

TITLE

THE HISTORY OF THE ESTABLISHMENT OF THE DIVISION OF CHILD
WELFARE OF THE SOCIAL WELFARE DEPARTMENT OF THE
STATE OF IOWA

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TABLE OF CONTENTS

Introduction

Chapters	Page
1. A Brief History of Child Welfare Legislation in the State of Iowa from 1838-1898.	1
2. The Establishment of the Iowa State Board of Control in 1898, and its Influence on Child Welfare Legislation until 1925.	15
3. The Immediate Background of the Child Welfare Division of the Social Welfare Department of the State of Iowa.	38
4. The Organizing of the Division of Child Welfare of the Social Welfare Department of the State of Iowa.	50
5. The Administrative Functions of the Division of Child Welfare of the Social Welfare Department of the State of Iowa.	64
Conclusion	85
Bibliography	90

INTRODUCTION

Iowa is no longer a state with a moving frontier offering man a limitless field for self expression in the building of a career and the accumulation of possessions; it is becoming mature and stabilized. Governmental programs protecting large social groups are becoming essential to the welfare of the people of Iowa.

The development of Public Welfare in Iowa has slowly moved forward by piecemeal additions of new welfare functions being added to the duties of the state government, particularly is this true in the field of child welfare. The enactment of various legislative measures pertaining to child welfare in Iowa has placed upon the state from time to time increasing responsibility regarding the welfare of its children, and alteration in the state administrative organization in order that the additional child welfare functions might be put into operation. The child welfare program in Iowa with regard to its official status has developed from an incidental, haphazard, irregular activity to a regular, full fledged function of the government of Iowa.

When the legislative and administrative achievements made in the field of child welfare in Iowa are compared to those achievements made in the majority of the other states

of the union it becomes apparent that Iowa has been neither a leader nor a follower of progressive state child welfare programs. However, Iowa is but the New England of a later generation. Also, child welfare legislation in Iowa and its administration have been confronted not only with the problem in favor of laissez faire and non-intervention, but also with the necessity of demonstrating the value of central authority in administration. No doubt much of Iowa child welfare legislation is based upon the legislation of other states, though the Iowa law giving medical, surgical, and hospital care to indigent children has been largely the product of Iowa.

This Thesis deals with the History of the establishment of the Division of Child Welfare of the Social Welfare Department of the state of Iowa which was established by law in 1937. An appreciation and understanding of the Division of Child Welfare is very much dependent upon the knowledge one has of the background and development of child welfare legislation and administration in Iowa. While tracing the development of the Division of Child Welfare one realizes that Iowa particularly has failed to provide for the administration of its child welfare laws. Laws do not enforce themselves. Therefore, it is equally as important to have efficient administrative agencies for

the enforcement of the laws relating to children as it is to have the laws themselves. Unenforced laws soon become dead letters on the statute books.

The material for this Thesis has been obtained largely from the Session Laws of Iowa, Reports of the Board of Control of State Institutions, Annual Reports of the Bureau of Child Welfare, Annual State Conferences of Charity and Correction, and from special studies relating to problems of child welfare administration and legislation in the state. A visit was made to the main office of the Division of Child Welfare in Des Moines, Iowa for the purpose of further studying the functions of the Division of Child Welfare, and interviewing some of the persons who have been and who are active in the administration of the child welfare program of Iowa.

CHAPTER 1

BRIEF HISTORY OF CHILD LEGISLATION IN THE STATE OF IOWA FROM 1838 to 1898

The background of the present Division of Child Welfare in the Iowa Department of Social Welfare is found in the legislative and administrative developments in the state pertaining to child welfare. It is essential, therefore, before tracing the development of the Division of Child Welfare to give a brief history of child welfare legislation and administration.

At the first session of the General Assembly of the territory of Iowa-1838-there was enacted poor relief legislation, fragmentary and unorganized, but none the less important. One section of the poor relief law pertained to the apprenticeship of minor children. Under this law Iowa children could be apprenticed until the age of twenty-one, subject to the consent of parent or guardian. (10; Chap. 1, P. 47) If a child's parent or guardian was not living the consent of two Justices of the Peace was necessary. This apprenticeship law clearly defined the legal procedure in case of misconduct on the part of either of the parties involved. Thus, if a child refused to serve according to the terms of indenture, and upon complaint of such master or mistress the Justice of Peace had the power to commit the child to the jail where he would remain until contented to serve as an apprentice or servant. Likewise any complaint

by an apprentice, touching upon misuse or refusal of necessities, to two Justices of Peace, could result in the rescinding of the terms of indenture. The child then being reapprenticed to a different master. (10; Chap. 3, P. 48) Vagrant minors could also be bound out to the age of twenty-one by the sheriff. (3; 289-290) The right of a parent to apprentice his minor became in many instances a system of involuntary servitude until the child reached majority. Just why Iowa legislators have not enacted legislation prohibiting the apprenticing of children is perplexing. This relic of the old pauper law was omitted by the code commissioners of 1934 "as obsolete, archaic, and in conflict with child labor laws, compulsory school laws, and other modern statutes for the protection of children". (5; 6-7)

Iowa followed the example of many other states by making provisions in 1842 for the erecting of poorhouses in its counties. (11; Chap. 119, Sec. 1) These poorhouses were not for the aged and infirm, but for every dependent individual regardless of age, physical or mental health. In some counties the county judge was director of the poorhouse, in other counties a board of supervisors or trustees, and in others the overseer of the poor. (2; 39-40) Those in charge of the poorhouse were authorized to bind out the pauper children. Although children could be bound out many spent their youth in the poorhouse. Boys could be bound out until the age of twenty-one, and girls

until the age of eighteen. Particularly were those dependent children bound out who were likely to remain a public charge. Some counties employed contractors whose main duty it was to contract out children in poorhouses. Contractors were also given the power to sell these children to the lowest bidder. (3; 141) Until the present time no legislation has been enacted to prohibit this practice. However, in 1911 there was only one county in the state which contracted or farmed out its dependent children. (3; 216)

It is a proven fact that the plan of treating all classes of dependents in the same manner has been the worst enemy of poor relief. (6; 410) Progress in the segregation of the dependent classes in the poorhouses in Iowa began when charitable and sympathetic individuals reacted against the treatment of children in poorhouses and established orphanages for various classes of dependent children. (3; 198) Thus, benevolent individuals began to supplement the much needed legislation for the welfare of children in Iowa; hoping that constructive legislation would soon be passed which may be regarded as the final crystallization of public concern.

The first legislative attempt to decrease the public charges in the poorhouses in Iowa was the illegitimacy act of 1842. "The child of abnormal social relations first arrested the attention of the poor authorities; and that unhappy being, the illegitimate child, was the subject of the earlier poor

laws respecting the care of children". (3; 195) The motives, however, which singled him out for treatment were not the humane sentiments of piety or the desire to give him a fair chance for manhood and independence, but the desire to prevent him from becoming another public charge on the poorhouse list; it was partly a sordid motive and partly a legitimate desire to place social responsibility where it belonged. This illegitimacy act of 1842 provided that the father of the child should furnish bonds in order to relieve the township or county of the responsibility for the support of the child. (11; Chap. 52, P. 199) The second legislative step to decrease the number of dependent children in the poorhouse was the establishment of an institution for the blind in 1852. Iowa's first state institution was open to all blind children between the ages of seven and twenty-one whose parents could not furnish them with an education. This primitive institution then called the Asylum for the Blind, but now known as the College for the Blind was moved from its temporary location at Iowa City to its permanent location at Vinton, Iowa in 1862. (8; 110) The blind attracted the attention of the Iowa legislators before any other defective class due to the fact that the legislators were influenced by Governor Lucas who was interested in the welfare of the blind, which is exemplified by the fact that he encouraged the enactment of such

legislation while Governor of Ohio. Ohio was the first state in the Union to provide Institutional care for its blind. (59; 84-90) Within a period of three years Iowa's second institution was provided for by the legislature of 1855. A second defective class were now to receive institutional care, namely, the Deaf&Dumb. As the care for the Deaf&Dumb was much needed temporary provisions for them were made at Iowa City, Iowa, but in 1870 the permanent institution was established at Council Bluffs, Iowa, and called the School for the Deaf. (8; 141) These two pioneering institutions were educational in character, and were to benefit, particularly, the blind, deaf, and dumb children at the expense of the state. Until 1898 these institutions were subject to the management and supervision of separate Boards of Trustees appointed by the General Assembly. In 1898 the decentralized management was centralized in the State Board of Control of State Institutions.

Perhaps the greatest factor which hastened the community consciousness of the sad condition of the children in poorhouses was the early attempt in 1866 to place Soldiers' Orphans in the county poorhouse. Sentiments of humanity rebelled against the inhumanity which would thrust the widow and children of a man "whose only fault was patriotism into an institution which might be endurable as the only home of

the social derelicts usually predominating there". (3; 193) Outdoor relief was then provide for, particularly the children and wives of sldiers, to the extent of two dollars per week. (2; 69) However, this outdoor relief was so inadequate that many widows believed their child ren would be more adequately cared for in the poorhouses. Thus, little did this outdoor relief lessen the number of soldier's orphans in the poorhouses. Again the sentiments of humanity rebelled, and the agitation for the care of orphans in a special institution terminated some what when groups of benevolent individuals began to care for soldier's orphans. (3; 199) These small groups of individuals cleared the way for the establishment of the Soldiers' Orphans Home. In 1866 legislators took cognizance of the urgent need of state care for soldiers' orphans; provisions were made for the establishment of three Soldiers' Orphans Homes at Davenport, Glenwood, and Cedar Rapids, Iowa. (14; P. 83) To Iowa belongs the priority in establishing Homes for Soldiers' Orphans. (3; 198) These Homes were govanned and managed by a Board of Trustees consisting of one person from each congressional district. The Homes were supported entirely by state appropriations. The Board of Trustees was required to make reports of disbursements and of conditions of the Homes to the General Assembly at each regular session.

Not only did the General Assembly of 1866 provide for the establishment of the Soldiers' Orphans Homes, but it also made provisions for the creation of a "Soldiers' County Orphan Fund" to be used for the maintenance and education of Soldiers' Orphans in each county. However, this provision was not obligatory upon the counties. The County Board of Supervisors was given the power to levy a tax not exceeding one-eighth of a mill on the dollar in any one year, on all taxable property in its county, at the same time other taxes were levied for the "County Orphan Fund". (14; Sec.17, P.80)

Two years after the establishment of the Soldiers' Orphans Homes the Board of Trustees was confronted with overcrowded Homes. They presented the situation to the legislators of 1868 who during that same session enacted a law permitting soldiers' orphans to be adopted by any citizen of the state. Consent of a parent or guardian was necessary; no adoption was valid until approved of by the Board of Trustees. Children adopted were to be returned to the Home if they were not properly treated. (15; Chap.66, Sec.7) The Board of Trustees was given also the power to discharge from the Home all children who were of proper age and they or their Mothers' had sufficient means to provide for them. The results of these powers given to the Board of Trustees decreased the number of children in the Homes to such an

extent that the Homes in Cedar ^{falls} Rapids and Glenwood were closed in 1876. Legislators believed that the Home at Davenport had also served its purpose and should be closed. Again the poorhouse would be the only institutional refuge for dependent children. But through ceaseless efforts the people interested in child welfare succeeded in getting the General Assembly of 1876 to make provisions for the reception of other destitute children in the Home at Davenport. (3; 202) Religious instructions of the inmates in the already existing and future institutions were provided for two years later, 1878. Likewise, when any institution disposed of the custody of any child it had to be to an individual or agency of the same religious faith of the parents of the child. (17; Chap. 176, Sec. 6)

The provisions admitting other destitute children to the Home at Davenport did not prove to be as satisfactory as its promoters had hoped. This was due to the fact that the county from which the child came was required to bear the expense of his support at the Home, and the County Supervisors believed it cheaper to keep pauper children in the county poorhouse. (3; 208) Thus, this provision caused the economic motive to dominate in the determination of where an orphan child should be cared for. Hence, the economical factor and the legal settlement clause hindered the administration of the law in favor of the welfare of the

children. However, the life of children in poorhouses was somewhat improved when in 1878 a law was passed which stated that children living in poorhouses were to attend the school of the district in which the poorhouse was located. The pro-rate expense of educating these children was to be paid by the county to the school district and charged to the poorhouse expense account. Just to what extent this provision was put into effect can not be ascertained. (3;173)

In 1886 it was urged that a law be passed prohibiting the sending of indigent children to the poorhouse. It remained merely a suggestion since the economic factor continued to be considered of primary importance. Would that legislators had not remained reticent when "child welfare leaders asked whether the state could afford to allow any county to practice such economy at their expense", and to the future peril of the lives of its citizens who would compose the next generation. (61; p.37) The Legislative's deaf ear became an incentive and inspiration for private groups of individuals to undertake the task of decreasing the number of children in poorhouses either through the establishment of institutions or home finding societies. (49; 27-30) October, 1, 1880 there were twenty-six girls and forty four boys over five years of age in poorhouses in sixteen counties of the state. (49; 39-40) In 1882 Governor Gear

made pleas to the legislature, and pointed out the tragedy of children living in poorhouses, but the economic motive was still dominant; indigent children aside from soldiers' orphans continued to be sent to the county poorhouse rather than to the State Home. (3; 208) For eight years there is no reference in the official documents to the practice of placing children in the poorhouse. The Board of Control of State Institutions which was established in 1898 considered the care of children in poorhouses as its most vital problem. (56; 106-116) Just how the Board of Control remedied this situation will be related in the following chapter.

Besides the institutions already mentioned relating to the care of children a Reform School for Boys and Girls, and an Institution for the Feeble-Minded were established during the period-1838-1898. That is, the above mentioned institutions complete the state institutional care provided for children that were established during this period. As these institutions play an important part in the present child welfare functions in the state of Iowa it is essential to give a short history of them.

In 1868 the General Assembly made provisions for the establishment of a permanent Reform School for Boys at Eldora, Iowa; temporary provisions for juvenile offenders were made by leasing a building at Salem, Iowa. (32; Sec. 4712)

It was hoped that both boys and girls could be cared for in these temporary quarters until the Boys' Reform School was constructed. However, it was found impracticable to admit girls to this School prior to 1873. In 1873 the boys were removed to Eldora, Iowa; the girls then admitted to these quarters until 1878 when they were moved to Mt. Pleasant, Iowa. Again, in 1880 the Girls' Reform School was removed to and permanently located at Mitcheville, Iowa. (8; 128) In the beginning the Boys' and Girls' Reform Schools were governed by a separate Board of Trustees appointed by the General Assembly. It was the Board's duty to appoint a superintendent, steward, teachers, and other officers of the Reform Schools. One or more of the Trustees were to visit the Schools monthly. The Trustees were further given the power to bind out boys and girls committed to the School until they attained their majority. However, the consent in writing of parent or guardian was necessary. (2; 80) The boys and girls at the Reform Schools were to be "instructed in piety and morality, and in such branches of useful knowledge as were adapted to their age and capacity, and in some regular course of labor, either mechanical, manufacturing, or agricultural as best suited to their age, strength, disposition, and capacity". (32; Sec. 1643-1648) No doubt it is much easier to make such a legislative declaration than to carry it out. Vagrants or disorderly

youth on complaint of parent or guardian could be sent to the School if the county judge approved of such action. However, if parents filed the complaint they had to pay the expenses of commitment and caring for their boy or girl in the Reform School. (32; Sec.1653) With this exception the state supported the Reform Schools. As early as 1889 Governor Drake communicated to the General Assembly the sad fact that many children under ten years of age were sent to the Reform Schools as offenders of the law rather than to the Soldiers' Orphans Home because their support at the Reform School was at the expense of the state. (63; 138) It seems almost unbelievable that any public authority could be guilty of such a practice were it not for the fact that the Governor spoke of it in such certain terms, and based his statements on the reports of the Board of Trustees. This practice continued until 1904 when the counties were made liable for one-half of the expenses of juvenile offenders in the Reform Schools. (52;8) In 1898 the Board of Control of State Institutions was given the authority to govern, control, and manage the Boys and Girls Reform Schools. The functioning of these two Reform Schools under the State Board of Control of State Institutions will be developed in the following chapter.

Iowa was the eighth state to make public provision for

feeble-minded individuals. (50) It was not until 1876 that the State Institution for Feeble-Minded was established in Glenwood, Iowa. Previous to this time children who were idiots were cared for either in their own homes, or if paupers in the county poorhouse as other pauper children. Originally this Institution was governed by a Board of Trustees. The powers and duties of this Board of Trustees were analogous to those powers and duties of previously mentioned Boards of Trustees. All weak-minded children between the ages of five and eighteen could be admitted by application from Father, Mother, Guardian, or Board of Supervisors of the county where the child resided. Each county was liable for its children. Parents were to pay if able to. The purpose of the institution was "to train, instruct, support, and care for all Feeble-Minded children in the state". (16; Chap. 152) In 1898 the Board of Control of State Institutions was placed in charge of the Institution for Feeble-Minded Children. As the Board of Control of State Institutions has made similar changes in the institutions under its control it is essential to devote a chapter to the functions of the Board of Control, its influence on previously mentioned institutions and child welfare legislation during the period 1898-1925.

Thus, when a study is made of the history of child welfare

legislation during the period 1838-1898 it becomes strikingly apparent that until the very end of the nineteenth century a minor degree of attention was given to the state's responsibility toward its dependent children. It is also noteworthy that since that time there has been fairly constant activity, beginning with the establishment of the Board of Control of State Institutions in 1898, which marked the start of a new period in the state's activities regarding its dependent, neglected, and delinquent children.

CHAPTER 11

THE ESTABLISHMENT OF THE BOARD OF CONTROL OF STATE INSTITUTIONS AND ITS EFFECT ON CHILD WELFARE LEGISLATION FROM 1898-1925

The establishment of the Board of Control of State Institutions may be considered a landmark in the history of child welfare in Iowa. The act establishing the Board of Control affected a revolution, decentralization in control; direction and supervision was done away with, and centralization of a pronounced character was substituted. The Boards of Trustees of all state institutions were abolished July 4, 1898; these state institutions being then placed under the control of a Board of Control. No state, heretofore, had given over to a control board control of so many different institutions at one time. (53; 8-23) All custodial, remedial, and correctional state institutions were under the Board of Control at the time of its establishment.

To Massachusetts is accredited the initiation of the centralization of control and supervision of various state institutions in 1863. (6; 125) Without a doubt Iowa did profit by the experience of other states in regard to this phase of Government. The utility of supervision and control was demonstrated by many states. Early reports of newly created boards contained invaluable material for Iowa legislators of 1898. (1; 292) These legislators were influenced perhaps the most by their neighboring states, Minn-

esota, Michigan, and Wisconsin. A Board of Control was in operation in these respective states when the Iowa law-making body was formulating a centralized Board of Control of State Institutions. Precisely how much demand there was voiced for the establishment of a Board of Control at that time one can not say. Professor Herriott, ~~former~~ professor of Drake University, Des Moines, Iowa, believes that the demand for a Board of Control was expressed mainly by a few academic advocates. Also, by members of the legislative bodies familiar with methods of supervision, who were perplexed by the confusion of interests, and conflicts of institutional representatives contending in legislative lobbies for increased power and larger appropriations. Legislators were unable to decide between the discordant claims of ardent and important friends, executive officers, and trustees of a score or more of institutions. Professor Herriott also believes that the "dread of critics and condition of the success of the Board of Control" hindered its enactment greatly before 1898. (53; 8-23)

The Board of Control consists of three members appointed by the governor with the consent of two-thirds of the senate; not more than two of whom shall be of the same political party. No member of the Board is eligible to any other lucrative office in the state during his term for which he was appointed. These members serve six years with overlapping terms of

two years. Traveling expenses are paid in addition to their salary when they visit the state institutions or other places in the state when on official business. (18; 62-76)

The following duties were conferred upon the Board of Control at the time of its establishment:

1. The Board has the power to manage, control, and govern, subject only to limitations in the act, Soldiers' Orphans Home, Boys' and Girls' Reform Schools, Institution for the Feeble-Minded, four State Hospitals for the Insane, State Penitentiary, Mens' and Womens' Reformatory. Until 1911 the College for the Blind and the School for the Deaf were also under the control of the Board. However, as these two institutions were educational in character they were placed under the control of the Board of Education in 1911.
2. The Board is given the right to "prescribe such rules, not inconsistent with law, as it may deem necessary for the discharge of its duties; the management of said institutions, the admission of inmates, thereto, and the treatment, care, custody, education, and discharge of inmates".
3. The Board must prescribe and install in all of the said institutions the most modern, complete, and uniform system of accounts, records, and reports; which show particularly the detailed facts relative to the handling and use of all purchases.
4. The Board must visit and minutely examine, at least once in six months and oftener if necessary the institutions.
5. The Board is to see every inmate of each institution in so far as it is possible to do so, and give such inmates as may require it suitable opportunity to converse with them apart from the officers and attendants.
6. The Board must prepare biennial reports to the Governor and legislators of its observations and conclusions. Suggestions respecting legislation for benefit of institutions and for dependent, defective, or criminal classes of the state must be incorporated in the biennial reports. Also, biennial estimates of appropriations necessary and proper to be made for support of institutions, and for extraordinary and special expenditures for building betterments or other improvements.
7. The Board must keep in its office, accessible only to members, secretaries, and proper clerks except by consent of board or on order of a judge or court of record, a record showing residence, sex, age, nativity, occupation, civil conditions, and date of entrance or commitment of

every person, date of discharge and whether such discharge was final, transference to another institution or death.

8. The Board must appoint superintendents, warden, or other chief executive officers of each institution. (18; 62-76)

Just as the Board of Control was given duties and powers by law so were the chief executives of the state institutions. The greatest power bestowed upon these chief executives was the right to appoint the necessary employees for efficient operation of the institution that they were placed in charge of. A cardinal duty of their's was the notifying of the Board of Control within ten days after the commitment or entrance of a person to their institution. Likewise, when an inmate of an institution escapes, dies, discharged, or transferred to another institution. (18; 62-76)

Since the establishment of the State Board of Control of State Institutions the more progressive thinking Iowans have doubted the advisability of placing the power to appoint chief executives of all state institutions in the hands of three individuals. On the other hand some Iowans believe that the harmony over-shadows the political appointments which exists between the chief executives of the institutions and the members of the Board of Control. One of the major results which ^{has} accrued by the placing of all institutions under the management of one board is the harmony of feeling and interests now prevailing between the state institut-

ions. (1; 335) The Board of Trustees before were constantly clashing with each other upon questions of authority and as a result a spirit of hostility existed amongst them. Under the single management all are working for the good of those committed to their care. A note-worthy service of the Board of Control has consisted in bringing, on the one hand, to the legislators, and on the other to superintendents, the best knowledge---"the fruit of the largest and ripest experience, touching the care of the dependent, delinquent, and criminal classes". (1; 368) Then too, the objectives of the Board of Control have to a large extent been attained through the intervening years which were to centralize the management and control of the state welfare institutions, and lay the basis for uniform administrative policies and economical operation. (67; 220)

That the influence of the central board on the local authority whether county, town, or city, has been relatively slight is to be regretted. In 1900 county and private institutions where insane individuals were confined were placed under the supervision of the Board of Control of State Institutions. (19; Chap. 144, Sec. 1) This was the first time in Iowa that any county institution was placed under the supervision of a state agent, and then only those county institutions where insane individuals were kept. Until the

present day the power of the Board of Control in this field has not been extended.

Also, in 1902 all associations or societies receiving children incorporated under the law, were placed under the supervision of the Board of Control, and subject to visitation and such information as the Board deemed advisable. (20; Chap. 133) Then too, each January these associations or societies were to file with the Board of Control a written report. These reports were to state the number of children cared for, placed in homes, dead, returned to friends, attending school, and the financial statement showing receipts and disbursements of the associations. Indeed, this was constructive legislation as this was the first time benevolent associations and societies were, although in a minor degree, held responsible for their actions.

The Board of Control of State Institutions' paramount accomplishments during the period-1898-1925 consisted in the correcting of existing abuses, making needed changes, and enforcing needed legislation in the child welfare field. The Board's authority and sagacity were recognized by all, particularly, the legislators who heeded many of the recommendations made by the Board of Control.

As has been previously stated the Board of Control first directed its efforts towards the children in the poorhouses.

In its first biennial report the Board pointed out the fact that seventy-six children were inmates of the poorhouses of the state in spite of the fact that the law provided for the care of such children in the Soldiers' Orphans Home. Moreover, it was declared that to let these children grow up amidst such surroundings as those to be found in the poorhouses was to be considered as little less than a crime. The Board urged that prohibitive legislation be passed to prevent this practice. The General Assembly of 1904 passed a half-way measure to prohibit the continuance of caring for dependent children in the poorhouse by reducing the amount for which the county was to be held liable to six dollars per month, or about one-half of the cost of the expense of the child in a state institution. This simple expedient of reducing by half the amount for which each county was held responsible resulted in lessening the number of children in poorhouses. (21; Chap. 106, Sec. 2) Still, in 1911 there remained twenty-one children in the poorhouses of thirteen counties in Iowa. Fortunately the other counties of Iowa at that date had no children in poorhouses. (54; 42) Recommendations have continued to be made by the Board of Control for the removal of all children from the poorhouses; but thus far these recommendations have been treated with legislative silence. Beginning with sporadic movements here and there over the state to ameliorate, at least to a degree the evil conditions surrounding chil-

dren in the poorhouses, private agencies, state institutions, and the ceaseless efforts of the Board of Control have succeeded in removing nearly all children from the Iowa poorhouses. (3; 231) However, so far as the legality of the practice there could be dependent children in every poorhouse of the state. Iowa legislators have not only failed to lead the movement of enacting legislation prohibiting children from being placed in poorhouses, but they have not even followed except by providing for the care of children elsewhere.

Until 1906 no provisions were made, other than adoption for the removal of children, particularly dependent children, from a state institution. Governor Bories was particularly noted for his efforts to establish the placing-out system of children from state institutions. (62; 368) He believed it was a calamity for any child to be kept in an institution dependent upon the charity of the state after he was old enough to realize that he was a dependent child. While Governor Bories' protest had no immediate effect; they later were fruitful, together with the efforts of the Board of Control, in influencing the General Assembly of 1906 to legalize the placement of children in homes under "articles of agreement". (62; 368-369) This method of placing children in homes was limited to children in the Soldiers' Orphans Home and the Reform Schools. Superin-

tendents of these institutions with the consent of the Board of Control had the power to place children under "articles of Agreement". These "articles of Agreement" provided for custody, care, education, maintenance, and earnings of the child for the time stated, and not beyond the age of twenty-one. If a child did not receive the care, education, treatment, and maintenance required by the "articles of agreement" the Board of Control was given the power to remove the child from the home. (22; 92-93) To facilitate the administration of this law the Board of Control was given the power to appoint two state agents whose duty it was to devote their time to the disposition and supervision of such children outside of the institutions. (22; Chap. 181, Sec. 2)

A placement program was organized on a limited scale to provide family home care for those children in the Soldiers' Orphans Home and the Reform Schools who were regarded as placeable. This placement program had its beginning partly as a result of the dawning recognition of the value of foster home care, and also out of necessity because the institutions were over-crowded.

Placing-out under "articles of agreement" did not lessen the number of inmates in these institutions because more children were admitted to the institutions than

were placed in foster homes. The Board of Control realized that legislation had to be enacted which would either limit, particularly the dependent class, eligible for admittance to the institution or lessen the ease with which parents could shift their responsibilities on to the state. Apparently the belief was widely entertained by parents, judges, Boards of Supervisors, and other interested people that if a parent could not give to a child such proper parental care as the child would receive in a state institution that fact was sufficient for sending him to an institution, although the parents or persons responsible for the care of such child were financially able to maintain the child elsewhere. (57; 39-40) Parents regarded the institutions as a boarding school where they paid half of the expense and the state paid the other half. One of the primary factors for such large numbers of children in these state institutions was the fact that parents could send their children to these institutions without relinquishing their legal rights to them. (57; 39-40) It was easy for parents to shirk their responsibilities. Thus, in 1911 a law was passed making all children in state institutions wards of the state whether admitted on application of parents, guardians, or other persons, and whether committed as dependent, neglected,

or delinquent children. (24; 150-151)

Until the Board of Control came into being married women, prostitutes, and pregnant girls were admitted to the Girls' Reform School. The hazards of permitting the admittance of these groups of individuals to the Girls' Reform School were brought to the attention of the Board at its very beginning. In 1900 the Board of Control succeeded in getting the legislature to pass a law prohibiting this practice. (19; 79) In addition, provisions were made for the establishment of an Industrial Women's Reformatory. Girls over fourteen at the Girls' Reform School could be transferred by the Board of Control to the Industrial Reformatory for Women if they became unruly, incorrigible, and their presence in the Reform School became dangerous and detrimental to the welfare of the other inmates. (19; 79). In 1902 the Board of Control was given the authority to "discharge or parole inmates of the Boys' and Girls' Reform Schools without regard to the length of their service or conduct when satisfied that the reasons therefore were urgent and sufficient." (5; 48) In 1906 the Superintendents with the consent of the Board of Control was empowered to bind such children out until they reached the age of majority. (2; 228) The names of the two Reform Schools were changed in 1917 to the "Training Schools for

Boys and Girls". (26; Chap.54) The cottage plan for these training schools was provided for as early as 1919, although on a limited scale. (27; Chap.186) At the present time the cottage plan is further developed at the Girls' Training School.

Changes in the procedure of admittance and age standards to the Institution for Feeble-Minded children also are placed on the achievement list of the Board of Control. Prior to 1902 admission of feeble-minded females under the age of eighteen was provided for by law, however, in 1902 the age limit was raised to 46. (20; 73) Likewise, the age limit of males prior to 1909 was eighteen, and in 1909 the age limit was raised to 45. (23; 171). The admittance of men and women to the Institution for Feeble-minded children resulted in an over-crowded institution. Those pauper feeble-minded individuals who could not be cared for at this institution found refuge in the county poorhouse. The Board of Control urged that provisions be made for the establishment of another institution for the feeble-minded. In 1913 a Colony for Epileptics was established at Woodward, Iowa for all individuals afflicted with Epilepsy. In 1921 the Colony for Epileptics was open to feeble-minded individuals. The name was changed to the Hospital for Epileptics and School for Feeble-

minded. (28; Chap.5) Provisions were made for the education of those who were educable, and for the custodial care of the incurables up to the age of forty-four. In 1919 all inmates became wards of the state and could be removed "without order in writing from the Board of Control, and searched for and returned in case they leave without order in writing from the Board of Control". (44; 17) In this same year more precaution was taken in the commitment of feeble-minded individuals to the Institution for the Feeble-Minded, and the Hospital for Epileptics. A hearing by a commission was provided for consisting of a psychologist, doctor, and judge. (27; Title I, Chap.5) Still, the number committed to these institutions did not decrease, and even at the present time, just how to care for the large number of feeble-minded in Iowa is considered the baffling problem for social leaders. (65; 23)

The most recent institution for dependent children in Iowa was established in 1919. The Board of Control was commissioned by an act of the thirty-eighth General Assembly "to establish a fit and proper Juvenile Home for the reception, care, and education of dependent, neglected, delinquent, and destitute children who are residents of Iowa". (4; 15) This institution is known as the Juvenile Home, and is located at Toledo, Iowa. The educational pro-

gram in this Juvenile Home embraces instruction in the common school branches, in such higher branches as may be practical, and in such manual training as may best fit and develop the child, and render him self-sustaining. The age limit for dependent, neglected, and destitute children was originally fifteen, but at the present time is eighteen. The age limit of a delinquent child is ten, however, on some occasions a delinquent over ten years of age may be committed to the Juvenile Home. (5; Sec. 2702) The law establishing the Juvenile Home gives the Board of Control wide authority to transfer children from the Juvenile Home to the Soldiers' Orphans Home and vice-versa. This shows that the purpose and object of these two institutions are essentially the same. Again all children committed to either institution are wards of the state. This insures the Board of Control complete custody and control of the inmates without any intervention by parents, guardians, or relatives. The children of the Juvenile Home may be adopted or placed out under "articles of agreement" in the same manner provided for in the Soldiers' Orphans Home. Commitments to either of these institutions are until the child attains the age of twenty-one but the Board of Control may "release or discharge the child at any time after it has attained the age

of eighteen if such action in the judgment of the Board be best for the child". (36; Sec.3649-3702) The Juvenile Home receives its support equally from the county where the child resided and from the state as do the other institutions for child ren in Iowa.

That unlimited powers have been bestowed upon the Board of Control is not to be questioned, but to what extent these powers have been exercised for the welfare of children is a serious matter. Only five state agents were authorized to assist the Board of Control in carrying out its many duties during the period-1898-1925, then too, only during the later part of this period was the number raised to five. The three members of the Board and five agents realized that it was almost impossible to efficiently perform all the duties conferred upon them. The child welfare program became static, instead of dynamic. Little or no supervision was given to the benevolent associations or societies that were placed under the supervision of the Board of Control in 1902. Few if any standards were set by the Board of Control for the private agencies to follow. (70) Then too, children spent their youth in overcrowded state institutions because the state agents did not have the time to find homes for them. These results leads one to conclude that no matter how great the power may be that is conferred upon Boards or Departments of the state

by law their success is dependent, to a great degree, upon the machinery provided for to administer these laws.

The relationship of the Board of Control to the state institutions, and particularly child caring associations and societies, may be compared to a large Department Store with a central office upon which has been bestowed unlimited powers. The branch divisions of the Department Store have been placed under the supervision of the Central Office. However, little or no supervision has been given these various branch divisions because the Central Office has not been given the adequate machinery through which it can exercise the powers given it. The result being that each branch division is being managed by a small group of individuals with no expert to aid them in managing their divisions more efficiently. Duplication of functions amongst the various divisions and the utilization of archaic methods are prevalent. Likewise, absence of coordination and integrity within the large Department Store which is most essential for a profitable enterprise. The Board of Control was fully capable of putting the entire system of child welfare into harmonious and constructive action if only it had been given more helpers. This situation was somewhat met when a Children's Bureau was established under the supervision of the Board of Control which will

be described in the following chapter.

During the period-1898-1925 with which this chapter deals, important preventive laws for the welfare of children were enacted. These preventive laws owe their enactment particularly to child welfare leaders and the interested citizens in Iowa rather than solely to the efforts of the Board of Control. A detailed account of these laws will not be given, but sufficient information so that proper conceptions of these preventive laws will be established.

The Juvenile Court Act of 1904 classified Iowa among the states earliest to adopt the fundamental principles of the Juvenile Court. (66; 13) This Act called upon the public for definite activity in supervising and controlling to some extent the care and treatment of dependent, neglected, and delinquent children. The state, henceforth, was to be for the juvenile individual concerned, and not against him. The object of the Juvenile Court Law was that care, custody, and discipline of the child, approximate, as nearly as may be that which should be given him by his parents, and in all cases where it can properly be done, the child was to be placed in a private family home, and become a member of the family by legal adoption or otherwise. (51; 42-50)

The Juvenile Court Act of 1904 clothed the district

Court with original and full jurisdiction over all children's cases involving dependency, neglect, or delinquency, excepting those where a child was charged with an offense punishable by death or life imprisonment. In 1906 the Juvenile Court Act was amended giving the Superior Court concurrent jurisdiction with the District Court in that County. (2; 218; 223) The original Juvenile Court Act Further embodied the system of probation, it provided for one or more unsalaried probation officers whose duty it was to investigate cases brought before the court, represent the interests and take charge of the child before and after trial if so directed to do so by the judge. At the present time counties having a population of less than thirty thousand not more than four probation officers are to serve without pay. However, probation service, paid or volunteer, is mandatory in these counties. There are ninety-nine counties in Iowa, eighty-three of which have a population of less than thirty thousand. In counties having a population of more than thirty thousand a chief probation officer is to receive a salary of not more than fifteen hundred dollars per year, and the court may also appoint one deputy at a salary of not more than twelve hundred per year. (66; 14-15) The Juvenile Court gave the Court from the very beginning

broad discretionary powers in making dispositions of children's cases; it may leave them in their own homes on probation; place them in foster family homes, commit them to public or private institutions for children; or send them to hospitals when the child needs medical care. The Board of Control had conferred upon it the power to designate, visit, and supervise, the institutions and associations who are to have juvenile wards committed to them. (66; 13)

In 1909 the Contributory Dependency Act was enacted by the General Assembly, so as to prevent abandonment of children and provide a penalty therefor. (23; 15-18) Four years later-1913- provisions were made for the payment of money to widows, and wives whose husband were inmates of a state institution, who were poor and unable to properly care for their children, but were otherwise proper guardians. This act was and still is called the "Widow Pension Act". The maximum allowance to widows with a child under the age of 14 was two dollars ^{+ fifty cents} per week. The administration of this law was placed in the hands of the Juvenile Court. With the exception of the age limit being raised to sixteen the "Widow Pension Act" remains today in its original form. No provision whatever, is made in the law for the investigation of the circumstances of the appli-

cant for the widow pension. (64; 15) Efforts today are being directed toward the establishment of a more satisfactory machinery for the administration of the pension rather than towards the increase in the scope of the "Widow Pension Act".

Iowa has been a leader among the states in the humanitarian care of its indigent sick and infirm. (43; 3) The statutes which the General Assembly has enacted have been used by other states as models of legislative enactment. The first great law of this nature, commonly known as the Perkins Law, was passed by the Thirty-sixth General Assembly of Iowa, in 1915. (43; 3-4) This law provided that children of the state under sixteen years of age afflicted with a deformity or suffering from a malady that probably could be remedied and whose parents, or other persons interested, were unable to provide medical or surgical treatment might be sent to the Children's Hospital at the University of Iowa, Iowa City, Iowa, at the expense of the state. (27; Sec. 2375) In 1919 this service was extended to adults on a similar basis. The state therefore has made reasonable provisions and has taken just pride in the achievement of the Children's and Adult's Hospital. The method provided by the law for the commitment of patients is unique and has created an interest on the part of many states seeking

the best means of providing for the indigent patient. The law provides for the commitment of indigent patients as state cases by the judges of the courts where the patients reside, following an investigation of the financial status of the patient and after a physician appointed by the court has filed a report recommending the commitment of the patient to the hospital for medical and surgical care. Emergency cases are admissible without these preliminaries when in the judgment of the court, delay might prove serious to the patient. (4; 17-18) Since 1934 county physicians have been requested to give medical and surgical help to indigent children when in a position to give the necessary treatment as the Children's State Hospital could no longer meet the demands for medical and surgical treatment. (45; 3-4)

As the results of the efforts of the late Mrs. Isaac L. Hillis the Iowa Child Welfare Research Station was established at the State University of Iowa. This was the first Research Station of its kind in the nation. (46; 7-75) The functions of this Research Station are best stated in the language of the law establishing it in 1917. The functions of the Iowa Child Welfare Research Station are defined as " the investigation of the best scientific

methods of conserving and developing the normal child, and the dissemination of the information acquired by such investigation, and the training of students for work in such fields". (46; 26) The story of the movement for the establishment of the Iowa Child Welfare Research Station and its achievements is an epoch-making chapter in the history of Iowa child welfare. Its accomplishments in the field of prevention of child welfare are unmeasurable. 7

CHAPTER III

THE IMMEDIATE BACKGROUND OF THE CHILD WELFARE DIVISION OF THE SOCIAL WELFARE DEPARTMENT OF THE STATE OF IOWA

The framework of the present division of child welfare in the Iowa Department of Social Welfare was laid in 1925 when the Bureau of Child Welfare was provided for by law. This Bureau of Child Welfare was established as a result of a recommendation made by the Iowa Child Welfare Commission of 1923.

The Iowa Child Welfare Commission of 1923 was the first of its kind in the state. It was not peculiar to the state of Iowa; rather a recognition by the state in a movement that had assisted many states in understanding their child welfare legislation, and making recommendations for the betterment of their child welfare programs. Governor Kendall, always concerned about the interests of the state and its children, brought Iowa in line with the action of her sister states by establishing the Child Welfare Commission which was the first serious thought given to all child welfare phases in the state of Iowa. (65; 2-4) The purpose of the Child Welfare Commission was to examine the statutes of the state of Iowa, and inquire into the best standards of child welfare in the various states in the handling of problems affecting child welfare such as the following: children born out of wedlock; the feeble-minded child; child placing and child caring institutions; adoption, delinquency,

dependency and neglect; juvenile courts; and mothers' aid. (65)

At every turn in the Commissioners' investigation the truth was made evident to them that "inaction, antiquated methods of administration, untrained investigation, and failure to catch the social implication of inadequate treatment of the case of the handicapped child" was at the root of the child welfare problem in Iowa. (65) Also, the state could no longer, without peril, proceed largely upon the policy that its relation to, and study of neglected, delinquent, dependent, and feeble-minded children began with commitment to the custody of the state in a state institution. It was recognized at that time in the legislation of many states that the state must to protect both the child and society generally, establish contacts prior to commitment to a state institution. (65) Furthermore, adequate machinery for investigation, and constant study of the problems were a necessity. The Commissioners greatly stressed the fact that unless Iowa entered the field of prevention and rehabilitation its efforts would be ineffective.

Many tragic discoveries in the field of child welfare were made known by this Commission. Cases were cited where children spent years in a state institution when there were relatives able and willing to give them a home. During the year ending June 30, 1934 seventy percent of the two hundred and forty-four children committed to the Soldiers' Orphans Home had both parents living and able to provide

for them. (65) What was clearly needed here was scientific effort at rehabilitation of the home before commitment if at all possible. It is safe to say that in a vast majority of cases thorough investigation of relatives in regard to their ability to care for the child, or the necessary action taken to compel the relatives to comply with the statutory law pertaining to the support of the child in the line of consanguinity, would have saved the child the tragic experience of being taken through a court procedure and then adjusting himself to a new environment. Economy for the state as well would have been gained. The Commission's report has many illustrations showing that children had been needlessly separated from their own people because of inadequate investigations. There is little that is constructive in separating a family group and removing from it all or some of the children with no thought of the remaining members of the family. Case work with such families should be continued in an effort to make possible a reunion as soon as possible. Permanent placement plans for children should be delayed until all possible efforts have been made to reunite the family group. (64; 13) It was further discovered that twenty-three children had been committed to one state institution for dependents when they should have been committed to the institution for the

feeble-minded. (65) Another tragic happening was that illegitimate children, children from feeble-minded families, and dependent children were placed, adopted, and transferred from family to family by any individual who had cared to do so, frequently with no investigation as to the fitness of the foster home. (65) Unscrupulous directors of Maternity Homes were promising unmarried mothers that they would dispose of their babies in the quickest and cheapest ways possible. The motive of these Maternity Homes was found frequently to be simply monetary. Because of the disgrace which society generally attaches to such experiences the girls were quite largely at the mercy of the people in whose hands they had fallen. (72) Many flaws in the administration of the illegitimacy law were pointed out. Numerous alleged fathers were in no way made to feel their responsibility for the support of their child born out of wedlock, casting the full expense in most cases for the confinement, and for the care of the child upon public charity. (65). Children were being adopted in the most barbaric manner in the State of Iowa. Judicial procedure was not necessary. Louisiana was the only other state in the Union at that time who did not require judicial procedure in adoption cases. (48; 4)

Horace S. Hollingsworth, General Secretary of the Associated Charities of Des Moines, Iowa stated that children were treated as chattels, and were sold, bargained, and traded away with no power to protest. Thus, adoption of children in Iowa prior to 1924 can be considered analogous to a "Bill of Sale" contract. (64; 19) Surely, this was a grave situation in the State for by an action requiring but a few minutes, the course of a child's life was decided. Every safeguard should be set up to assure careful consideration of adoptions. Finally it was pointed out that the county must be considered as the real working unit in any state-wide child welfare program since the county is the political unit of administration, and because it is the local unit for taxation, poor relief, education and similar matters, and thus the Boards of Supervisors must face, either in the beginning or later, the problem of the county's destitute, dependent, and neglected children as well as of their delinquent children. (64; 33-36)

In 1924 this Commission submitted its report to the legislature. The Commissioners' recommended that the ten interlocking bills which had been carefully compiled as the result of its study and research, should be adopted without change because each one related to all the others. (49;1) The ten interlocking bills recommended authorized the licensing

of Child Placing Agencies, Maternity Homes, and Boarding Homes by the Board of Control; the utilization of tests and measurements as are necessary for proper diagnosis, classification and treatment of children committed to the guardianship of the Board of Control; the revision of the laws pertaining to adoption, illegitimacy, widow pensions, and care of the feeble-minded; establishment of County Public Welfare Boards, and lastly the establishment of the Bureau of Child Welfare. (65; 23-69)

Only five of these bills were adopted by the 1925 legislature. These were the bills pertaining to the establishment of the Bureau of Child Welfare, the licensing of Child Placing Agencies, Boarding Homes, and Maternity Homes, and the utilization of tests and measurements for proper classification and treatment of children committed to the guardianship of the State Board of Control. However, two years later a new adoption bill was passed, thus five of the ten bills recommended by the commission became laws, but in a much modified form. (40; 1-2) The entire program for child care had been crippled and greatly handicapped, not only because of the five bills that were not enacted, but also because of changes made in the bills enacted. These changes prevented the development of a program which would have fulfilled, to a great extent, the intent and purpose of the Com-

mission in formulating the ten interlocking bills.

It was a realization for the need of centralized responsibility for the care of child ren who were not receiving care in institutions that prompted the Commission to recommend the establishment of the Bureau of Child Welfare which was to be responsible for carrying out certain duties for the protection of child ren. (64-4) The duties of this Bureau was not definitely stated either in the proposed bill or the one that passed. In the original bill it is quite clear that it was the intention of the Commission that the "chief executive office" appointed by the Board of Control together with "such assistants as were deemed necessary" should carry out the "purposes of the act" which established the Bureau of Child Welfare. (64-4-5) The purposes of the act had to do with the meeting of the child's needs in his community and preventing, if possible, the disaster of a permanent separation from his family. (30; Chap. 75-77) Thus, the original purpose of the Bureau of Child Welfare was in the nature of preventive measures. The present statute, on the other hand, is a bit obscure by the fact that the Board although given the power to appoint a Superintendent of Child Welfare is also given power to "define his duties". (64; 4-7) No real definition of duties has ever been set up by the Board of control. The work of the Bureau has been centered chief-

ly in child placing and supervision of state wards; assisting the Board of Control with its voluminous duties. (70) A meager amount of time was spent by the Bureau in investigating child-placing agencies, boarding homes, and maternity homes which had requested licenses. Investigations of Boarding home applications, likewise, child placing agencies, and maternity homes, were either made by volunteers, or the license was simply issued to the group of individuals requesting it without any investigation being made as to the functions and standards of the agency requesting the license. (70) The Board of Control was greatly in need of assistance and no doubt profited by the help of the Bureau, but it appears to be obvious that the preventive field in which the Bureau of Child Welfare should have centered its activities, ultimately, would have proven to be the most fruitful.

It was also the desire of the Child Welfare Commission to insure quality of personnel in the Bureau of Child Welfare, for their proposed bill gave to the Board of Control the right to appoint "as the chief executive officer—the available individual best fitted by training, experience, and temperament, in the judgment of the Board for the performance of the duties pertaining to the office". (65; 91) The bill as passed contained not even such general qualifications as those mentioned in the original bill. Then

too, the original bill gave the Superintendent of the Bureau of Child Welfare the same powers of appointment and discharge of his subordinates as are provided by law for the superintendents of institutions under the Board of Control. However, although this section of the bill passed, the Board of Control has never delegated to the Bureau this right and has continued to appoint the assistant agents without consultation with the superintendent as to their fitness for the work. (70) Friction has developed because of this practice, since the agents feel no sense of responsibility toward the superintendent of the Bureau. They give their allegiance instead to the Board of Control which assumes the power of appointment and discharge. (64; 5-9) Of the six agents who were working for the Bureau in June 1931, not one had had either training or previous experience in social work. (64; 7) It is difficult to understand the actual basis for their appointment other than political.

The lack of control which the Superintendent of Child Welfare had over the staff proved to be one of the greatest handicaps of the Bureau. (70) Superintendents of the state institutions are protected by the law from interference on the chief executive officer of any state institution under its control in the selection of any employee for such

institution that Board member "shall be guilty of a misdemeanor". (35; Chap. 167, Sec. 3294) It remains to be answered why the Bureau of Child Welfare has not received similar protection. The Bureau has even been placed in the ignominious position of having its recommendations entirely ignored and its decisions reversed by the Board, in spite of the fact that such recommendations and decisions have been based on investigation and are in conformity with the opinions of persons of sound judgment in the community. (64; 5) As described by a child welfare official the existence of the Bureau of Child Welfare may be compared to a "myth", a thing whose existence is imaginary.

Unfortunately Iowa included in its statute the provision that the salary of the Superintendents of the Bureau of Child Welfare should not exceed three thousand dollars per annum. An inadequate statutory salary limitation is always unfortunate. When inadequate salaries can not be raised without legislative action, a decided handicap is created for getting and holding competent workers. It is interesting to compare Iowa's interest in its children with its interest in agriculture. The Secretary of the Agricultural Department receives a salary of five thousand dollars and each of the division chiefs receive three thousand dollars per year. Thirty three inspectors in the Department

receive two thousand three hundred dollars each, as compared with six field agents in the Bureau of Child Welfare at One thousand three hundred and twenty dollars each. (64; 10) That Iowa as a typical agricultural state takes great pride in its fine breed of livestock is very commendable, but is Iowa promoting its child welfare program to the extent that it should.

Although the Bureau of Child Welfare aided the Board of Control in the administration of its duties the Bureau, particularly the Superintendents of the Bureau, were the innitators of many constructive and preventive movements in the state. Dr. Mae Habenicht, former Superintendent of the Bureau, succeeded in getting the Psychopathic Hospital to send its mobile clinic to state institutions and a few counties so as to classify children in institutions and those whose application for committment had been accepted. Although, statutory law provided for the existence of this mobile clinic it was in operation but a short time. (64; 22) The shortage of funds was the main cause for its discontinuance. The strengthening of the adoption law and making it a judicial procedure are also the result of the efforts of the Superintendents of the Bureau of Child Welfare, at least to a great extent. Then too, the

Superintendents of the Bureau although realizing their staff was wholly inadequate to do satisfactory work in licensing and supervising child placing agencies, boarding and maternity homes, made attempts to eliminate some of the most unsatisfactory homes and to prevent others from being opened. (64-22) It is important, too, to know that the lack of financial resources curtailed the success of the Bureau in many of its nonstructive undertakings.

The many flaws in the act establishing the Bureau of Child Welfare were corrected when the Division of Child Welfare of the Social Welfare Department of the State of Iowa was established in 1937. The inadequacies in the act establishing the Bureau have become most pronounced because of its existence for nearly thirteen years. Time emphasises defects that otherwise would have been unheeded. The Division of Child Welfare of the Social Welfare Department which is the outgrowth of the Bureau of Child Welfare has reaped untold fruits from the experiences that the Bureau of Child Welfare encountered while its existence.

CHAPTER 1V

THE ORGANIZING OF THE DIVISION OF CHILD WELFARE OF THE SOCIAL WELFARE DEPARTMENT OF THE STATE OF IOWA

Many studies and surveys of various welfare fields in the state of Iowa since the Iowa Child Welfare Commission of 1923 have proven to be stepping stones to the organizing of the Division of Child Welfare of the Social Welfare Department of the State of Iowa. Of the many aspects of Iowa's social welfare needs that have been studied during the past fourteen years a resume pertaining to the child welfare field will be given as that will best describe the steps taken in organizing the Division of Child Welfare.

The second state wide study made in the state of Iowa following the Child Welfare Commission of 1923, was made in 1930 by the National Probation Association of Juvenile Courts and Probation at the request of the Bureau of Child Welfare which was supported by the Board of Control of State Institutions. Briefly, this study reiterated the words of the Child Welfare Commission of 1923—"At the root of the appalling conditions reported in connection with widow pensions, poor relief, and other child welfare problems is the lack of adequate trained social service in most of the rural counties of Iowa". (66; 6) In 1930 when the study was

made, sixty-nine counties of the ninety-nine in the state had only volunteer social service available to the Juvenile Courts. It was found that when a dependent, neglected, or delinquent complaint was filed at the Juvenile Court the child concerned was committed to a state institution with little or no investigation prior to commitment, likewise, with adoption cases, and widow pensions. Local resources in rural counties particularly were not utilized because of the absence of administrative machinery. (66; 6-19) The results of this study were published, and a bill proposed that would correct some of the most outstanding inadequacies in the present laws. The principal recommendations were :

1. Authorize the appointment in any county or combination of adjacent counties of salaried probation officers, their number and compensation to be determined by the judges and county boards.
2. Authorize the designation by district court judges of county attorneys or salaried probation officers as referees to hear children's cases in counties where there is no resident judge.
3. Revise the juvenile court law generally to clarify definitions, improve procedure, broaden jurisdiction and end jail detention of children.
4. Appoint a specialist experienced in probation and juvenile court work, or in related social welfare work, as state director or supervisor of probation. (66; 4)

The bill which embodied these recommendations, failed to pass the legislature, and Iowa today is suffering because the needs indicated by this study have not been met. The

recommendations made by the National Probation Association of Juvenile Courts and Probation are as much needed today as they were in 1930. (49)

The third study made in the state of Iowa was sponsored by the Extension Division of the University of Iowa as a part of its educational activities. This study is known as the "Iowa Plan" for county welfare coordination. This so called "Iowa Plan" has attracted much interest outside of the state. The plan pertains to the combining of all social forces in a county under a central board of citizens, with the county officials acting as ex-official members of the board. This centralized board was usually termed the Social Service League. The scheme was cooperative. All welfare functions were coordinated in one place, and relief given from one source. The Social Service League Secretaries were overseers of the poor, probation officers, as well as investigators of widow pensions. The Secretaries were, likewise responsible to the Board of Supervisors for the expenditures of county funds. County and private funds were distributed from the same office, but kept separate. The private funds being used for those needs that could not be charged as public ones. (7; 1-56) For a number of years the Extension Division of the University of Iowa has pro-

moted the coordination of welfare activities in counties under a centralized board. Its efforts have been beneficial to those in need of welfare services and to the taxpayer as well. In at least twenty-eight counties, welfare units have been established and the value of such organization under trained direction has been well demonstrated. (67; 246) The University has had no legal control whatever over counties or leagues but it has accomplished its purpose through obtaining voluntary local cooperation. The University of Iowa has been concerned primarily with individuals who were in need of welfare services outside of institutional service. Benefits from their work were reaped when the recognized need for county welfare boards had crystallized into a law which provided for county welfare boards in all counties in the state of Iowa in 1937.

The fourth study in Iowa pertained to the organization of child welfare work in the state. This study was made in 1931; at the request of the Bureau of Child Welfare the United States Children's Bureau sent a child welfare worker from its staff to study the organization of child welfare services in the state, and to make recommendations which would assist Iowa to establish better standards of

work and also to develop facilities already existing in the state. (64; 1-2) The recommendations made as a result of this study included both legislative and administrative provisions. For the most part they were limited to public social welfare problems. An unofficial body, representative of the groups throughout the state interested in social legislation, was brought together to consider the recommendations of the report and to formulate an adequate social welfare program for the state.

(40) It was urged that the public be informed of the needs so that the measures advocated would receive popular support when the legislature convened in 1933. The study pointed out the fact that Iowa with a budget of five thousand dollars was attempting to carry a program comparable to its neighboring states, which were provided with a much larger budget. It is of interest to compare these budgets. Wisconsin had appropriated forty-five thousand dollars, Minnesota sixty thousand dollars, and Iowa five thousand dollars to carry out their provisions for child welfare services. These states can quite fairly be compared in density of population, pursuits, general interests and needs.

(64; 9) Then too, this report indicated Iowa's interest

in its children compared to its interest in agriculture, and other departments of state government, by the appropriations allowed each of these departments. Little interest was aroused in the lack of facilities to meet the children's needs and no program of development, extension or education was undertaken by the groups who met to receive this report. No legislation was contemplated to present to the 1933 legislature. (40; 3)

The fifth study in the nature of a conference, followed the White House Conference on Child Health and Protection called by President Hoover in the fall of 1931. This conference was held in 1932 and is known as the Iowa White House Conference on Child Health and Protection. It was hoped by the Planning Commission appointed to make arrangements for this conference that the facts brought forth as the result of these studies, would make for a better understanding of the needs of the state in the care of its children. (68; 7) Every phase of child welfare was studied, and much valuable material was made available to future use. The Planning Commission recommended to the Governor that a permanent social welfare commission be appointed to develop and direct the state's program of social welfare, and to establish the minimum requirements as set up by the

serious and scientific committee who had outlined the reports of the Conference. This proposal was not followed and again no action was taken to further the state's program in the care of its children. (68-489-491)

The sixth study was made in 1933 when the legislature provided funds for a survey of administration in Iowa. The Committee on Reduction of Government Expenditure invited the Institute for Government Research of the Brookings Institution at Washington, D. C., to make a study of the state's governmental department. The state's public welfare activities, including state agencies and institutions, as well as local welfare activities and organizations, were made a part of its studies.

The Brookings Survey found that Iowa was a state of interesting contrasts: A centralized system of institutional management and control, but a glaring lack of coordination of related welfare services; a reasonably adequate state system of institutions, 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. (67; 219)

The Brookings Survey Recommendations included a Public Welfare Department under which all welfare functions should be integrated. The Public Welfare Department activities suggested, were to be distributed among seven divisions.

1. A Bureau of County Welfare and Relief which should have charge of the development and supervision of county welfare units, the direct administration of all state relief funds, and the supervision of all local institutions and agencies of a penal or eleemosynary nature.
2. A Bureau of Child Welfare which should license and supervise all child caring agencies or institutions, boarding homes for children, maternity homes, and supervise the four state children's institutions, develop foster and boarding homes, administer widow pensions and in general, be charged with all the child welfare duties of the State Government.
3. A Bureau of Mental Hygiene which should supervise the State Hospitals for the Insane and Epileptic, The Training Schools for 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.
4. A Bureau of Handicapped which should have charge of

the care, supervision and training of the blind, deaf, crippled, and should concern itself with preventive plans in this field.

5. A Bureau of Research and Statistics which should be the fact finding branch of the Department charged with the assembling, classification and interpretation of all information in developing and operating the state's welfare program.
6. A Bureau of Industries and Equipment which should supervise the construction and maintenance of all institutions under the department. (67; 238-240)

In 1935 a Public Welfare bill was written covering the main points in the Brookings recommendations. Little support was secured because of a general lack of understanding of the proposed law, both by the people of the state and the legislature. No organized effort was made to inform the state of this proposed legislation and no action was taken by the legislature. (40-5)

Immediately following this extensive study, the Federal Social Security Bill was passed in 1935, which stimulated interest in all the provisions and requirements of the laws covering the various fields with which it pertained to. A renewed interest in the many studies and surveys previously

made was awakened to meet the challenge of this opportunity offered by the Federal Government. In 1835² when the report of the National Committee on Economic Security revealed that there were over seven million, four hundred thousand children under sixteen years of age depending on the public for their future security, Iowa began to think seriously in terms of prevention. (70-3-5) The Governor then appointed a committee of thirty-five representative men and women to study the provisions of the Social Security Act and make recommendations concerning steps to be taken in Iowa to meet their requirements. After the committee of thirty-five had completed its study and submitted it with its recommendations to the Governor a meeting was called by the Governor of representative and interested people from all over the state at which the committee presented its recommendations and received expressions of support in carrying out these suggestions. (41-1-4) The Governor then asked the committee of thirty-five to continue its work and draw up laws to conform with its recommendations and present them to the next legislature of 1937.

Accordingly a series of Social Welfare Laws were prepared by this committee consisting of the following :

1. A central bill establishing a Department of Social

Welfare under a Board of five people one of whom must be a woman.

2. A bill to establish a Division of Child Welfare under the Board of Social Welfare. This bill gave to the Division of Child Welfare all the duties which previously had been incorporated under the Board of Control of State Institutions and the Bureau of Child Welfare with one notable exception; children who were made wards of the state and committed to the State Juvenile Home and the Iowa Soldiers' Orphans Home were to remain under the care of the Board of Control both while they were residents of the Institutions and after they were placed in foster homes. The duties of home finding, child placement, and supervision were to rest with the state agents of the Bureau of Child Welfare.
3. A bill for Aid-to-Dependent-Children was written providing for approximately three times as many children as are now cared for by the widow pension law, and dividing the responsibility three ways. It provided that an equal amount of money would be paid by the County, State and Federal Government.
4. A bill establishing a Division for Relief was written providing for central administration under the Board

of Social Welfare. (41,1-4)

These bills were presented as Senate Committee Bills and passed the Senate after considerable debate. During the closing days of the General Assembly of 1937 the bills recommended by the Committee of thirty-five were given consideration by the legislature. However, divided attention was given as an important bill pertaining to the betterment of Iowa Highways¹ was yet to be passed upon by the General Assembly of 1937. The result was that the bill providing for Aid-to-Dependent-Children was lost because of lack of sufficient time and understanding of its benefits both by the members of the house and their constituencies. (72) Iowa lost, through failure to pass this bill, over a million dollars of Federal funds that would have been available for the care of children in their own homes or in the homes of relatives. (70) The bills proposing the establishment of a Social Welfare Department with a Division of Child Welfare, County Welfare Boards, and Aid to the Blind were passed by the General Assembly of 1937.

Thus, after ceaseless efforts being made by the Commission of Child Welfare of 1923, by surveys, reports, conferences, speeches, and the challenge of the Social Security Act, the Legislature of 1937 established a Social Welfare Department with a Division

of Child Welfare, and County Welfare Boards in the state of Iowa. Indeed, this new social legislation was epic making legislation in the state of Iowa.

CHAPTER V

THE ADMINISTRATIVE FUNCTIONS OF THE DIVISION OF CHILD WELFARE OF THE SOCIAL WELFARE DEPARTMENT OF THE STATE OF IOWA

The establishment of the Social Welfare Department in Iowa is the state's recognition of the fact that social welfare has come to be as definitely a specialize function as is public education, public health, public highways, and public finance. The Social Welfare Department, through the Division of Child Welfare and County Welfare Boards is an exemplification of machinery sufficient to consolidate and centralize welfare functions in the state of Iowa if administered correctly. This state department of Social Welfare consists of a State Board of Social Welfare and such officers and employees necessary.

The State Board of Social Welfare consists of five⁷ members appointed by the governor, subject to the approval of a two-thirds vote of the members of the senate in executive session. (37; Sec.3) It is interesting to note here that as early as 1898 when the Board of Control was established attempts were made to have a woman serve on the Board. Until the present time no provision has been made for a woman to serve on the Board of Control, however, in 1937 provisions were made for a woman to serve on the State Board of Social Welfare. Each member of the Board serves for a term

of four years, or until his successor is appointed and qualified. The compensation of the Board members is the sum of fifteen dollars per day for each and every day which is devoted to the actual performance of duties, but the total amount of such compensation must not exceed the sum of twelve hundred dollars per year. In addition to the compensation hereinbefore mentioned, each member of the State Board is entitled to receive the amount of traveling and other necessary expenses actually incurred while engaged in the performance of the official duties. (37; Sec. 3-5)

This State Board is vested with the authority to administer Old Age Assistance, Aid to the Blind, Aid to Dependent Children, Child Welfare and Emergency Relief. The Board's authority is broad in the field of welfare, but it has been given the power to establish divisions to aid it in its work. These divisions are: Division of Old Age Assistance, Division of Emergency Relief and a Division incorporating Aid to the Blind, Aid to Dependent Children, and child welfare. (37; 6-9) The superintendents of these divisions are appointed by the State Board of Social Welfare, and have such powers as are prescribed by law and perform such duties as are delegated by the State Board. Thus safeguards have been thrown about these divisions so that they will not be placed

in a similar powerless position as the Bureau of Child Welfare. Although responsible to the State Board of Social Welfare definite policies have been established so that there will be consistency in the actions of the superintendents, likewise, little opportunity for misunderstandings as to the functions of the divisions. Then too, each superintendent receives such salary as is fixed by the State Board, but not in excess of thirty-six hundred dollars per year. (37; Sec. 9) Hence, the salary of the superintendent of the Division of Child Welfare may be raised six hundred dollars more in comparison to the statutory limitation previous to 1937 for the superintendent of the Bureau of Child Welfare. Salaries generally serve as incentives to get and hold qualified individuals for executive offices.

Further duties of the State Board of Social Welfare consist in preparing and printing at the end of each fiscal year a report to the governor which shall include a full account of the operation of the acts under its control, adequate and complete statistical reports by counties and for the state as a whole concerning all payments made under its administration, and such other information as it may deem advisable or which may be requested by the governor or by the General Assembly. Then too, it must cooperate with the Federal Social Security Board, or other agency of the Federal

Government for Public Welfare Assistance in such reasonable manner as may be necessary to qualify for Federal Aid. It must also furnish information to acquaint the public generally with the operation of the acts under the jurisdiction of it. Lastly, exercise general supervision over the County Boards of Social Welfare and their employees. (37; Sec.6)

The superintendent of the Division of Child Welfare is responsible to the State Board of Social Welfare for the proper and lawful administration of the Division of Child Welfare. He must, under rules and regulations adopted by the State Board, exercise the powers and discharge all the administrative and executive duties imposed upon the Division of Child Welfare. (37; Sec.3) The superintendent is emphatically given the power to appoint, with the approval of the State Board and subject to its rules and regulations such personnel as may be necessary for the efficient discharge of the powers granted to and duties imposed upon the Division of Child Welfare. Time alone will tell whether the superintendent has been given an opportunity to exercise this much needed power so as to promote respect, harmony, and loyalty within his Division of Child Welfare. He must cooperate with all County Departments of the state, all County Boards of Supervisors, and other Public and Private

local agencies charged with the protection and care of children in establishing, extending and strengthening public and private child welfare services. (37; Sec.3-6) This last duty if carried out to the full extent of the law alone would be sufficient for justifying the existence of the Division of Child Welfare. The superintendent must make such reports and provide such information as the State Board of Social Welfare requires, and prepare an annual budget indicating the funds necessary to carry out the purposes of this act, and giving an estimate of any funds which are available and which the state may be entitled to receive from the United States or any agency thereof. (37; PP2-9)

Besides the duties imposed upon the superintendent of the Division of Child Welfare certain powers are granted to the Division by law. There are nine of these powers definitely stated in the act.

1. This Division of Child Welfare must make such rules and regulations as may be necessary or advisable for the supervision of the private child caring agencies or officers thereof which the Division is empowered to license, inspect and supervise, which rules and regulations shall provide that in dealing with any child any officer, employee or agency, so dealing shall take into consideration the religious faith of the child

or its parents, and that in placing such child it shall be, as far as practicable, placed in the home or the care and custody of some person holding the same religious faith as the parents of such child, or with or through some agency or institution controlled by persons of like religious faith with the parents of said child.

2. Supervise and inspect private institutions for the care of dependent, neglected, and delinquent children, and to make reports regarding the same.
3. Designate and approve the private and county institutions within the state to which neglected, dependent, and delinquent children may be legally committed and to have supervision of the care of children committed thereto, and the right of visitation and inspection of said institutions at all times.
4. Receive and keep on file annual reports from all institutions to which neglected, dependent, and delinquent children are committed; compile statistics regarding juvenile delinquency, make reports regarding the same and study prevention and cure of juvenile delinquency.
5. Require and receive from the clerks of the courts of record within the state duplicates of the findings of the courts upon petitions for adoption, and keep records and compile statistics regarding adoptions.
6. License and inspect maternity hospitals, private boarding homes for children, and private child-placing agencies;

- make reports regarding the same and revoke such license.
7. Plan and supervise all public child welfare services and activities within the state as provided by this act.
 8. Make such reports and obtain and furnish such information from time to time as may be necessary to permit cooperation by the state department with the United States children's Bureau, the Social Security Board, or any other Federal Agency which is now or may hereafter be charged with any duty regarding child care or child welfare services.
 9. Perform such other functions as may from time to time be delegated to the Division by the State Board of Social Welfare. (37; 10-11)

It is evident that the basic powers and duties of the Division of Child Welfare are centered in the field of prevention and in setting standards in child welfare throughout the state. The Division of Child Welfare is facilitated in its work by the help of the County Welfare Boards. Previous to this time county organization in Iowa had developed apart from the welfare activities of the state to the extent that county workers felt no sense of responsibility toward the Board of Control or Bureau of Child Welfare, and at times even resented requests from the State Board of Control. (64; 35) The newly created County Boards of Social Welfare are charged primarily with the duty of cooperating with the

Division of Child Welfare and with the State Department of Social Welfare in carrying out the provisions of the act. The county boards shall, upon request, make to the State Department or Division of Child Welfare such reports regarding child welfare services, or the need thereof, within the respective counties. The county boards shall when requested by the State Department or Division of Child Welfare make reports upon maternity hospitals, private boarding homes for children, private child-placing agencies and private institutions for the care of neglected, dependent, or delinquent children which are located within the respective counties. For this purpose the county boards are to act, if so designated, as agents of the State Department and the Division of Child Welfare. (37; 11)

If the provisions of the Social Welfare Act are carried out a close relationship will exist between the state agents and the local county welfare agencies. The local agencies will make a thorough investigation of dependent, neglected, and delinquent cases before action is taken, and responsibility for plans will remain with the local agencies in so far as possible. Likewise, widow pension applications and adoption cases will be investigated before action is taken; local resources will be developed before state aid is requested. The state is too far removed to assume case

work responsibilities within the counties, or to influence directly local conditions which are creating dependency, and delinquency, or are contributing to physical or mental disorders. On the other hand the locality must look to the state to furnish such services as institutional care for delinquent children; institutional care for the mentally deficient; and diagnostic clinics for orthopedic difficulties, mental deficiency or disturbances and other special difficulties. (10; 6-15) In general, the state should not be required to accept children for whom only temporary care is necessary. Instead, the State Welfare Department should stimulate and assist in the development of local resources so as to provide adequate care for the children in the local community.

It is interesting to note that the Board of Supervisors of each county is given the power to appoint a County Board of Social Welfare, which shall consist of three members in counties of less than thirty-three thousand population. Again, at least one member of the Board must be a woman. These members serve for one year. (37; 3) They receive compensation for services at the rate of three dollars per diem, but such compensation is not to exceed a total of ninety dollars in any one year in coun-

ties of less than thirty-three thousand population, or one hundred and twenty dollars in counties of more than thirty-three thousand population. The expense and compensation of the these county board members are to be paid from the general fund of the county. (37; 6) Besides cooperating with the State Department of Social Welfare and the Division of Child Welfare the County Board of Social Welfare is vested with the authority to direct in the county old age assistance, aid to the blind, aid to dependent children, and emergency relief. The County Boards of Social Welfare shall employ county directors and such personnel as is necessary for the performance of its duties. The number of employees is subject to the approval of the State Board of Social Welfare, and these county board employees are paid by the State Board of Social Welfare from funds made available for that purpose. However, the compensation of these county Board employees is fixed by the County Board of Social Welfare subject to the approval of the State Board of Social Welfare. That the county employees in Iowa are paid by the state is very commendable as various counties in Iowa are financially unable to provide for an adequate administrative staff.

The quality of work done by any organization is depend-

ent on its personnel. The Board of Control and Bureau of Child Welfare, and like many other public agencies which are exposed to the operation of partisan politics, have been handicapped at times during their history by appointing poorly qualified and inexperienced personnel. The General Assembly of 1937 took cognizance of this fact and inserted in the Social Welfare Act a clause pertaining to the selection of personnel. The county and state employees are to be selected solely on the basis of fitness for the work to be performed, with due regard to experience and training, but graduation from college is not to be made a prerequisite of any such appointment. (37; 6-7) However, it is a prerequisite that the applicant be a legal resident of Iowa for at least two years prior to the time of making said application. (37; 6-7)

With a well-organized Department of Social Welfare, Division of Child Welfare, and County Welfare Boards the state of Iowa is in a position to make progress in its Welfare Program. So far the Division of Child Welfare has been divided into two functioning units; namely, the licensing, inspecting and supervising child caring agencies, and the unit responsible for the carrying out of the child welfare services provided for by the Social Security Act.

The chief duty of the licensing department, as so called, is to insure the protection of the inherent and legal rights of children by supervising all individuals, institutions, and agencies vested with authority in dealing with children. Licensing in the past has not had the element of serving the social welfare needs of the agencies. "It has only meant the approval of the physical equipment of the agency or institution if an inspection was made". (42; 1) It is important too to note that the Division of Child Welfare is given supervisory responsibility over all child caring agencies rather than only the licensed ones as previous to this time only licensed agencies were to be supervised. Thus, this should make it possible to guide the various agencies into other areas of service for which there is such an apparent need, such as providing facilities for the care of the sub-normal child and the handicapped child, treatment of venereal diseased children, and vocational service.

State Institutions have been over-burdened because persons dealing with children have found it necessary to use these institutions due to the fact that there are so few child placing agencies equipped to give the permanent care necessary. Mr. F. T. Walton, superintendent of the Division

of Child Welfare, believes that by giving guidance to more child caring agencies, the state institutions will be able to develop the sort of service they are best equipped to give. (42; 1-2)

The Licensing Department plans to provide field representatives who can be available to child caring institutions and agencies for the direction which some of them have so desired. Then too, plans are being made to provide a service that has been vitally needed for some time, namely, a social service exchange operated by the State Department of Social Welfare for all agencies dealing with children. This exchange will integrate the services of the agencies in such a way that the Division of Child Welfare will learn which type of service each agency is best equipped to give in working out a program to meet the needs of the state. (42; 2-4)

The superintendent of the Division of Child Welfare is aware of the fact that any success hoped for will depend upon the methods used in carrying out the legal responsibility of supervision, inspection, and visiting placements made by child placing agencies. (72) The procedure to be followed will include progressive consultations in order that the agencies may have the benefit of an analysis based on such procedure as intake, method of planning for the child while

under care, method of study of homes used by the agency, and method of supervision. (42; 1-3) A critical analysis is not needed at the present time, rather leadership and guidance. Plans have been made to provide bulletin service from the State Division of Child Welfare for the children's agencies so that they may understand both the development of child care in the state and some of the problems that have hindered the development of the desired child welfare program. (72)

Plans have been also made to select a State Advisory Committee composed of the executive directors of six child placing agencies. This Committee is to meet regularly to receive reports on progress made and to discuss future plans. The Advisory Committee is to meet also with the boards of the various institutions to interpret policies and to make particular recommendations based on a thorough study of each agency by a qualified children's worker. (42; 1-4)

The Division of Child Welfare hopes to develop a program for the agencies that will emphasize the following minimum standards:

1. A complete social study of the family and the child as well as the physical and mental conditions of the child accepted by the agency.

2. Individual records of the developmental history of the child while under care of the agency.
3. Individual records of the social study of the family with which the child is to be placed.
4. Records of supervisory visits made to the home after the child is placed. (42; 2-4)

The Division of Child Welfare is cognizant of the fact that the success of its administration depends upon the ability of the Division to understand the individual agencies, and to interpret to them the broad scope of this new program and to present it in such a way that the administration of the program becomes not an imposition upon these agencies, but rather a program in the field of child placement and care which they will welcome eagerly and to which they will respond with real enthusiasm. (72)

The unit responsible for carrying out the Child Welfare Services provided for by the Social Security Act was under the supervision of the Bureau of Child Welfare prior to 1937. The Bureau of Child Welfare initiated a program for the administration of Child Welfare Services in 1936 when the Iowa Plan for Child Welfare Services was approved of by the United States Children's Bureau. (70) At the present time the Division of Child Welfare is continuing the

the development of the program for Child Welfare Services formulated by the Bureau of Child Welfare.

Fifty-seven thousand, three hundred and twenty-five dollars and fifty-seven cents of Federal funds were provided for the program of Child Welfare Services in Iowa. "However, since the amount of money available was not sufficient to actually do all the work indicated in the children's field, a plan was devised which would be the most far reaching in stimulating interest in the general field of child welfare through a program of demonstration, education, and training." (41; 10) State services were made available for assisting community child welfare organization in areas predominantly rural and other areas in special need.

The Iowa state plan for the administration of Child Welfare Services provided that out of the ninety-nine counties of the state eighty-three should be divided into four districts on a basis of judicial districts; these eighty-three counties are rural or predominately rural counties. In each of the four districts is to be established a unit of demonstration. These units are made up of two or more rural counties. However, demonstration units are to be established only when the County Board of Supervisors are willing that an advisory committee be selected to confer with

local, district, and state representatives. (72) Thus, the counties must show initiative and desire the available Child Welfare Services. They must further be willing to participate in the expense involved. Unless, the county wanted this service for its children sufficiently to interest itself in developing the communities resources it would be of little value to take this service to the county.

A district child welfare consultant is to have an office at a strategic point in each of the four districts so that she will be in a position to act as an consultant on children's cases to anyone in the district at any time. It is the consultant's duty to interpret Child Welfare Services to the community in order to stimulate and promote better standards of child care in the rural counties by:

1. Giving case work services to Juvenile Courts whenever possible on a demonstration basis.
2. Supervise the activities of the demonstration unit and help to develop other demonstration units.
3. Provide consultation service to rural counties within the district at the request of the county officials or welfare workers.
4. Assist in community planning for Child Welfare Services.
5. Assist in conducting institutes on Child Welfare Services

for local welfare workers.

6. Study the possibilities of developing child guidance clinics. (56.9-11)

Besides the district child welfare consultant there are to be child welfare workers of the Demonstration Units whose primary duties are:

1. Render case work services to the Juvenile Courts in the Units.
2. Act as probation officer at the request of the judge.
3. Give advice and service to the family welfare agencies.
4. Act as a clearing house for all Child Welfare Services.

(56; 9-12)

Hence, these Demonstration Units are established for the purpose of demonstrating the need and value of Child Welfare Service. Likewise, to provide an integrated program for all agencies giving service to children.

A state supervisor for Child Welfare Services is provided also for carrying out the services provided for in the plan through out the state. Then too, provision is made for a Mental Hygiene Unit that is to be available to the workers in the field in completing their studies of children's cases. This Mental Hygiene Unit is further to provide Tests and Measurements as well as render assistance in making individual plans for children. (41 1-5)

The Service offered under the Iowa Plan for Child Welfare Services, includes a broad educational program to reach not only the people in the community but also the agencies working with children such as the schools, welfare organizations, courts, and county boards of supervisors. This Service covers all types of problems found in any locality which require investigation and case work by qualified workers such as: arranging for foster home or institutional care for children who need care away from their own home during a temporary emergency, and also protecting neglected and mistreated children; locating and securing attention for the physically handicapped as well as the mentally defective; safe-guarding children of illegitimate birth; giving service to courts in investigations and doing case work as well as probation service; assisting schools in attendance and conduct problems; giving assistance to state institutions for children with reference to admissions and after care, and assisting in organizing community activities for the prevention of juvenile delinquency. Then too, since in all the counties there is an urgent need of facilities for temporary care of children the major emphasis is being placed on developing boarding homes where children may be kept while their individual needs are being studied before a permanent plan is made. (49; 11-13)

All this work for children is being related very closely to the community interests by establishing Advisory Committees in counties. These Committees are vitally concerned about the children of their respective counties, and are proving most valuable in establishing facilities for child care where previous to this time there were no such facilities available. During the past year counties have registered their interest, their need, and their support. (72)

Iowa's General Assembly does not meet this year-1938- however, work has been begun on the preparation of a bill for Aid-to-Dependent-Children to be presented to the 1939 General Assembly. At the present time the Board of Control of State Institutions has control of all state wards while they are residents of the institutions and after they are placed in foster homes. Child Placing and Supervision of wards of the state in foster homes are under the direction of the ^{Board of Control} (Bureau of Child Welfare), having six field agents. Child Welfare Leaders are working towards the formulation of a bill which would transfer the present functions of the Board of Control (and Bureau of Child Welfare) to the Division of Child Welfare, which is to be presented to the General Assembly of 1939.

The centralization of all child welfare functions in the state of Iowa in one department would promote a higher

degree of coordination then the present uncoordinated child welfare set-up in Iowa. The development of the present Iowa child welfare program would undoubtedly gain momentum if all child welfare functions were coordinated under one department. A central thinking body which seeks to shape and to guide the program for child welfare is most essential to the future welfare of Iowa children. The state has a distinct responsibility to see that all its children are protected, given proper support, care, and education, and are provided with opportunity so that each may develop to his fullest capacity. In meeting this responsibility the state is brought into relationship with the federal government on the one hand and local governmental bodies and private child caring agencies on the other. It is essential, therefore, that every state have a central authority through which these relationships may be maintained. (9; 6)

CONCLUSION

During the one hundred years of the statehood of Iowa-1838-1938-the state's activity in the field of child welfare may be classified into periods. The first period ranging from 1838 to 1898. During this time state institutions for defective, dependent, and delinquent children were established and managed under a decentralized system consisting of separate Boards of Trustees. The second period consisting of the years 1898 to 1925. During this span of years the state institutions were placed under a centralized control system known as the Board of Control of State Institutions. Private Charitable Organizations were placed also under the control of the Board of Control, but more so in name than reality. The years 1925 to 1936 marks the third period. During these years efforts were made to widen the scope of the state's authority in the field of child welfare through the establishment of the Bureau of Child Welfare under the Board of Control of State Institutions. It was hoped that the functions of the Bureau of Child Welfare would be centered in the field of prevention and in the care of children outside of the state institutions. However, the work of the Bureau of Child Welfare was curtailed because of the absence of powers and duties being stated in the statute establishing it. The

year 1936 denotes the begining of a new period in the field of child welfare in Iowa. In this year the state's activity in the field of child welfare was launched in the field of prevention. This step was due, particularly, to the fact that the child welfare services provided for by the Social Security Act became operative in Iowa in 1936. The Iowa plan for Child Welfare Services now in operation in Iowa is working toward the development and utilization of community resources and demonstrating the value of an adequate, trained personnel staff. In 1937 child welfare came to be a definite specialized function of the government of Iowa by the establishment of a Division of Child Welfare under a Social Welfare Department. In this same year the counties of Iowa were accepted as the units of organization in the program of child welfare. Since the enactment of the aboved mentioned social legislation of 1937 there is a definite trend toward a close coordination of the state and county child welfare functions. The trend is now away from emphasize upon isolated cases to a stress on community values and organized social relationships. In the past private charitable organization were given little supervision by the state, but now they are being supervised more closely & are held responsible for their actions to the State Division of Child Welfare.

The handicaps that the Iowa Child Welfare Program

has encountered during the years of its existence center chiefly around inadequate administrative machinery for the carrying out of the existing child welfare laws. Outworn, inadequate, and inconsistent child welfare laws, likewise, have hindered the development of a desired Iowa Child Welfare Program.

In the future Iowa child welfare leaders must interpret to the lay public the meaning and value of constructive child welfare legislation. Unless the lay public is informed of the existing child welfare legislation in Iowa, its inadequacies, and the necessary remedial legislation the Iowa Legislature will make few efforts to promote the betterment of the child welfare program in Iowa. A dynamic child welfare program must have support from the lay public. The Division of Child Welfare must always recognize in a successful state-local relationship the rights of local communities to determine and administer its programs. The lines of authority and the areas of responsibility must be adhered to. The general rather than the particular supervision should be the concern of the Division of Child Welfare; leaving to the local community the tasks which the latter, because of its knowledge of local problems and resources is far better equipped to handle.

The services rendered by the Division of Child Welfare

will be far more fruitful if the Division stimulates, encourages, guides, and supervises rather than imposes its authority too rigorously on the local agencies under its supervision. The usefulness of a child welfare program advocated and adhered to is greatly dependent upon the facts and statistical work compiled in regard to the status of child welfare. Valuable facts and knowledge are prerequisites to any sound program. This need for accurate and extensive information becomes more and more pressing as the Division of Child Welfare embarks upon an increasing program of supervision over the child welfare field in Iowa. The development of community resources cannot be stressed too much nor can the establishment of a state wide boarding home program where the state would assist the counties in providing for a boarding home fund and supervise the carrying out of the boarding home program in the counties.

Iowa child welfare leaders must not forget that the enactment of the social legislation of 1937 is but the beginning. Unless this social legislation and existing child welfare legislation are properly interpreted and administered there will be no benefits derived from them. By carefully watching the administration and the

administration of the child welfare laws, those interested in child welfare will be in a position to render valuable service when further legislation is needed to correct or add to the present laws. A child welfare program can not be static; changes must be made from time to time to meet the changing needs of society. The future development of a constructive child welfare program is a challenge which Iowa must meet as "society's acre of diamonds lies revealed in the rocking cradle within the door, and the social statemanship finds its task in the heart of a child". (73;10)

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