-10.5	32.5
			807				
Madison	19.5	14.9				-12.0	33.2
Mahaska	22.3	24.8				- 8.1	34.6
Marion	13.2	17.4	<u>996</u>	105.6		- 3.6	35.3
Monona	11.7	11.0	943			- 4.3	35.0
Monroe	22.3	36.4	<u>571</u>	34.2		-41.0	30.6
			1671				
Muscatine	13.2	11.0	3/0		-8.9	- 3.6	35.3
Folk	18.2	18.2	<u>1027</u>	38.3	4.0	1.7	40.9
			2681				
Pottawattamie	17.0	10.2			-1.1	2.7	37.6
Poweshiek	11.5	10.8				-13.6	34.2
Scott	14.4	13.1	9/0		-10.7	.1	40.3
Union	15.8					- 5.2	35.1
Van Buren	13.8	11.5	58/31	137.9		-15.0	30.6
Wapello	13.0	13.6	357/637	53.0	-21.6	- 1.1	35.3
Wayne	14.3	44.7	107/285	37.5		-16.9	32.7
Webster	12.9		164/71	230.9	- 9.5	- 4.5	36.3
Woodbury	13.1				- 6.0	- 2.3	40.3
THE STATE	11.0					- 3.1	36.1

1. Data assembled for State Planning Board by R. L. Woolbert.
2. Iowa Emergency Relief Administration, Monthly reports.
3. Iowa Inspector of Mines, Annual Reports.
4. Census data, as given by Committee on Population and Social Trends, State Planning Board.

	Total Population ⁴	Rural		
		Urban (Over 2,500) ⁴ %	Farm ⁴ %	Non-Farm ⁴ %
Adair	13,391	0.0	85.1	84.9
Allamakee	16,323	15.5	59.1	25.4
Appanoose	24,335	32.8	55.7	31.5
Audubon	12,264	0.0	85.6	84.4
Clarke	10,384	27.7	60.4	11.9
Clay	16,107	31.2	52.6	16.2
Clinton	44,377	58.0	26.6	15.4
Crawford	21,023	18.6	57.2	24.2
Dallas	25,493	23.0	41.7	35.3
Davis	11,150	0.0	69.9	30.1
Decatur	14,903	0.0	57.6	42.4
Delaware	18,122	18.3	59.1	22.1
Des Moines	38,132	70.2	19.5	10.3
Dubuque	61,214	63.1	19.2	12.7
Floyd	19,524	41.2	40.4	18.4
Fremont	15,533	0.0	53.0	42.0
Guthrie	17,324	0.0	58.5	41.5
Harrison	24,937	17.3	53.4	29.3
Keokuk	19,143	0.0	56.9	43.1
Linn	32,336	73.0	17.0	10.0
Louisa	11,575	0.0	53.5	46.7
Lucas	15,114	35.5	45.8	18.7
Madison	14,331	20.3	82.5	17.2
Mahaska	25,304	39.3	45.0	15.7
Marion	25,727	31.2	41.4	27.4
Monona	18,213	14.0	60.6	25.4
Monroe	15,010	29.5	49.3	20.7
Muscatine	29,385	57.1	26.5	16.4
Polk	172,337	84.9	7.2	7.9
Pottawattamie	69,888	60.2	26.9	12.9
Poweshiek	18,727	26.4	51.6	22.0
Scott	77,332	82.1	12.2	5.7
Union	17,435	49.4	35.9	14.7
Van Buren	12,603	0.0	57.6	42.4
Wapello	40,430	69.4	19.7	10.9
Wayne	13,737	0.0	53.4	46.6
Webster	40,425	54.1	29.1	16.3
Woodbury	101,669	77.8	14.5	7.7
THE STATE	2,470,939	39.7	39.0	21.3

Distance Between County Seats Starting West from Fort Madison, as Measured on
the Iowa State Highway Map of January 1, 1935.

County Seat	Mileage to next County Seat	County Seat	Mileage to next County Seat
Fort Madison	42	Marshalltown	30
Keosauqua	34	Nevada	23
Bloomfield	26	Boone	27
Centerville	24	Jefferson	29
Corydon	23	Carroll	27
Leon	27	Denison	45
Mt. Ayr	29	Onawa	37
Bedford	21	Sioux City	58
Clarinda	35	Ida Grove	34
Sidney	24	Sac City	20
Glenwood	28	Rockwell City	26
Red Oak	28	Fort Dodge	21
Corning	22	Webster City	51
Creston	33	Eldora	17
Osceola	25	Grundy Center	31
Chariton	27	Waterloo	24
Albia	23	Independence	25
Ottumwa	24	Manchester	43
Fairfield	23	Dubuque	61
Mt. Pleasant	28	Elkader	66
Burlington	28	Waverly	20
Wapello	34	Allison	21
Washington	40	Hampton	29
Sigourney	24	Clarion	26
Oskaloosa	24	Dakota City	25
Knoxville	26	Pocahontas	31
Indianola	26	Storm Lake	23
Winterset	25	Cherokee	35
Greenfield	42	Le Mars	18
Atlantic	52	Orange City	30
Council Bluffs	21	Pringhar	28
Logan	36	Spencer	26
Harlan	28	Emetsburg	24
Audubon	25	Algona	34
Guthrie Center	31	Garner	23
Adel	22	Mason City	32
Des Moines	33	Charles City	18
Newton	41	New Hampton	33
Montezuma	38	West Union	35
Marengo	33	Waukon	20
Iowa City	28	Decorah	20
Tipton	29	Cresco	41
Muscatine	29	Osage	31
Davenport	38	Northwood	33
Clinton	40	Forest City	70
Maquoketa	35	Estherville	14
Anamosa	26	Spirit Lake	35
Cedar Rapids	33	Sibley	24
Vinton	41	Rock Rapids	
Toledo	25		
			<u>2,981 miles</u> ²

¹ Prepared for the State Planning Board by June Constantine.

SECTION 19

PENAL INSTITUTIONS OF IOWA

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PENAL INSTITUTIONS OF IOWA
 DESCRIPTIVE MATERIALS (CONTINUED)

The Men's Reformatory at Anamosa

1889 The institution was regarded as a penitentiary. It also housed the women convicts. A special building for them was under construction to isolate entirely the men and women prisons.

Repeaters were able to deceive courts in some cases and get short sentences appropriate only for first offenders. The courts seemed to have depended on the prisoners for their information. The minimum and maximum law was recommended by the warden, so that all would be sentenced to the maximum and the deserving cases released after careful study.

The warden also recommended that long-term prisoners be allowed to earn good time more rapidly.

Repeaters were able to get more lenient treatment from the courts than first offenders because of their greater experience, and in prison they earned good time faster.

He also recommended the discharge without delay of prisoners who showed willingness to obey the laws.

The criminal insane were received at Anamosa January 1, 1889.

1891 Work and discipline were advocated by the warden as reforming agencies for criminals not of the habitual type. There was also a class of convicts who were not criminals at heart and required no reforming influences. The habitual group were a third problem.

The previous records of offenders should be sought out before sentence by local authorities, and old offenders given the maximum, according to the warden. Further, an habitual criminal law for petty offenders was recommended.

Anamosa was made the recipient of the feeblest prisoners from Ft. Madison.

1893 The warden would have used the prison to reform the criminal and to protect society, not for punishment alone. He recommended segregating classes of prisoners, education, and release at the time reform is accomplished.

1895 A rapid increase of population made new construction necessary.

The warden advocated more payment and other care of the long-term prisoner after release.

1897

The warden deplored the custom of moving criminals on to another jurisdiction, opposed colonization as a similar passing on of responsibility, preferred hard labor to solitary confinement, advocated equal pay for convict labor to silence outside opposition, suggested again more consideration for the long-terminer on release, advocated giving the prisoner a share in his earnings through the per diem plan, and stated a general policy neither of extreme punishment nor of extreme leniency.

1901

The grading system was in full operation in 1900. Each grade has a distinct bill of fare, different clothing, and different table furnishings. Discipline was improved and 64% less use was made of solitary confinement.

The warden recommended a parole system for release of "the educated and socialized" prisoners, numbering about 40%. Releasing men who are expected to obey the law and retaining those who are expected to violate it was advocated, to be accomplished through parole.

The women's building had been left unfinished, although roofed, for eight years.

1903

The reformatory system was advocated, principally as a successful method of reforming young prisoners.

1905

The population had fallen off, while sentences had risen steadily from an average of two years and five months to three years and two months (or 30 per cent) in eight years.

Penalties fixed by courts for the same offenses varied tremendously. This was given as a reason for adopting an indeterminate sentence law.

1914

The insane were not wanted at the prison, as they required different care than prison employees were accustomed to give.

1916

The warden complained that his institution was not yet properly a reformatory because of certain elements in its population: women, the insane, repeaters, and older men.

A newspaper controversy over the discipline and the discontent of the inmates lead to a riot. There were no serious injuries but two men went insane.

1918

Fifty honor prisoners were working on prisoner farms.

Five classes of inmates interfered with the prison's function as a reformatory. The women had been moved to Rockwell City.

1924 Housing was again a severe problem and other facilities were congested, due to a population increase.

Much expensive construction was asked.

1926 The population was stable for the biennium.

1930 There was 300 more men than could be housed satisfactorily but the new cell house was expected to remedy this. There was concern as to increase in the next biennium.

The population was estimated for the coming two years to grow from 1,267 to 1,450.

1932 Great pride was expressed in the modern equipment of the new cell house, but some 250 or 300 men were, nevertheless, expected to be left outside of cells, which was considered unsanitary and bad for discipline.

A new building for the criminal insane, by now greatly overcrowded, was recommended.

The dining hall and other facilities were outgrown.

1933 The Brookings Institution found the institution to have too many older men and repeaters and a too restricted educational program to be called a reformatory.

The arrangements for the criminal insane were condemned while the prison farms were approved.

1934 A description of the institution was based upon statements of the officers and a personal visit. The men ordinarily spent 12 hours every night in the cells, were marched to meals and work by day.

The grading system rewarded the well-behaved prisoner by greater privileges, and the highest grade men earned good time faster than the lower two grades.

Trustees or honor prisoners were usually the more trustworthy men and to some extent were grouped for living. Usually, prisoners who worked together were bedded and fed together for convenience in moving them.

Escapes were usually by trustees outside the walls, almost never by men in cell houses.

Housing was inadequate to put all men in cells, but there were dormitories in which the men lived. These were not regarded as satisfactory. The greatest housing problem was the overcrowding of the criminal insane with 89 men in quarters for 44.

FEMALE CONVICTS.

We are now occupying one ward of the department for insane as a prison for the female convicts. This is a great improvement over the rooms formerly occupied by them, but these quarters are not such as should be provided for that purpose. Our present law, which makes prostitution a crime punishable by imprisonment in the penitentiary, has caused an increase in the number of female prisoners, and it will continue to increase still faster when the law is fully enforced. These female prisoners should not be kept in sight or hearing of the male prisoners. The reasons why will suggest themselves to the thoughtful.

I would recommend that the building for the females (which is now under way of construction), be completed at the earliest time. We now have the foundation in and walls and walls of the building all completed to top of basement story, and sufficient stone cut and ready to carry the walls one story above the basement. This story will be completed by the first of next December. I am using for this purpose the money appropriated for the protection of these walls, believing that I can in this manner afford better protection than could be done otherwise, and at the same time be making substantial progress toward completing the building. In this way I have been able to keep a large number of men employed, who would have been idle had I not adopted this plan. When completed this department will be separated from the general prison by a twenty-seven foot wall, with no connecting passage into the main prison yard. It will be heated by means of underground pipes running from the boilers in the main prison yard, so that it will not be necessary to employ any male prisoners in or about this building. In this manner it becomes ~~two prisons~~ as two prisons, entirely separated from each other, but under one management. This, I know, will greatly improve discipline in both departments, and will remove one obstacle which now stands in the way of a possible reform.

THE HABITUAL CRIMINAL

It is not an unusual occurrence for old offenders, men who have already served two or more terms in prison, to escape with a very light sentence by representing to the court that it is their first offense. As an illustration, we now have a man serving a nine-months sentence, who, we know, has served a five-year term in Joliet, and also a four-year term in this state. In another case, a man was returned here on a nine-months who was still wearing the suit of clothes furnished him by the State when discharged from prison a short time before. These men both secured light sentences by claiming it to be their first offence. The only remedy I can suggest for this class of criminals, under our present laws, would be for the courts to require the accused to give a history of his past life before sentence is pronounced; have him give references, and take time to verify his statements; and if they prove untrue, or the prisoner refuses to give the desired information, then treat him as if he were known to be an habitual, and sentence him accordingly; for it may safely be presumed that he is an old offender, and dare not tell the truth. Ohio has adopted the minimum and maximum law, requiring the courts to sentence to the maximum, and giving ~~the~~ a Board of Pardon the right to release on parole at any time after the minimum is served, if they deem the convict a safe person to be at liberty; or if they do not so regard them, they ~~are~~ are required to, serve the maximum, less the time allowed for good conduct. From all reports, this law is giving general satisfaction. Many penologists are favoring the determinate sentence as the best method to punish crime. Certainly something should be done in this State to check the career of the professional criminals who are going from place to place committing their depredations, preferring occasionally to serve a short term in prison than to labor and earn an honest living. In my opinion, very few of this class of criminals are sentenced too long, while the majority are not sentenced long enough.

Iowa, Report of the Warden of the Penitentiary at Anamosa. 1889. Page. 8.

GOOD TIME LAW.

I will again make the same suggestion on this subject which I did in my report two years since, viz: that the time earned by good behavior be increased for prisoners serving long-term sentences. My reasons for advocating this point are that, as a rule, these men are not the worst men we have in prison. It would also be a strong inducement for men to comply with the rules. Certainly no injustice could be done by such a law, for only those whose deportment is good would be benefitted thereby.

Iowa, Report of the Chaplain of the Penitentiary at Anamosa. 1889. Page 14.

INCORRIGIBLE

What shall be done with him? Year after year convicts are liberated from our prisons by expiration of sentence, that we know with almost absolute certainty will seize the first opportunity to commit some crime. They do not desire to earn an honest living; they return at once to their old haunts and their former associations, and recommence criminal career with wits sharpened by experience and greater caution gained by prisons, detection and punishment. A life of criminality with them is a matter of choice, not of necessity, and who persevere in it, not because to have served a term in prison prevents them from leading a reputable life thereafter, but because they prefer stealing as a means of livelihood to honest labor; and what is more wonderful, that at each commitment, the sentence is shorter and shorter. I asked an old offender who was then serving his fourth term, how it was that each sentence was shorter than the preceding one; his reply was, that when first arrested he did not know much, but now when arrested that he first worked the sheriff, then the prosecuting attorney, then the judge; that is how his sentence is shortened; and then, when he gets into prison, he works the officers, and not only gets the best and easiest place, but is frequently a pardon.

They so school themselves they seldom transgress a prison rule; what they work for is not reformation, but that which will shorten their time. It seems to me that the indeterminate sentence, instead of the time of the sentence, would obviate this—that it would effectually put an end to this repeating of crime and sentence, and save the State much needless expense.

ANAMOSA. REPORT OF THE WARDEN. 1891. Page 8

Habitual Criminals.

It is a well-known fact that quite a large per cent of our criminals are of a class known as the "habitual criminal." They do not intend to make an honest living, they make it a study how to evade officers, and if caught how to deceive courts, and secure short sentences.

I would suggest that our courts and peace officers use all means at their command to ascertain the past history of the accused before sentence is pronounced, and those that are found to be old offenders should be sentenced to the maximum.

We also have another class, known as the "petty thief," who make their living by robbing clothes lines, chicken roosts, etc., but are always careful not to take enough from any one place to make the offense a felony. I would recommend that a law be passed making a second conviction, or more, for petty larceny, a felony.

ANAMOSA. REPORT OF THE WARDEN. 1891. Page 8

Transfer of Prisoners

Owing to the unequal distribution of territory, or counties contributory to the two prisons, the number of convicts at this prison became so reduced as to materially interfere with the work necessary to be done, and at the same time the number at Ft. Madison increased to such a degree that they could not properly care for and furnish all with work. Accordingly I asked for and obtained an order to transfer twenty-five men from Ft. Madison. Warden McMillan having the right to select those to be transferred, the result was that he selected twenty-five of the oldest and most feeble in the Ft. Madison prison, one died before the transfer was made, leaving only twenty-four to be transferred, of that number ten are over sixty years of age, and several over seventy, all are more or less disabled. If the mortality of this prison does not increase during the next biennial period it will be a wonder. To me it does not seem to be just that this prison should be made a hospital for the prison at Ft. Madison. I would suggest that the executive council adjust these matters by a more equal distribution of territory, instead of by transfer from one prison to the other.

ANAMOSA. REPORT OF THE WARDEN. 1893. Page 8

Under a parole law, pardons should be rarely granted, but paroles frequently. Operating under such a law, there is work to be done within the prison that will do much for the cause of reform. "Dispense with the inhuman punishment which no longer exists in this prison," grade the prisoners, separating the young and less experienced criminals from the habituated and the hardened; give to the inmates sound mental instruction, teaching them to read, write and compute in numbers, and let their moral instruction be such as to appeal to their sense of true manhood. With laws, and with some such system as we have outline, and with the ultimate purpose of sending these men back to society fitted to become its useful members, the wrongs done the State will be sufficiently redressed and at the same time its criminals will be benefited by the punishments administered. No man should be kept in prison one hour to satisfy any sentiment of revenge. It should always be borne in mind that men are sent to prison for their reformation, on the one hand, and to protect society on the other, and when these purposes are accomplished the imprisonment should end.

ANAMOSA. REPORT OF THE WARDEN. 1895. Page 5

Prison Population.

When I entered upon my duties at this prison, April 1, 1892, there were 262 prisoners. At this time there are in the lock-up 542. This rapid increase in the population adds to the difficulties and responsibilities in their management. It also eaphasizes the importance of our need of more room at the earliest possible moment. As there is no contract work done at this prison, the increased forces at the command of the State ought to push the construction work with all possible energy. The next biennial period ought to push to a finish some of the buildings now under way. And while the finishing work is the more expensive, it is also the more important. These facts invite a wise and liberal appropriation for construction work.

The rate of increase in the prison population of Iowa is a fact that has already gone to verdict. All argument on the subject is simply a waste of precious time. The only thing that remains to be done is to promptly and vigorously meet the emergency, provide with all possible dispatch the additional room already needed, and which will be indispensable in the very near future.

Waiving the question of right on the part of the state to confiscate the labor of these men, I boldly challenge its propriety. Besides it works glaring inequalities that are a contradiction of all justice. One man comes to our care at the beginning of winter under a three months sentence. His clothes are thread-bare, he is out of work, no place to go, and the State of Iowa takes him to winter; but when the warm days of spring arrive he goes out with a new suit of clothes, transportation and gate money--"He is the favored one in all the king's dominions." The next man that gets his discharge papers has served the state well and faithfully for fifteen solid years; he goes out into the bleak world as a child, inexperienced, homeless and a stranger in the state; he has on e friend in St. Joseph, Mo., and after he has counted up all his small change he lacks \$1.50 on enough money to pay his fare to the only friend he has on earth. The law winters the tramp and pays him off in the spring for the privilege, but what about the man who has spent all the best years of his life in the service of the state? It sends him adrift, helpless, penniless, friendless and homeless. It is to be hoped that this part of our code will meet prompt and vigorous revision at the hands of our next general assembly.

Prison Discipline

Prison discipline in its widest significance, covers the entire area of criminality as related to the criminal, to society, and the state. A policy that ignores either of these three essential features is manifestly limited in its scope of vision. And the remedies applied are often unjust cruel and disastrous in their results. A practical illustration of this sort of narrowness is clearly visible in the occult methods of some governments in unloading their criminals upon some other government. Their house-cleaning consists in throwing their rubbish in their neighbors yard. This sort of unmitigated selfishness is reprehensible in the extreme. It admits of no apology in the closing hours of the nineteenth century. It invites the contempt and resolute resistance of the civilized world.

Colonization

is but little better, as there is practically no habitable part of the globe but that is already occupied. Every nation should be compelled to take care of its own criminals. This is demanded by the sternest dictates of human propriety and fairness. In the states of our federal union there ought to be the strictest uniformity in the laws and their enforcement relative to crime. For one state to enact laws of extreme severity, the sole result of which is to drain off its criminal population into adjoining states, is close akin to an insult to the union of states. It is the duty of every state to enact laws sufficiently severe and then see to it that they are promptly and impartially enforced. All unreasonable delays, all repeated postponements on flimsy pretexts challenges the disapproval, if not the disrespect of jurisprudence. All indifference or sluggishness on the part of the judiciary or the executive only lights the torch of the incendiary, and fans into a flame the sentiments of mob law. The community clearly has the right of protection against unrestrained criminality, and that right demands the prompt and condign punishment of the criminality.

But the public has no right to the courts as a vehicle of vengeance upon the objects of their displeasure. A prison sentence should not be out of passion or sentiment. It should rest upon the naked evidence. A judge who cannot be swayed by public sentiment is close skin to an angel. His popularity will not come to him with flying colors on his first case, but his sterling worth will slowly, surely dawn upon the public mind.

Solitary Confinement

has proved an ignominious failure. It is simply a slow, hideous process of execution. The physical, mental and moral faculties slowly sink till all of manhood is submerged. As a method of restraint and coercion for a brief period, it is not without salutary results. But prolonged to the extent of an entire sentence, it must be relegated to the musty failures of the past. That a penal sentence should impose activity in some line of industry, commands the approval of the clearest heads and the ripest judgment. History

Warden's Report, Anamosa, 1897, cont.

and experience attest the wisdom of a sentence "to hard labor in the penitentiary." Hence there is thrust upon us, irresistibly, the question of

Convict Labor

This question, however difficult of solution, is imperative in its supreme importance. To remove the state labor out of the reach of all interested competitors, it would have to be removed out of this world. Every act performed by a prisoner could be done by free labor. And if all the prisoners of the state were prohibited from doing what some free man could do, and would like to do, then a sentence to "hard labor in the penitentiary" would be ridiculous in the superlative degree. It does not require a very astute mind to discover that the state is sandwiched between two stubborn difficulties. It cannot perform a single act without coming in conflict with what is termed "free labor". It cannot remain idle for it is under sentence "to hard labor in the penitentiary." And to attempt to escape the dilemma by farming out the state labor at a mere fraction of its real value only aggravates the seriousness of the situation. A glance at the results of this method cannot fail to satisfy any clear headed man that the policy is a dismal failure. It fails to bring to the state any just recompense save that of ridicule. It fails to offer any incentive to the convicts. The paltry sum paid for their services is an insult to their frayed manhood. It fails ingloriously to reach any harmonious results in the world of manufacture. The reason is plainly told by the complaints of those who are operating plants within penitentiary walls. They complain of boycott and systematic opposition from manufacturing firms that are paying higher wages for the same class of service performed. The result could not be otherwise. "Here is the solution of this vexed question? Not in idleness. For this has been weighed and the balances and found wanting. Not in ruinously low prices for state labor. That only aggravates the difficulty. It is a dismal failure.

Let the state demand and receive for its labor the same wages that are paid for the same class of labor in the outside world, and the difficulty disappears. Then all the uproar about CONVICT labor would be without meaning or excuse. When we consider that a constant stream of humanity is pouring in and out at these gates, how absurd to suppose that the inward flow of this stream of labor is worthless and a menace to free labor without, but that the OUTWARD flow of this same stream is valuable and a tonic to wages world-wide. The man who enters these gates is a man for "a' that." He carries in the same bundle of muscles that he carries out. That he should enter these gates the foe of free labor, and emerge from them the friend and ally of universal industry, is a proposition too preposterous and whimsical to find any respectable place in a world of fact. The only excuse for the existence of such an idea was the mistaken policy of dealing with convict labor as though it was waste material. That it is not worthless let these silent walls testify. Rising up in their strength, beauty and grandeur to grapple with the storms of centuries, they proclaim to the wide world that convict labor is NOT worthless. If it is not worthless, why treat it as such? Let the wages on both sides of these walls have one common level, and the conflict is at an end. Free labor could expect nothing more; the state ought to exact nothing less.

The Turnouts

Two years ago I called attention to the glaring inequalities in our present turnout policy. The man who serves a short sentence has precisely the same equipments as the one who has served the state long and faithfully. A tramp steals some cheap jewelry and is hustled off to the penitentiary for three months. He comes ragged, dirty and diseased. He never did anything on the outside; he does not know how to do very much on the inside. He convalesces under the best of medical treatment, eats well, sleeps well, wheels a few cartloads of coal or pounded rock, and walks out a free man. He receives a new suit of clothes, perhaps the best he ever had; the state also furnishes him \$5 in money and transportation back to where he came from. He takes the first train and hurries back in search of some more jewelry. Perhaps the next train that moves out of that same depot carries away a man who has spent the flower of his days in the services of the state. He leaves behind him the monuments of his skilled and faithful workmanship. WHAT ABOUT HIM? He has passed the prime of his manhood; his energies are waning; the evening shadows are falling. He walks out into the bleak world a free man, homeless and friendless. What has the state done for this man? Precisely the same that it did for the worthless tramp. A law that works such glaring inequalities, such manifest injustice, is certainly not entitled to a place in the code of a great state occupying front rank in the march of human progress.

The Per Diem Plan

Minnesota pays its convicts on a scale of wages ranging from 8 to 12 cents per day. Iowa should no longer contradict the geography, and insist on standing nearer the north pole than our sister north of us. It is high time we should thaw out a little, and abandon this freezing policy; besides it is mistaken economy. To turn men out of prison under conditions that render it next to impossible for them to succeed in earning an honest living is an open threat against the public safety. When a man plunges into the evenness of life with only a few paltry dollars in his pocket, and the odium of his imprisonment clinging to him, to find immediate employment is akin to the impossible. Even if he is sober and economical his paltry pittance will melt away in two weeks' time. Then he is compelled to beg, steal, or starve, and they don't generally starve. The sharp tooth of hunger gnaws away at their good resolutions till they become thieves or tramps, and both these articles are expensive luxuries to the state. They are a heavy burden to the taxpayer in the end. To confiscate the labor of the criminal, and then, practically, give it away to some rich manufacturing firm, is wanting alike in wisdom and fairness. The effect of pauperizing the criminal is a costly one, and we pay the bill in the end with accrued interest. In the last biennial period it cost the state in round numbers, \$1,000,000 to prosecute its criminal population. One half that expense is involved in landing men in the penitentiary, or, in other words, \$400 a piece--the average cost to the state for every prisoner sent to the penitentiary. What a spectacle, the state of Iowa spending a quarter of a million annually to drum up laborers, to give away their labor, to make more convicts, to spend more money in catching them, in order to dispose of their labor on the same affable terms (?). This is a sort of endless chain with the links growing larger all the time, Is there no

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relief from such a state of things? Certainly not from our present policy. LET THE STATE GIVE THESE MEN A FINANCIAL INTEREST in the work they do, and let this inure to the support of their needy families, many of whom are sharing a harder sentence than their friends behind the bars. Or let it form a sinking fund to furnish the sinews of war in the conflict that awaits them in the outside world. If only one in five were reclaimed to a life of honesty still the method would be less expensive than the present one in actual dollars and cents. But the ratio would be far greater than one to five, and at the end of a few decades what an array of redeemed manhood would rise up to attest the wisdom and value of their rescue from the hungry waves of calamity and crime that today are savagely gnawing at their feet.

My experience with criminals extends over a period of seventeen years. Five of these have been spent in this prison, and my experience entitles me to an honest opinion in these matters, and to an expression of that opinion before a candid public. And with all the emphasis at my command, I urge the adoption of the per diem plan, in the criminal policy of the state.

FIRST. Let the state demand and receive a fair amount for a fair day's work. It has only to demand it, to receive it. Our colossal state is no imbecile. The sooner all minds are disabused on the question the better, especially among its own favored citizens. But the question will meet approval in manufacturing circles. It removes one disagreeable element in competition. But, should they view it otherwise, and combine against prison labor, let them fling the gauntlet at the feet of our giant commonwealth, and stalwart Iowa will snatch up that gauntlet and hurl it in the face of the wide world. There is nothing in the constitution of man, or Iowa, that prohibits the state from manufacturing articles used or consumed by the taxpayers who are called upon to make up all deficiencies in our state treasury, in consequence of our generous method in disposing of state labor.

SECOND. Throw to the four winds all the accouterments of the present turnout policy. Give the prisoner nothing but what he has honestly earned; but, pay him a small pittance for each day's work, on a scale of wages based on his industry, skill, and good behavior, and let this scale of wages range, say, from 8 to 15 cents per day. The cost of keeping each prisoner is 30 cents a day. To this add the maximum wages, and we have 45 cents per day. All above this would drop into the state treasury, and help to lift the burdens from the toiling masses. There is no sound reason, discoverable to me, why each prisoner should not pay the expenses of his keeping, help to lift the burden that rests upon the shoulders of the taxpayers, and also lay up a little pittance each day as a glimmer of hope over his future destiny.

Prison Management.

occupies the last place, but by no means the least important place in prison discipline. Here we are confronted by two conflicting theories. The one seems to rest upon the bedrock of human hatred and revenge; it is a descendant of a long line of ancestry that reveled in the use of the pillory, the dungeon, and the rack, and all this theory lacks is the authority and the implements to re-enact the darkest chapter in the history of the sixteenth century. The other theory is all sunshine and song, tears and flowers. Between these two fatal extremes we are compelled to thread our way with caution and firmness. To fritter away a prison sentence till there is nothing left of it save the sickly sentimental, is a high affront to jurisprudence, and a menace to the public wel-

Grading System

July 1, 1899, I received your order establishing the Grading System at this institution. In accordance with the rules already provided, and although such had been done previous to this time to prepare the way for the introduction of this system, I found many details to be perfected, and it was not until February, 1900, that the men were all clothed and classified according to their respective grade standing and the system in full and complete operation.

A separate and distinct bill of fare is furnished each grade. A slight difference in favor of the First grade over the Second is made in the food served in the Dining-room and still greater difference between that served to the Second and the Third. The substitution of a respectable gray suit for an unmistakable stripe of infamy, the greater variety of food supplied, with the improved table furnishings, has brought with it a respect that has manifested itself in many ways, especially in the improvement of discipline and the decrease in solitary punishments proving that the humane and disciplinary benefits claimed for it are fully justified in the results obtained. The success of the grading system depends upon the conscientious reporting of all infractions of the rules, especially as to the minor offenses, as this has a tendency to restrain the men from committing a greater offense. The officers and guards have been more faithful in reporting the minor offenses, as shown by the figures given by the report of the Deputy Warden.

The decrease in solitary punishments since the establishment of the Grading System, fully justifies the Board in introducing this system into the penal institutions of Iowa.

Careful comparison will show that the solitary punishments for the year ending June 30, 1901, were 180, or 64 per cent, less than the solitary punishments for the year preceding the establishment of the Grading System.

ANAMOSA. REPORT OF THE WARDEN. 1905. Page 1-2

The population for the period has decreased from 411 to 373, a total of 38 or 9 1/4 per cent....

The records of this institution show that the average term of sentence for the convicts received during the past ten years, by biennial periods, were as follows:

Ending June 30, 1897	2 yrs, 5 mos. 5 das.
" " " 1899	2 " 7 " 14 "
" " " 1901	2 " 9 " 14 "
" " " 1903	3 " 0 " 15 "
" " " 1905	3 " 2 " 2 "

This record does not warrant the above conclusion. In place of shorter sentences there has been a marked increase from July, 1895, to July, 1905, in the length of terms for which men have been committed to this institution. The increase in the average length of sentence for this time has been 9 months or 30 1/5 per cent. The above table does not include the prisoners sentenced for "life", "until sane", "to be hanged", and "for safekeeping."

ANAMOSA. REPORT OF THE WARDEN. 1905. Page 7

As I said in my Biennial Report for the period ending June 30, 1901:

"An examination of the records at the Penitentiary at Anamosa revealed the most startling differences in the penalties affixed by law to offenses of a substantially identical nature. Of one hundred cases for the crime of breaking and entering the sentence ranged from four months to ten years' imprisonment. Such surprising inconsistencies in the administration of the present system leads us to believe that the indeterminate system can be administered with a larger degree of impartiality and the nearer approach to equal justice to all.

First, of the sixty insane now in this institution, forty-eight do not belong here, thirty-six being here by transfer from the penitentiary at Ft. Madison, and seven having been committed from the courts until sane--one as long ago as December 1, 1887. Five were committed originally as sane before this institution became a reformatory. Thus forty-eight of the sixty were not originally reformatory subjects, while twelve have developed insanity after committment to the reformatory. Tweny-three other men, who were originally committed to Ft. Madison and later were transferred to the department for criminal insane here, have since been pronounced sane by the reformatory physician and transferred to the "sane side" of this institution where they are now at work among the reformatory subjects proper. The presence of these men is not helpful to reformatory work among the class for which the institution is now designed, but tends to work confusion.

Second, I believe that it is practically impossible to maintain a department for the criminal insane as an adjunct of any prison and secure the desired degree of consideration for its inmates by subordinate officers as patients instead of prisoners. The training of such guards or keepers as I am able to assign to the duties of attendants in the department for the criminal insane is primarily that of prison officers. This makes their retraining as attendants difficult, it not impossible; for they naturally persist in their first conception of the inmate as a convicted criminal, subject to prison discipline and under prison rules, instead of viewing him as a patient.

For these reasons I have come to the conclusion that prisoners who have become insane should be sent to a separate department, estaglished in connection (not necessarily too close) with a state hospital for the insane, where they could at once come under the management of a skilled alienist and under the care of persons primarily trained as hospital attendants rather than prison keepers. It would be possible for the superintendent of a large state hospital for the insane to select from his large corps of attendants and nurses those who would be entirely animated by the proper spirit in dealing with these who are doubly unfortunate. Tenderness and kindness are, according to report, such marked attributes of the modern management of state hospitals for the insane that these persons who have been criminals, but are now patients, could not but have the largest opportunity for recovery.

It is a notable fact that the patient in a department for criminal insane which is an adjunct of a penal institution never ceases to regard himself as unjustly used as long as he is under the domination of prison trained attendants. So why pperist in the use of the word criminal as an adjective when he is now clearly a patient in the intent of the administration?

Parole, Employment and Supervision

The large number of men and boys from sixteen to thirty years of age going to the reformatory at Anamosa have no occupation, trade or profession. They are only capable of performing the kind of labor that requires the least skill. While in the reformatory they should have opportunity to make themselves reasonable proficient in some kind of occupation of trade that will fit them for employment when they are released. This by many who have had most experience in dealing with boys and young men in prisons for the first time and who have given much thought to the subject, is deemed one if not the most essential thing in the organization of a reformatory penal institution. Our state has done so little in that line that it might be said she has not made a beginning. In a small way there are two or three industries that offer opportunity for a few men to learn how to work at something above common labor and when a boy has done well in one of these departments and been kept until he can be recommended as having some degree of skill in his work, it is not often difficult to find a place for him on the outside and not often that he proves derelict. Again a boy who has opportunity to engage in skilled labor for which he is suited becomes interested his ambition to do something is easily aroused, he is more contented in his confinement.

ANAMOSA. REPORT OF THE WARDEN. 1916. Page 6.

We still labor under the disadvantage of not having yet fully attained the status of a reformatory in the modern acceptation of the term, because of the presence in the institution of

- (a) 28 women,
- (b) 94 insane,
- (c) 5 formerly inmates of the Department for the Insane
- (d) 29 who had served previous sentences in prisons and penitentiaries,
- (e) 13 received who were over 30 years of age at the time of commitment,
- (f) 45 who had served sentences in other Reformatories, Reform Schools, Industrial Schools, etc., in other states and in most cases for felony,
- (g) 48 who have served in the Industrial School for Boys at Eldora.

All the above being recognized in most states as not properly inmates of an institution intended only for "any male person who at the time of commitment is between the ages of 16 and 30 years, and who has never before been convicted of a felony." (Sec. 5718-A5). The above facts are mentioned here in order that unjust comparisons may not be unwittingly made between this institution and more fortunate reformatories in other states, especially when the difficulties of maintaining good order are considered.

ANAMOSA. REPORT OF THE WARDEN. 1916. Page 7.

I must call attention to the history of discipline in this institution as evidenced by the graphic charts shown on pages 8 to 11. The undersigned may, perhaps, be pardoned a just pride in the general upward trend of the line of conduct during the four and one-half years of his administration. Of course, there are downward variations in the line, notably during January of this year, when the discordant elements I have mentioned in paragraph two, incited by the unjust, merciless, and I may say criminal newspaper attacks made upon the administrative head at the instigation of certain ex-employees and several ex-convicts working together, and by a misunderstanding, on the part of certain mutinous inmates of the board's attitude toward the administrative head, occasioned a riot of noise and disorder which lasted four days and nights, drove two guards insane, demolished some window glass and cell furniture and taxed the executive somewhat in bringing order out of apparent chaos. The effects of this lapse have extended all through the months which have intervened. That nobody was killed or even hurt physically is poor food for comfort when one considers the two poor wretches whose mental stability was overthrown by the hideous din and confusion and by the threats and mouthings of criminals bloody in instinct and in capability. The practical ruin as a prison executive which the malevolence and stupidity of certain persons contemplated is entirely negligible compared with the darkening of two minds.

ANAMOSA. Iowa, Report of the Warden of State Reformatory, 1918. Page 6.

7. The extension of farming operations has afforded me the pleasure of adding about 50 men to the "Honor List" of this institution. The effort extended by these men on the farms has been highly gratifying.

ANAMOSA. Iowa, Report of the Warden of State Reformatory, 1918, Page 5.

2. Conditions still exist which prevent our having reached the modern conception of a reformatory the chief of which is the presence in this institution of the following:

- (a) 56 who have served terms in prisons and penitentiaries
- (b) 22 received who were over 30 years of age
- (c) 39 who have served terms in other reformatories, reform and industrial schools
- (d) 41 who have served terms in Eldora
- (e) 4 who were formerly inmates of the department for the insane

The above are usually recognized as not properly inmates of an institution of this character and purpose.

3. The completion of the Women's Reformatory at Rockwell City has relieved us of the department for women.

APPROPRIATIONS ASKED FOR.

In submitting to you our askings for this biennial period I wish to earnestly set forth to you our desperate need for housing facilities for our increased and constantly increasing population. For the past several years this increase has averaged well over one hundred for each year, bringing us to the present population of over 1,000, which is more than 200 over our celling capacity. This creates a congestion that is, in an institution of this sort, dangerous, inasmuch as we are compelled to keep this overflow in the workrooms of the old female department and in the corridors of the cell houses.

This increase in population has also greatly overcrowded our dining room and chapel space. In the dining room it has become necessary to feed the prisoners on several lines. This necessitates the early preparation of the meals in order to cover the entire population and has proven exceedingly wasteful in both the preparation and the serving of meals. In addition to the normal early and late lines for prisoners specially employed on outside work, each meal is served to two lines separated by sufficient time to permit cleaning both dining room and tableware. Our present dining room seating capacity being only 576, the need for increased space can very readily be seen.

For your convenience I will summarize the askings for the coming biennial period, and in so doing I wish to especially call to your attention the fact that, while they may appear many, they are, when analyzed, but the barest of necessities.

New cell house (Not less than 250 capacity).....	\$300,000.00
Remodeling dining room and chapel.....	60,000.00
New electrical power plant.....	12,000.00
Remodeling engine room.....	15,000.00
Rewiring institution.....	40,000.00
Establishing number plate industry.....	100,000.00
Remodeling south cell house.....	60,000.00
Contingent and repair fund.....	22,000.00
Transportation of prisoners and gift money fund....	7,500.00
Dentist, aurist and oculist fund.....	2,500.00
Lectures, amusements, books and periodicals fund...	1,000.00

Iowa, Report of the Warden of State Penitentiary, 1924, page 8.

The establishment of the new industries authorized by the last legislature will require a great amount of work on the part of the officials here, and all state and county officers should cooperate in every way if this plan is to work out successfully. It will require new buildings, new machinery, and a large sum of money to buy raw materials, equipment and to maintain stock in these factories after they have started. The manufacturing game, even on a small scale, requires a great amount of time, attention, experience, money, and in this case, the loyal assistance of every state, county and city officer that is to use or distribute the goods.

Iowa, Report of the Warden of State Reformatory, 1926. Page 4.

Our farms have shown a splendid profit. The dairy department especially coming to the front during the period. With the addition of the E.J. Lavey ninety acres, asked for in this report, our dairy herd would be handled to a still greater profit.

Iowa, Report of the Warden of State Reformatory, 1926, Page 4.

During the past two years our population has varied byt very little, staying at about 1,000 month after month. I might say that this is our extreme capacity, as every inch of housing room is occupied.

Iowa, Report of the Warden of the State Penitentiary, 1926, page 8.

The new industries authorized by the last legislature, under the state use plan, have done fairly well but it seems impossible to get state and county officers to cooperate in using the clothing, shoes and other articles manufactured in the prison by the convicts. Each state and county officer seems to prefer to go in the open market and buy products that could be manufactured in the penitentiary and unless strict laws are made, the state use plan will be as much of a failure in Iowa, as it has been in other states.

Iowa, Report of the Warden of State Reformatory, 1930, Page 4.

During the past few years every penal institution in the country has been crowded to the point of over-capacity. Our institution is no exception--today we have over three hundred more inmates than we can properly house. This condition we are inclined to believe is, in a measure the cause of the recent uprisings in penal institutions in various sections of the United States. Here, however, we have been rather fortunate---no feeling of discontent among the inmates has been evidenced at any time. Our new cell house, when completed, we think will take care of this overflow of commitments---- at least it is to be hoped that the peak of this ever increasing population will be reached soon.

Iowa, Report of the Warden of State Reformatory, 1930, Page 6.

About the hardest problem we have at this time is trying to estimate our population for the next biennium. Using the steady increase of the past two years as a basis, we have placed our estimate at 1450. Our present population is 1267.

IMPROVEMENTS

A number of improvements were completed during the period. The most noteworthy one was a new cell house, construction of which began in 1929. It has 320 modern, fire-proof cells, each equipped with toilet, running water and lavatory. It is equipped with modern heating and ventilating systems. Aire shafts from each cell lead to the top of the cell bank where they connect with a series of exhaust fans which insures an ample supply of fresh air at all times. There are no locks and keys on the cell doors. They are operated by a selective locking system connected with central control boxes located at the center of the cell house on each gallery. By this system the officer in the control box, on each gallery, can open and close any single cell door on the gallery or as many or as few as he chooses. At the time of making this report we are moving bedding and equipment into this hose and expect to have it fully occupied withing the next week or ten days. The erection of this cell house was all done by inmate labor under the supervision of prison officials. This cell house will relieve, to a large extent, our overcrowded condition, but even after it is occupied we will find it necessary to have 250 to 300 men sleeping on "cot-rows" in the cell house corridors and in the dormitories. These "cot-rows" and dormitories are not only unsanitary but they require constant close supervision in order to maintain good discipline.

The new cell house was completed at a cost of \$194, 495.19 of which \$30,000 was appropriated by the 44th General Assembly and the balance appropriated by the General Assembly with the stipulation that it be taken from the Industrial Fund earned by the Men's Reformatory Industries.

ANAMOSA. Iowa, Report of the Warden of State Reformatory, 1932, Page 8

Under present depressed economic conditions, I am reluctant to make any recommendations for improvements that will require appropriations by the 45th General Assembly. I respectfully direct attention to the overcrowded condition in the building which now houses the Criminal Insane, Superannuated and cripples and Reformatory Hospital. This building is not modern as to either plumbing or ventilation and is of such type of construction that it presents a costly problem to make it so. It is inadequate in size. Built originally with sixty-six cells and planned to accommodate that number of inmates it now houses about 150 of which 93 are insane, 27 are cripples or aged unable to work and our sick in hospital runs from 25 to 30. In times of flu epidemic or other sickness many more are required to stay in cells who should be confined to the hospital if there was room for them. The criminal insane of Iowa are all housed at Anamosa. We now have 93 such and steadily increasing. I recommend the present building be converted to the exclusive use of hospital and superannuated and a new building be erected for housing criminal insane with accommodation for 150 patients. Under present conditions and material cost such a building could be erected utilizing prison labor and our own sand and rock from the prison quarry at a cost not to exceed \$75,000. We now have suitable ground for the site and enough additional room for an exercise yard which is also badly needed.

ANAMOSA. Iowa, Report of the Warden of State Reformatory, 1932, Page 8

Our large population overtaxes the capacity of our dining hall. We can seat only 576 at one time. Our present population is 1443. This means we have to serve all meals in two shifts and frequently serve the overflow on tables in the kitchen. This is a serious handicap both to employment and discipline. North of our present dining room is an open space 40 x 80 feet in size, flanked on two sides by walls of sufficient thickness to support the weight of floors and roof. I recommend the erection of a one story dining room annex in this space. It will provide room for about 400. As our present cold storage room is of an obsolete type and in a very bad state of repair, I recommend the excavation of the basement of the proposed new dining room annex and the erection therein of cold storage rooms and our present cooling equipment be transferred thereto. The present cold storage room could be used for an Officers Dining Room. The cost of this change would be very slight as it is mostly a problem of prison labor.

Brookings Institution, Survey of Administration in Iowa, 1933 Page 230

The institution at Anamosa is denominated a reformatory and is supposed to care for young men and first offenders. The average age of those committed during the last biennium was between 22 and 23 years, but there were many above 35 while at the same time there were hundreds who were not first offenders. As at present operated the designation "reformatory" is a misnomer, as the educational and training facilities usually associated with reformatories are to a large extent lacking and there is little difference between this institution and the penitentiary at Fort Madison.

Brookings Institution, Survey of Administration in Iowa, 1933, Page 230

To Anamosa are sent the criminally insane. Here they are housed in the oldest building on the grounds, a building that is unsuited for hospital services. It lacks the essentials of light, air, and necessary plumbing facilities, not to mention adequate and proper equipment for treatment. Iowa is one of the very few states that tolerates such an arrangement. Both of the prisons operated on the Clive Farm near Des Moines.

Prison Routine

The men who work at the prison eat at the same time except for a few on special jobs and the "Short-line division" of only a few men.

The majority get up at 6 A.M., have breakfast at 6:30, get to the shops about 7:10 or 7:15, have dinner at 11:20, go back to the cells for the noon count, leave the cells for work about 1 o'clock, go from shops to supper at 4:50, and are locked up in the cells from 5:30 until 6 the next morning.

The short-line division have their meals at slightly different hours.

The men working outside may or may not come in but their hours are not tied to the prison routine of the rest.

Iowa, Anamosa Reformatory, Oral Statements of Officials
August 1934

Discipline and Punishment

The good-time allowance is the chief instrument of coercion. There are three grades of prisoners each with an appropriate amount of privileges, so that a convict may be punished or rewarded simply by changing his grade.

All prisoners enter in the first grade with full privileges, which consist of receiving a visit every 30 days, writing one letter a week, receiving all mail sent to them, use of library, full rations of tobacco and matches, etc. If demoted to the second grade a man gets approximately half of each of these privileges. If demoted to the third grade he gets none.

A first offense gets 30 days in the second grade, a second gets 60 days, and all others 90 days.

Most men are in the first grade, which on the day visited had 1137 men to the 74 and 20 of the second and third grades. In very bad cases solitary confinement on bread and water is used.

After the first 60 days in first grade a man is credited 40 days for every 30 served, which with the privileges, is his reward. Honor prisoners begin to get good time at once because of the position of trust involved in their daily work.

A trusty is simply a prisoner they have decided to trust.

Classification

There are two systems of designating prisoners, by grade in accordance with the good-time they are making for good behavior and the punishment they are undergoing, and by whether or not they are trustees.

Trustees are picked out by the deputy and assistant deputy, with the assistance of the lower officials. They are chosen with an eye to their past records in and out of prison, the amount of time left for them to serve, whether they live in or out of the state, their general appearance, and the best guess that can be made as to their behavior in the future.

Prisoners are grouped for housing principally according to their jobs. A work gang is bedded together for the good reason that it comes and goes as a unit and is easier to handle that way. This explains why some gangs are housed in the dormitories even though they are not considered safe there and some space is vacant in the cellhouses.

This amounts to a system of segregation in some respects, since only the more trustworthy prisoners work outside and they have to be kept together for other purposes as well. The great mass of the prisoners, however, are grouped for convenient handling at labor and while moving from place to place.

IOWA, ANAMOSA, ORAL STATEMENTS OF OFFICIALS, August 1934

Escapes

Escapes from the cellhouses are practically impossible, and the only escapes in 20 years have either been by men working outside the walls or living in Cellhouse A before it was completed. Clive is given the blame for the majority of escapes but no figures are available.

At Clive it is impossible to watch the men; they are really on their honor. While at work near the prison they are kept in gangs to a large extent where they can be guarded. Most important perhaps is the fact that in case of escape the prison staff can begin pursuit at once and overrun the country with men trained for the job of chasing convicts. Of course the convicts are aware that escapes from near the prison will lead to a quick return in most cases.

Iowa, Personal Inspection of Anamosa, August, 1934
and Oral Statements of Officials.

The only buildings not regular cellhouses that are used to house prisoners are the insane hospital and the old women's prison now called cellhouse C. The other cellhouses are standard in construction and are well-known as good specimens of strong prison architecture.

Cellhouse C includes 60 old-fashioned cells on four galleries and nine dormitories of various sizes. The cells are quite secure, since one person can be handled at a time and in escaping any one must break through the cell door as well as through the outside window on the corridor. But one-half of the large dormitories have windows that are the only obstacle to making an exit, and in the other dormitories, since they contain large numbers of men, there is always the danger of concerted action against the one or two guards. The officials feel that these dormitories are not as safe as they should be and they figure that the prison is crowded as long as there is not a modern cellhouse cell for every man.

The new cellhouse represented this ideal of construction, as do the other two of the same type. The outside windows are heavily barred; the construction is stone; the opening and shutting of the doors can be done from one place; a handful of guards can see everything that happens outside the cells; and the cells are sufficiently ventilated and have sanitary facilities for the maintenance of health.

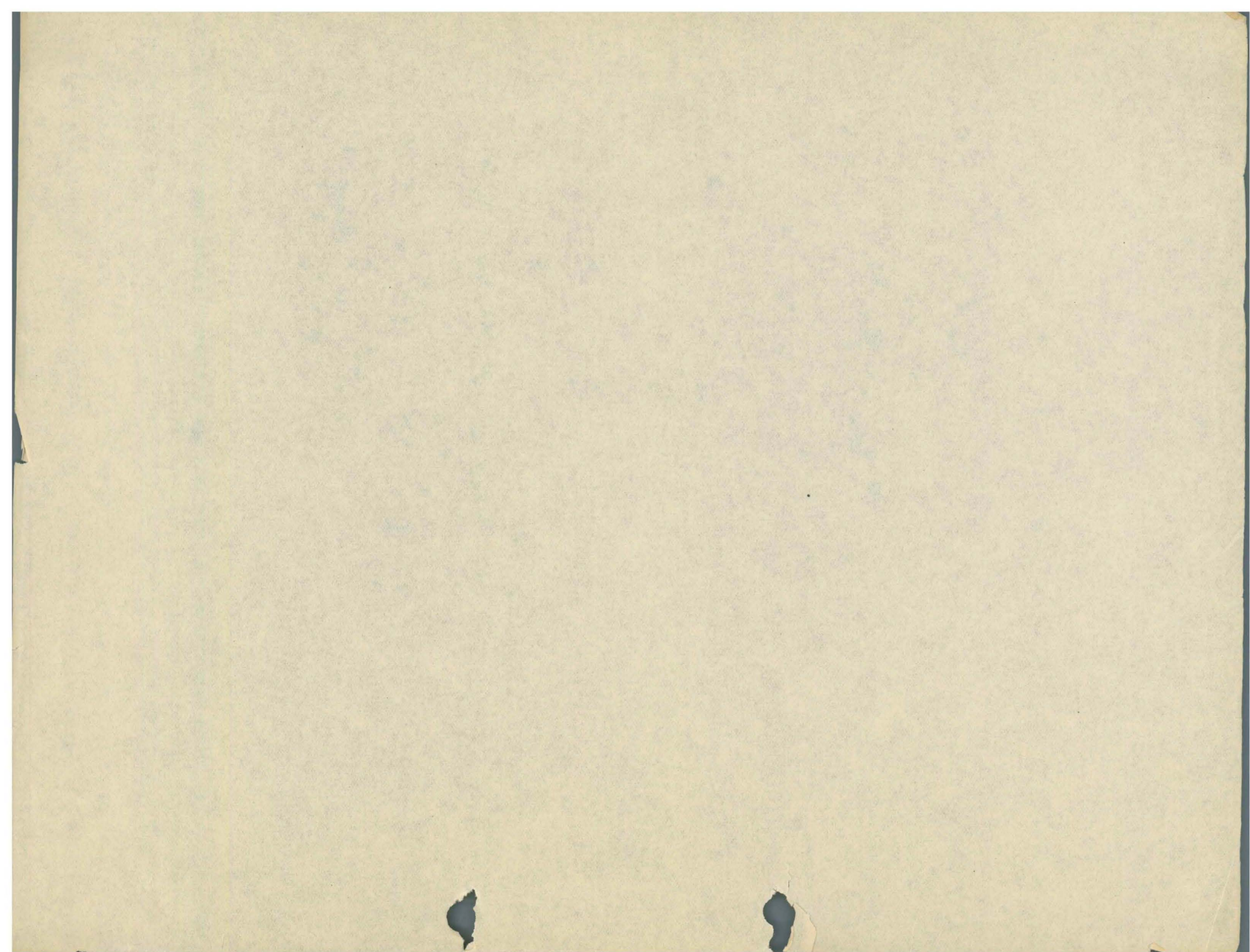
The insane hospital has not been complained against for lack of security, but because it must keep 89 men in cells for 44. The dining-room is being enlarged for about 280 men and will then be adequate. The chapel is still very crowded. A new building for a hospital would relieve the insane to some extent.

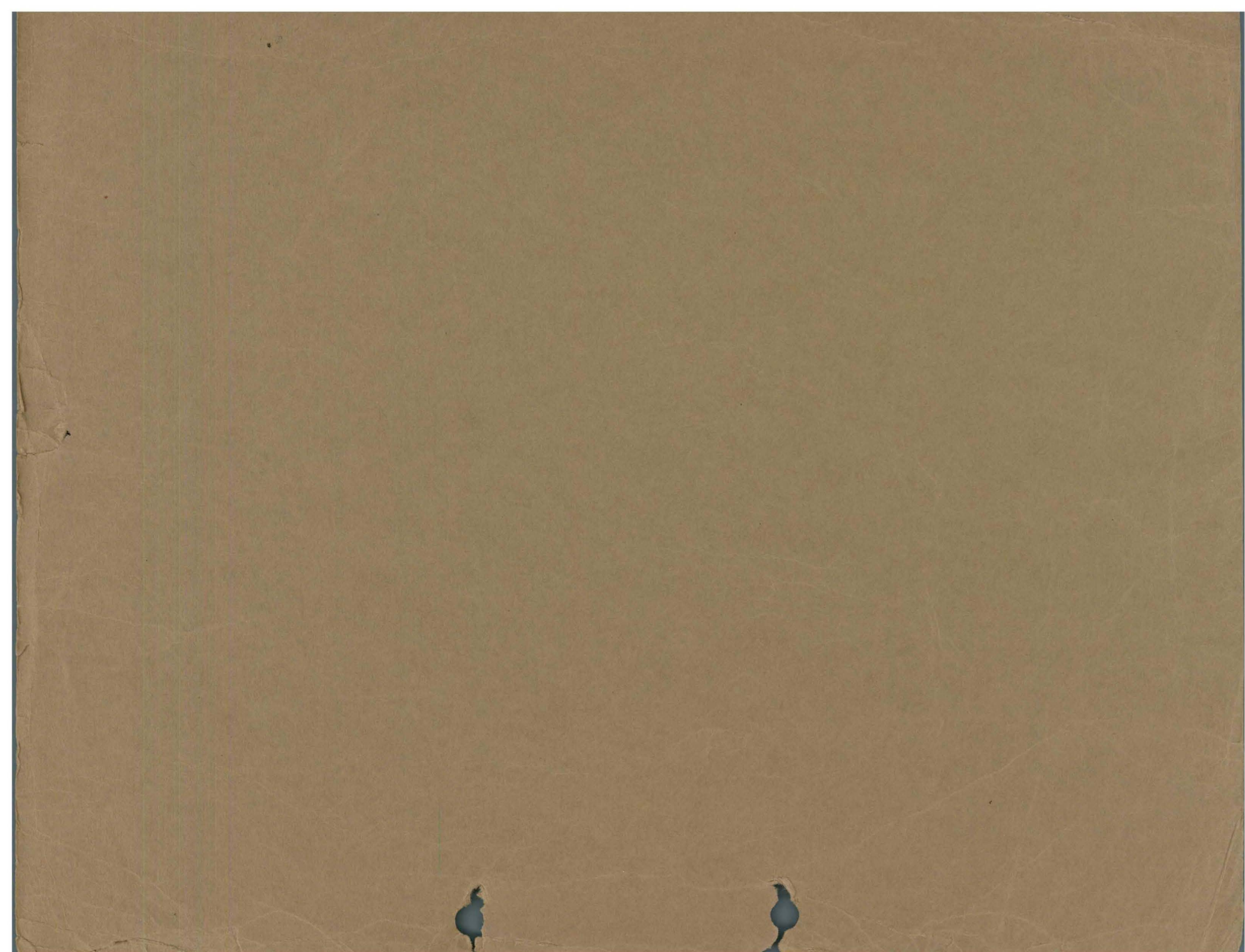
<u>Cellhouses</u>	<u>Capacity</u>	<u>Occupants</u> <u>March 7, '35</u>	<u>Notes</u>
A	376	362	4 cells are used for storage
B	320	285	3 cells are used for storage
C (old-type cells) (12 dormitories)	60 223?	113	1 cell is used for storage 3 dormitories used for storage
D	320	297	2 cells are used for storage
Criminal Insane (Cells) and hospital	66	88	Insane. 7 of 8 exercise wards contain beds. Nurses, patients and superannuated in general hospital.
		44	
Camp #3 (beds)	20	10	
Camp #6 (beds)	20	6	
Clive Farm (beds)	20	10	
	—	—	
Total	1,425	1,225	10 cells and 3 dormitories are used for storage.

The dormitories are less secure than cellhouses and are therefore not regarded as satisfactory; crowding breeds more serious trouble and danger. A rough approximation of capacity of the dormitories available in August, 1934, was; 4 large rooms, total capacity about 168; 5 small rooms, total capacity about 55.

There are 66 more residents than cells, twice as many, so that wards meant for exercise and day sitting are used for beds. The day-time crowding of the sick and insane must be extremely unhealthful mentally.







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