

REPORT OF THE SECTION OF
AGENCIES AND INSTITUTIONS
DIVISION OF CHILD WELFARE
STATE DEPARTMENT OF SOCIAL
WELFARE

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by

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TABLE OF CONTENTS

| | | |
|-------|---|----|
| I. | INTRODUCTION..... | 1 |
| II. | LEGAL RESPONSIBILITY..... | 3 |
| III. | RULES AND REGULATIONS..... | 4 |
| IV. | INSPECTION AND LICENSING..... | 6 |
| V. | SUPERVISION..... | 7 |
| VI. | RECORDS AND REPORTS..... | 12 |
| VII. | COOPERATION WITH OTHER STATE DEPARTMENTS..... | 17 |
| VIII. | COOPERATION WITH OTHER DIVISIONS OF THE WELFARE DEPARTMENT..... | 20 |
| IX. | COOPERATION BETWEEN OTHER SECTIONS OF THE DIVISION OF CHILD WELFARE..... | 24 |
| X. | AGENCIES UNDER THE SUPERVISION OF THE STATE DEPARTMENT OF SOCIAL WELFARE..... | 26 |
| A. | Juvenile Homes..... | 26 |
| 1. | Johnson County Juvenile Home.....Iowa City .. | 28 |
| 2. | Polk County Juvenile Home.....Des Moines .. | 32 |
| 3. | Pottawattamie County Juvenile Home (Grandview Farm).....Council Bluffs .. | 33 |
| 4. | Scott County Juvenile Home.....Davenport .. | 35 |
| B. | Child Caring Agencies which are Licensed as Children's Boarding Homes..... | 36 |
| 1. | Arlington Hall.....Des Moines .. | 40 |
| 2. | Boone Biblical College.....Boone .. | 42 |
| 3. | The Creche.....Council Bluffs .. | 46 |
| 4. | Christ Child Home.....Des Moines .. | 48 |
| 5. | Convent of the Good Shepherd.....Dubuque .. | 50 |
| 6. | Convent of the Good Shepherd.....Sioux City .. | 53 |
| 7. | Cedar Rapids Children's Home....Cedar Rapids .. | 56 |
| 8. | Des Moines Children's Home.....Des Moines .. | 61 |
| 9. | Elim Lutheran Children's Home.....Elk Horn .. | 63 |
| 10. | Iowa Order Odd Fellows Children's Home.....Mason City .. | 66 |

| | | |
|-----|---|------------------|
| 11. | Junior League Convalescent Home..Des Moines | .. 68 |
| 12. | Mt. Pleasant Home.....Dubuque | .. 71 |
| 13. | St. Anthony's Home.....Sioux City | .. 73 |
| 14. | St. Mary's Orphanage.....Dubuque | .. 75 |
| 15. | St. Monica's School.....Des Moines | .. 77 |
| 16. | St. Theresa's Babyfold.....Dubuque | .. 80 |
| 17. | St. Vincent's Orphanage.....Davenport | .. 81 |
| 18. | Quakerdale Farms.....New Providence | .. 83 |
| 19. | Y.M.C.A. Boys' Farm | Des Moines .. 85 |

C. Day Nurseries which are Licensed as Children's Boarding Homes..... 87

a. Day Nurseries which are operated by organized groups on a community service basis..... 87

| | | |
|----|---|-------|
| 1. | Catholic Day Nursery.....Dubuque | .. 89 |
| 2. | Harriette Ballou Day Nursery.Sioux City | .. 90 |
| 3. | Junior Service League Day Nursery.....Waterloo | .. 92 |
| 4. | Ladies' Industrial Relief Society Day Nursery.....Davenport | .. 93 |
| 5. | Mary Elizabeth Day Nursery...Sioux City | .. 94 |
| 6. | Sunshine Mission Day Nursery.....Cedar Rapids | .. 96 |

b. Day Nurseries which have been organized and are operated by individuals on a commercial basis..... 97

| | | |
|-----|---|----|
| 1. | Alsbury, Edwin.....Mason City | .. |
| 2. | Bates, Clifford.....Des Moines | .. |
| 3. | Byrum, Mrs. Robert.....Des Moines | .. |
| 4. | Cleverley, Mrs. Wayne.....Maxwell | .. |
| 5. | Dell, Lois E.....Des Moines | .. |
| 6. | Espeset, Elizabeth.....Cedar Rapids | .. |
| 7. | Eubanks, Harriet.....Des Moines | .. |
| 8. | Miller, Mrs. Albert.....West Des Moines | .. |
| 9. | Mueller, Mrs. Walter.....Des Moines | .. |
| 10. | Stripe, Mrs. Mae.....Des Moines | .. |

D. Child Placing Agencies 100

a. Child Placing Agencies which do not maintain a receiving home 102

| | | |
|----|---|--------|
| 1. | Bureau of Catholic Charities..Davenport | .. 106 |
| 2. | Bureau of Catholic Charities.Des Moines | .. 109 |
| 3. | Bureau of Catholic Charities....Dubuque | .. 111 |
| 4. | Bureau of Catholic Charities.Sioux City | .. 114 |

5. Family Service League.....Waterloo ..117
6. Iowa Children's Home Society.Des Moines ..118
7. Ladies' Industrial Relief
Society.....Davenport ..121
8. Lutheran Welfare Society.....Des Moines ..123
9. Jewish Social Service League.Des Moines ..125

b. Child Placing agencies which maintain a
receiving home or institution.....126

1. American Home Finding Ass'n.....Wapello ..126
2. Boys' and Girls' Home.....Sioux City ..129
3. Christian Home.....Council Bluffs ..132
4. Hillcrest Babyfold.....Dubuque ..135
5. Lutheran Children's Home.....Waverly ..140
6. Lutheran Home Finding.....Ft. Dodge ..143
7. Lutheran Homes.....Muscatine ..145
8. Norwegian.....Beloit ..148

E. Maternity Homes.....151

a. Maternity homes which are conducted by an
organized group for the care of unmarried
mothers.....154

1. Benedict Home.....Des Moines ..154
2. Booth Memorial Hospital.....Des Moines ..158
3. Florence Crittenton.....Sioux City ..160
4. St. Monica's Home.....Sioux City ..163

b. Commercial Maternity Homes.....166

I. INTRODUCTION

Private institutions for dependent and neglected children developed early in the history of this country in response to a definite need for the care of groups of destitute children. The first institution for the care of dependent and neglected children in the United States was established in 1729 in connection with the Ursuline Convent in New Orleans, and was established in order to provide care for the many children who were orphaned through the Indian massacres of this period. Institutions later grew up rapidly. Many of them were opened in order to provide religious training and educational opportunities to the children of the very poor. As the evils of caring for children in alms houses, which was prevalent at that early date, became manifest, these children were transferred in many instances to private institutions. The influx of large numbers of destitute immigrants during the famine period before 1850 and the Civil War, and the aftermath of orphaned and needy children, increased the need for this type of care for dependent children and institutions were developed to meet this need.

In Iowa, the development of the child caring agencies was stimulated particularly by the need of care for large numbers of needy children who were orphaned following the Civil War. The first institution to be established in Iowa was under the auspices of the Lutheran Church and was incorporated as the Iowa Evangelical Lutheran Orphans' Society. This institution was established in 1863 at Andrew and later moved to Waverly and has continued to operate until the present time under the name of the Lutheran Children's Home.

In 1879 the Cedar Rapids Children's Home had its beginning as an industrial school. In 1884 it became known as the Home for Friendless Children and was incorporated as such two years later. This institution is now known as the Cedar Rapids Children's Home and continues to operate as a resident home for dependent and neglected children in Linn County. The Christian Home in Council Bluffs was established in 1882, the Des Moines Children's Home in 1886, and the Iowa Children's Home Society of Des Moines was founded in 1888. There are also several other agencies in Iowa that have operated continuously for a period of over fifty years for the purpose of providing care and giving training to dependent and neglected children. Those agencies which were established during the last decade of the nineteenth century are: The American Home Finding Association of Ottumwa, Boys' and Girls' Home, Sioux City, Lutheran Homes in Muscatine, The Elim Lutheran Home in Elkhorn and the Norwegian Lutheran Children's Home in Beloit. Other agencies have

developed through the years and at the present time there are over forty agencies in the state giving care to dependent and neglected children and pre-delinquent children.

In early years in Iowa, the institution was almost the only means provided for the care of dependent children. However, these agencies have steadily changed in character as they have adjusted their programs to meet the varying needs which have developed through the years. Three distinct types of assistance to children have been developed in Iowa: aid to children in their own homes, foster home placement, and institutional care. In many instances the care of children in foster homes has become an integral part of the program of many agencies which formerly operated an exclusive institutional program.

For many years these agencies operated on an independent basis but as they increased in number and the awareness of children's problems became more acute, the need for a more uniform plan for the care of children became evident.

The most outstanding development in the program of care for children in Iowa and that which has had the most farreaching results was the appointment of the Iowa Child Welfare Commission by Governor N. E. Kendall in 1923. This Commission made an exhaustive study of the various phases of child welfare in Iowa, and at the close of the study, recommendations were made for the passage of a group of laws relative to the care, protection and training of children. These laws were not passed in their entirety, and their need in some instances is as pertinent today as it was at that time; however, the main difficulty did not lie in the failure to pass the laws but in the failure to appropriate funds with which to carry out the provisions of these laws. The legislature in 1925, in line with the Commission's recommendations, passed bills relative to the licensing of child placing agencies, children's boarding homes and maternity homes. Later an adoption law was passed.

In 1925, in accord with the suggestion of the Commission, a Department of Child Welfare was created in the Board of Control. The requirements placed on the Department of Child Welfare were extensive; however, the budget allowed for its operation was only \$5,000.00. This Department operated from 1925 to 1937 but a report of the director given in May of 1937 contains the following statement: "Up until this time, although the Code of Iowa laid seven mandatory requirements upon the Bureau of Child Welfare, only three of these had been partially met. Of the seven outlines in the Code, only in the first half of one and the second half of another,

had any attempt been made to meet the requirements. These have to do with the disposition of children committed to the care of the State. The major interest of the Bureau has been home finding, child placement and supervision of state wards".

In 1937 by an Act of the Forty-seventh General Assembly, a State Department of Social Welfare was created "which shall consist of a state board of social welfare and such other officers and employees as may hereafter be provided". The state board was vested with the power to administer, along with other programs, the child welfare program in Iowa. The duties previously assigned to the Board of Control were transferred to the State Department of Social Welfare, with the exception of the supervision of the state institutions caring for children and the custody and control of children placed in these institutions, which remained with the Board of Control.

A sub-division of child welfare and aid to the blind was created by the board. However, later there was a change and child welfare became a separate division of the State Department of Social Welfare. In the division of child welfare there are three sections: child welfare services, the consultation and foster home section, and the section of agencies and institutions. This report is concerned only with the development of the last phase of this program which includes the major portion of the mandatory provisions placed on the Board of Social Welfare by the law.

II. LEGAL RESPONSIBILITY

Powers and Duties of State Board of Social Welfare.

According to Section 3661.018 of Chapter 181.2 of the 1939 Code of Iowa, the following powers and duties are assigned to the State Board of Social Welfare and have been delegated to the Section of Agencies and Institutions of the Division of Child Welfare:

- "3. 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 state board 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 or affiliations 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;

4. Supervise and inspect private institutions for the care of dependent, neglected and delinquent children, and to make reports regarding the same;
5. 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;
6. Receive and keep on file annual reports from the juvenile courts of the state, and 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.
7. Require and receive from the clerks of the courts of record within the state duplicates of the findings of the courts upon petitions for adoptions, and keep records and compile statistics regarding adoptions;
8. License and inspect maternity hospitals, private boarding homes for children, and private child placing agencies; make reports regarding the same and revoke such licenses."

III. RULES AND REGULATIONS

It is the responsibility of the State Department of Social Welfare to make rules and regulations governing the conduct of children's agencies in the state. These rules and regulations, which we prefer to call standards of care, have been prepared during the period covered by this report. They have been compiled as a guide to the establishment of constructive programs of care for children in agencies which have been organized and developed and are maintained for this purpose. The purpose of these standards is to insure for every child who must be cared for outside his own home, a substitute home in which he may develop his natural abilities to their maximum capacity in order that he may face adult life as a healthy, happy individual.

Every child who has been placed in a children's agency should receive good physical care, he should have adequate

food, comfortable clothing and a safe place of shelter. Factors should be present in the home which would be conducive to the wholesome development of the child's personality; and surroundings in which the child may experience love, understanding and happy childhood activities are essential to his normal development. A feeling of stability in his environment is essential in order that the child may have a sense of security and if a child is to be stimulated to satisfactory emotional growth, a true appreciation of worthwhile achievement is necessary.

It is the responsibility of every good children's agency to be able to evaluate their program in relation to the individual child's needs and to determine whether or not they are equipped to give to that child the type of care and training which will be conducive to his proper development.

In order to insure that these minimum essentials of child care are maintained, and to comply with certain provisions of the law which are imposed on the supervising agency, standards for the conduct of children's agencies have been developed. The standards prepared by the Section of Agencies and Institutions of the Division of Child Welfare give suggestive material regarding the organization and administration of children's agencies. These standards include material regarding the form and content of Articles of Incorporation, suggestions regarding the selection, composition and function of board and directors, together with helpful direction in the use of committees.

Personnel problems are acute in every agency and for that reason guidance is given to the agencies in the selection of a staff adequate in number and qualified to assume the responsibility which the individual position requires. The standards also give suggestion for the formulation and maintenance of good personnel practice.

Standards of practice for agencies are outlined giving special emphasis to intake policies and the care of children in the receiving home. Physical and mental examinations, as well as protective measures, such as diet and nutrition, adequate clothing, and the safety of the institution are discussed. Education and vocational problems are considered and suggestions made to assist the agencies in meeting these problems. Items of sanitation which have been developed in cooperation with the State Department of Health, which makes the sanitary inspection of agencies, are included.

Placement of children in foster homes is an integral part of the program of a children's agency and helpful suggestions

are made regarding the selection of foster homes and the placement of children in these homes for care. The supervision of children in foster homes is discussed briefly together with factors affecting the termination of supervision.

The standards point out the necessity for an understanding relationship with the child's own parents or other relatives, and stresses the importance of the relationship of the agency with other agencies in the community in order that a well rounded program may be developed.

These standards governing the conduct of children's agencies have become a part of the permanent manual of the State Department of Social Welfare as a matter of information; however, their use is confined to the agencies coming under the supervision of this section.

IV. INSPECTION AND LICENSING

The inspection of private institutions for the care of dependent, neglected and delinquent children, day nurseries, child placing agencies and maternity homes prior to licensing and reinspection at periodic intervals is the responsibility of the Division of Child Welfare and is assumed jointly with the Department of Health. The preliminary inspection or study of the agency, as we prefer to call it, is made by a consultant from the Section of Agencies and Institutions of the Division of Child Welfare. The study made by the consultant is concerned with the program of the agency or institution, the need for the particular type of service which the agency is equipped to render, and the facilities which are available through the agency in carrying out the proposed program. The actual inspection of the agency and its physical equipment is made by an engineer from the State Department of Health. If it appears that there is a need for a specific agency for the care of children and if the agency is meeting the need in a satisfactory manner, an inspection of the physical facilities is requested by the State Department of Health. If in addition to approval by the Division of Child Welfare the agency meets the standards of sanitation required by the State Department of Health, the agency is recommended for a license. Licenses to operate children's agencies are issued for the period of one year unless revoked by the State Board of Social Welfare. Reinspections are made at six months intervals and licenses are renewed on an annual basis.

The process of inspection and licensing of maternity hospitals is very similar; however, major emphasis is placed on elements of sanitation and physical care in these homes, while in the case of children's agencies the mental growth

and emotional development of children are of equal importance with their physical development.

V. SUPERVISION

It is the responsibility of the Division of Child Welfare, State Department of Social Welfare, to supervise and inspect private institutions for the care of dependent, neglected and delinquent children, and to make reports regarding the conditions found in these homes. The supervision of maternity homes, child placing agencies and day nurseries also is a responsibility assigned to the State Department. The responsibility for the supervision of these agencies is delegated to the Section of Agencies and Institutions.

At the beginning of the period covered by this report, the Section was responsible for the supervision of four juvenile homes, eleven child caring agencies, eighteen child placing agencies and seven maternity homes. During this period two child caring agencies, Arlington Hall in Des Moines and The Creche in Council Bluffs, have been closed. However, Elim Home which was formerly a child placing agency has relinquished its license and is now strictly a child caring agency, while Quakerdale Farm has been added to the list of child caring institutions and we are in the process of studying the Y.M.C.A. Farm. ^{The placing function of} St. Anthony's and St. Monicas in Sioux City was assumed by the newly created Sioux City Bureau of Catholic Charities, the Benedict Home placing license has been terminated and Elim Lutheran Home at Elkhorn has asked for withdrawal of its license. In addition to the Sioux City Bureau of Catholic Charities, child placing licenses were issued to the Family Service League in Waterloo and the Ladies' Industrial Relief Society in Davenport and we are making an evaluation of the Jewish Social Service at the present time in preparation for licensing. Both Beloit and the Lutheran agency in Muscatine terminated their licenses in 1941, but reapplied when placement service was available through the institution because of the addition of a case worker to the staff. At the present time the agency section is responsible for the supervision of four juvenile homes, twelve child caring institutions, or boarding homes of institution type, thirteen child caring agencies having placement programs, eight child placing agencies and six day nurseries which are licensed as boarding homes. The present maternity home program is made up of four homes for the care of unmarried mothers, 29 licensed homes which operate on a commercial basis and 11 of this type which are in process of licensing at the present time.

Three consultants who are qualified by training and experience to accept the responsibility of the work their position entails are assigned to the direct supervision of the individual agencies in their districts. Matters of general policy relative to agencies and institutions are assumed jointly by the consultants and the supervisor of the Section of Agencies and Institutions, under the direction of the Director of the Division of Child Welfare.

The program as it is set up in the child welfare plan shows three consultants attached to this Section. This staff would be adequate if it could be maintained and providing it might be possible to eliminate the major portion of the direct service given by the consultant in the Des Moines area. At no time during the first two years of the period covered by this report was the staff complete. In January of 1941 the staff was made up of two consultants in addition to the supervisor. One of those proved most inadequate and it was necessary to limit her service and her employment was terminated during the first six months of that period. Only one consultant, Mrs. Mary Smith, remained on the staff until September of 1941, when Mrs. Margaret Bryan was added and was assigned to the Des Moines area. Her service continued for one year and in October of 1942 she was assigned to a special project as a counselor to working mothers in the problems of the care of children. The project was originally under the supervision of this department but was later transferred to the direct supervision of the Director of the Division.

For the period of three months, February, March and April, 1942, Mrs. Maude Thoman was attached to this Department. It was not considered wise to place Mrs. Thoman in a position which entailed the responsibility and required the skill which the supervision of agencies requires and she was accordingly assigned to the investigation of commercial maternity homes. Mrs. Thoman terminated her service in April of 1942. Miss Eleanor Hartleb and Mrs. Mary Driver were added to the staff in October of 1942 and, together with Mrs. Smith, who has been a member of the staff throughout the period, make up the present staff of the section. Miss Hartleb was assigned to the territory in the eastern part of the state which had not been covered during this period. The Supervisor had given some service to specific institutions in this area on an emergency basis but other than the Hillcrest Babyfold, no really consistent, constructive work had been done with the agencies in this section prior to the time when Miss Hartleb assumed responsibility.

Mrs. Driver was given the responsibility of supervision of the Des Moines agencies at the same time and, as has been previously explained, has found it impossible to cover the entire program which is assigned to her, due to the large portion of her time which has been given to the direct care of children and unmarried mothers in certain institutions rather than the broader aspect of her work in the supervision of the agency itself. A great deal of splendid work has been done in connection with Booth Memorial Hospital, Benedict Home and Arlington Hall; however, other agencies have suffered because of the great amount of time which has been given to these agencies. The closing of Arlington Hall, which was a magnificent piece of work, and the limitation of the Benedict Home program have partially solved this problem, but it is the definite recommendation of the supervisor that some plan be developed through Booth Memorial Hospital and the Des Moines Community Chest to provide case work service to this agency. (The Benedict Home discontinued its service following the writing of this section of the report)

A list of the agencies, their location and the consultant who is charged with their supervision, follows:

| <u>AGENCY</u> | <u>LOCATION</u> | <u>CONSULTANT</u> |
|-----------------------------------|-----------------|----------------------|
| Booth Memorial Hospital | Des Moines | Mrs. Mary Driver |
| Benedict Home | Des Moines | Mrs. Mary Driver |
| St. Monica's School | Des Moines | Mrs. Mary Driver |
| Arlington Hall | Des Moines | Mrs. Mary Driver |
| Des Moines Children's Home | Des Moines | Mrs. Mary Driver |
| Iowa Children's Home Society | Des Moines | Mrs. Mary Driver |
| Junior League Convalescent Home | Des Moines | Mrs. Mary Driver |
| Bureau of Catholic Charities | Des Moines | Mrs. Mary Driver |
| Christ Child Home | Des Moines | Mrs. Mary Driver |
| Polk County Juvenile Home | Des Moines | Mrs. Mary Driver |
| American Home Finding Association | Ottumwa | Miss Eleanor Hartleb |
| Cedar Rapids Children's Home | Cedar Rapids | Miss Eleanor Hartleb |
| Sunshine Mission Day Nursery | Cedar Rapids | Miss Eleanor Hartleb |
| Hillcrest Babyfold | Dubuque | Miss Eleanor Hartleb |
| Mt. Pleasant Home | Dubuque | Miss Eleanor Hartleb |
| Bureau of Catholic Charities | Dubuque | Miss Eleanor Hartleb |
| St. Mary's Orphanage | Dubuque | Miss Eleanor Hartleb |
| St. Theresa's Babyfold | Dubuque | Miss Eleanor Hartleb |
| Catholic Day Nursery | Dubuque | Miss Eleanor Hartleb |
| Convent of the Good Shepherd | Dubuque | Miss Eleanor Hartleb |
| Bureau of Catholic Charities | Davenport | Miss Eleanor Hartleb |
| St. Vincent's Orphanage | Davenport | Miss Eleanor Hartleb |
| Ladies' Industrial Relief Society | Davenport | Miss Eleanor Hartleb |
| Ladies' Industrial Relief Nursery | Davenport | Miss Eleanor Hartleb |

| <u>AGENCY</u> | <u>LOCATION</u> | <u>CONSULTANT</u> |
|---|-----------------|----------------------|
| County Juvenile Home | Davenport | Miss Eleanor Hartleb |
| Family Service League | Waterloo | Miss Eleanor Hartleb |
| Waterloo Day Nursery | Waterloo | Miss Eleanor Hartleb |
| County Juvenile Home | Iowa City | Miss Eleanor Hartleb |
| Florence Crittenton Home | Sioux City | Mrs. Mary Smith |
| Bureau of Catholic Charities | Sioux City | Mrs. Mary Smith |
| St. Anthony's Home | Sioux City | Mrs. Mary Smith |
| St. Monica's Home | Sioux City | Mrs. Mary Smith |
| Convent of the Good Shepherd | Sioux City | Mrs. Mary Smith |
| Boys' and Girls' Home | Sioux City | Mrs. Mary Smith |
| Harriet Ballou Nursery | Sioux City | Mrs. Mary Smith |
| Mary Elizabeth Nursery | Sioux City- | Mrs. Mary Smith |
| Boone Biblical College | Boone | Mrs. Mary Smith |
| Christian Home Orphanage | Council Bluffs | Mrs. Mary Smith |
| Grandview Farms | Council Bluffs | Mrs. Mary Smith |
| Elim Lutheran Home (Danish) | Elkhorn | Mrs. Mary Smith |
| Lutheran Orphans' Home | Muscataine | Mrs. Mary Smith |
| Lutheran Children's Home | Waverly | Mrs. Mary Smith |
| Lutheran Home Finding | Fort Dodge | Mrs. Mary Smith |
| Beloit Lutheran Home (Norwegian) | Beloit | Mrs. Mary Smith |
| Lutheran Welfare Society | Des Moines | Mrs. Mary Smith |
| (Branch Offices - Sioux City, Mason City (2), Fort Dodge, Council Bluffs, Des Moines) | | |
| I.O.O.F. Home | Mason City | Mrs. Mary Smith |
| Quakerdale Farms | New Providence | Mrs. Mary Smith |

Supervisory visits are based on the specific needs of the agency. An effort is made to visit the agency at least every three months; however visits required by law, namely, every six months, are conscientiously made.

The primary purpose of this staff of consultants is to give service to the agencies and the decision relative to the need of service and the type of help required rests almost entirely with the agency. The Section complies with the specific requirements which are specified in the law, but by far the largest portion of the service is by direct request from the agencies. These requests vary with the individual needs of the agency and their ability to meet these needs within their own staff. In many agencies the service given by the consultant is almost entirely at the administrative level, while in other agencies, a consultant serves in the capacity of case work supervisor, at the request of the superintendent of the agency. Intake policies of agencies vary and the consultant gives a great deal of service to agencies, not only regarding the type of child accepted for care by the agency, but also in planning the type of care which is required for certain types of children.

The consultant also assists the agencies in working out a satisfactory plan with the referring agencies. This frequently involves the question of boarding care, as well as extra expense which may be incurred in order that the child may have necessary medical care. If the intake is concerned with the importation of a child, the consultant gives advice and help.

The direct care of children in institutions brings forth many problems. The consultants are continuously asked for assistance not only in establishing a good program for the care of children, but for help in securing adequate and well qualified personnel to administer the program. Agencies having placing programs are faced with many problems and the consultant again gives help and guidance in the location, evaluation and use of boarding homes, as well as free, work and wage homes.

The supervision of foster homes is a decided factor in the constructive development of a child placing program. An agency frequently requires and requests assistance in this phase of their program. Occasionally, agencies are faced with the problem of placing children outside the state and, although this type of placement is discouraged, the consultant gives the agency every help in routing their requests through the proper channels in order to secure adequate service in the minimum of time.

The work of the county children's worker, as well as the cases on which the district consultants give advice and service, frequently require consultation regarding the plans for children where care outside their own community is indicated as a desirable approach to the treatment of the child's problem. The agency consultant, who is familiar with the agencies and is able to interpret their individual strengths and to point out their limitations, is particularly valuable in cases of this nature. Through the consultant, specific service of other sections of the Division of Child Welfare and other Divisions of the Department of Social Welfare are made available to private children's agencies.

The services of the psychological division are available to private children's agencies and are used extensively by the majority of the agencies. The consultant to the given agency assumes responsibility for all referrals to the psychological unit and frequently assists the agency in the preparation of the required information which must be prepared and submitted prior to the study of the child by

the psychologist. The consultant also assumes responsibility for the conduct of the conferences which are held with the staff of the agency following completion of the study of the individual child in the care of the agency.

The service of the division of Accounts and Audits has been made available to the private agencies under the supervision of the Division of Child Welfare and if an agency requests specific help in an analysis of their accounting procedure, the consultant assists in arranging this service through the Division.

As has been previously indicated, every attempt has been made to provide a type of supervision to the agencies which will be constructive in character. Although we have been thoroughly aware of the authoritative approach which the provisions of the law make possible, we have at no time felt it necessary to use arbitrary methods of supervision. We have endeavored in a conscientious manner to give help and guidance to agencies in order that they might develop an intelligent constructive program for the care and training of children to the end that children placed in their custody may grow to be healthy, happy, worthwhile citizens of tomorrow.

VI. RECORDS AND REPORTS

The law requires that the Board of Social Welfare make reports regarding the inspection and supervision of private agencies for the care of dependent, neglected and delinquent children, day nurseries, child placing agencies and maternity homes. The law further states that the Board of Social Welfare must require and receive certain reports from these same agencies.

Juvenile court reports and duplicates of the findings of the courts upon petitions of adoptions must be forwarded to the Board of Social Welfare and filed in accord with the provision of the law.

In compliance with the requirements of the law and in line with good social practice, a complete evaluation of each agency is made by the consultant who is responsible for the supervision of the individual agency giving detailed information regarding the function of the agency, the scope of its program and the development of that program. The evaluation deals, not only with the program of the agency itself, but with all factors which have a marked influence upon its operation.

The evaluation of the agency covers its organization and administration, gives a brief outline of the history of the agency and ~~its~~^{the} purpose and the scope of its program. Some attention is given to the composition of the board of directors and to the responsibility which they assume as board members. A study of the financial organization is an important phase in the evaluation of an agency, as an agency must have reasonable financial security to operate a constructive children's program. Personnel practices and an evaluation of the staff form an important part of the study as it is thoroughly understood that the program of an agency and its effectiveness can be measured only in terms of the individuals who are responsible for its operation.

In studying the program of the agency, the consultant notes particularly the type and age of children cared for by the agency and the provisions which have been made for the physical, mental and emotional welfare of the child committed to its care. Standards of practice are carefully considered and specific attention is given to an evaluation of the supervision given to the child either in the agency's receiving home or in a foster home. In evaluating an agency the consultant has one single purpose in mind, namely, the adequacy of the care of the child who has been removed from his own home and entrusted to the care of an agency which was organized and is being maintained and supported in order that these children may know and live a better way of life. The consultant is not interested in the bricks and mortar that form the building or the vast acres on which the agency is located. The herds of cattle and the flocks of sheep which graze the pastures are of interest only as they influence the lives of the children under care. Stocks and bonds which an agency holds in its vaults are no concern of the evaluator only as they offer security to the agency which in turn reflects itself in the children under care. The records of an agency on which we place so much emphasis are of no value in themselves. It is only as they protect the natural rights of every child under the care of that agency and make possible more complete and adequate planning for the child and his future that they become of value.

A chronological record of the consultant's relationship with the agency is currently maintained in the state office. This record shows the development of the agency's program and points the way to more constructive supervision of that agency. These reports contain specific information which should be made a matter of record concerning the agency and ~~they~~^{are} used by the consultant as a guide in the efficient planning of her service to the agency. These reports are of inestimable value to the supervisor in acquiring a complete picture of agencies and their development, as well as an

index to the service being rendered to the agency by the consultant.

Every attempt is made to keep the records and reports prepared by the agency and submitted to the Department at a minimum. Only such information is required as is necessary to enable the Section to meet the requirements of the law and to plan constructively with the agency regarding the care of those children under their supervision. It is imperative that the State Department assume its responsibility for the care and protection of its dependent children and to make sure that they are in no way neglected. In order to fulfill this obligation, the state must know where children are, who is responsible for their care and must have every assurance that this care is adequate and of such quality as to assure the maximum degree of development in the child. We require both an annual and monthly report of admissions and discharges of children to institutions. There have been some minor changes in the annual report. During the period covered by this report, the monthly population reports required from children's agencies were completely revamped. We are now receiving reasonably accurate reports from all but two agencies in the state. Neither of these agencies has had the regular service of a consultant during this period and we feel that with the assignment of a consultant to this district, that this condition will be corrected. These reports show the admission and discharge for the month and also give a picture of the placement of these children. That is, the number in the agency's receiving home or institution, and the number that have been placed in various types of foster homes. The number of children coming to the care of these agencies is extensive and we, as a state department, have a real responsibility to safeguarding the care which is given to them.* Reports of this nature are a very important tool in the supervision of agencies and we wish to stress the great importance of this phase of a state program. Many people question the value of detailed statistical reports, but a careful study of the reports submitted by the agency forms the basis for the planning of the supervision to be given to the agency by this section of the department.

Although the supervision of boarding homes caring for children on an independent basis is the responsibility of the Consultant Section, the Section of Agencies and Institutions is responsible indirectly for the proper use of these homes by the agencies under their supervision. For that reason we require from each child placing agency a report of the foster homes used by the agency and a record of all children placed in these homes. This report was developed to replace the report formerly used due to the volume of the individual reports required and the duplication required in their

* See attached record of children under care during 1942.

NUMBER OF CHILDREN CARED FOR IN CHILDREN'S AGENCIES DURING THE YEAR 1942

| | | |
|---|---------------------------------------|------|
| American Home Finding | Ottumwa | 179 |
| Arlington Hall | Des Moines | 20 |
| Beloit Children's Home | Beloit | 45 |
| Benedict Home | Des Moines | 38 |
| Boone Bible School | Boone | 20 |
| Boys' and Girls' Home | Sioux City | 347 |
| Catholic Charities (St. Vincents Orphanage) | Davenport | 214 |
| Catholic Charities (Christ Child Home) | Des Moines | 164 |
| Catholic Charities (St. Marys Orphanage) | Dubuque | 247 |
| (St. Theresa's Babyfold) | | |
| Catholic Charities | Sioux City | 194 |
| Cedar Rapids Children's Home | Cedar Rapids | 75 |
| Christian Home | Council Bluffs | 218 |
| Convent of the Good Shepherd | Dubuque | 117 |
| Convent of the Good Shepherd | Sioux City | 97 |
| Florence Crittenton Home | Sioux City | 145 |
| Des Moines Children's Home | Des Moines | 72 |
| Elin Lutheran Home | Elkhorn | 34 |
| Lutheran Homes | Muscatine | 132 |
| Hillcrest Babyfold | Dubuque | 62 |
| Iowa Children's Home Society | Des Moines | 387 |
| I.O.O.F. Home | Mason City | 33 |
| Junior League Convalescent Home | Des Moines | 113 |
| Lutheran Children's Home | Waverly | 197 |
| Lutheran Home Finding Society | Fort Dodge | 67 |
| Lutheran Welfare Society | Des Moines | 241 |
| Mt. Pleasant Home | Dubuque | 46 |
| Quakerdale Farms | New Providence | 38 |
| St. Anthony's Home | Sioux City | 190 |
| St. Monica's School | Des Moines | 36 |
| St. Monica's Home | Sioux City | 133 |
| Booth Memorial Hospital | Des Moines | 157 |
| Total cared for in children's agencies during 1942 | | 3969 |
| Johnson County Juvenile Home | Iowa City | 38 |
| Polk County Juvenile Home | Des Moines | 673 |
| Pottawattamie County Juvenile Home | Council Bluffs | 47 |
| Scott County Juvenile Home | Davenport | 308 |
| Total children cared for in agencies under our supervision during 1942 | | |
| (No figures available for nursery care during 1942) | | |
| | Total cared for in juvenile homes. | 1066 |
| | | 5034 |

preparation.

Reports regarding school attendance are prepared in accord with the provisions of the law in order that the department may be assured that the education of the children is not neglected. There has been no change in the form of this report as it seems adequate for the purpose.

The financial report of the agency is of two-fold importance. The state not only has the responsibility to the children in the care of agencies, but also to the individuals and agencies, both private and public, who give financial aid to agencies for the purpose of providing adequate care for children. It is the responsibility of the Department to be reasonably sure that the agency is maintained in such a way that it does not waste or misuse funds contributed by the public for the health, comfort and well being of the children cared for or placed by the agency. The financial report has brought forth a great deal of study and it is hoped that before the close of the current year, a more satisfactory type of report may be arranged. Sometime ago a group of institutional executives compiled a financial report which they felt could be readily prepared from the records maintained by the agencies and, at the same time, furnish the State Department with the required information.

One of the first and most insistent requests coming to the Department at the beginning of this biennium was for a uniform system of accounting in the institutions. It was the feeling of this group that the Department could set up a uniform system which could be used by all agencies, and that this system would be based on the information required in the annual financial report. A careful study was made of the existing financial report forms, as well as of completed forms which had been submitted to the Department over the preceding years. They were found to be most inaccurate and inadequate. It was determined that no set form could be established due to the varying types of income and the sources of expense to the agencies. It was decided that service to the institutions would have to be on an individual basis and that growing out of this, it might be possible to arrange a new form for the submission of the annual financial report.

The system of reporting required for maternity homes is more rigid. The entrance of every unmarried mother to a maternity home must be reported within twenty-four hours, as is the birth of every child born in a licensed maternity home, regardless of whether the child is legitimate or illegitimate.

Such reports are also submitted in the case of death of either the mother or of the child. An annual report is required from these homes. This form has been revised and the material secured is adequate and complete.

The annual report from juvenile courts is considered most inadequate due largely to the fact that juvenile court work in Iowa has taken on many aspects quite different from other states. A large portion of the work in Iowa is unofficial in character, that is, many cases receive service through the court on which no complaint has been filed and as such are not a matter of court record. In Iowa, it has become the pattern in many communities to refer any and all problems involving children to the juvenile court and in some counties, the juvenile probation officer functions to a much greater degree as a child welfare worker than she does as a probation officer. The annual reports are, in most cases, submitted by the clerk of the court and in no way give a picture of the work being handled by the officers of the court. In counties where the report is submitted by the probation officer, the unofficial cases are sometimes listed as they give a picture of the volume of work handled in the office. These reports indicate that a large percentage of the work of the juvenile probation department is given to unofficial cases. Another very serious factor in accurate reporting from juvenile courts is the duplication caused by a report which is required by the federal children's bureau. These reports which are required directly from the court and from some of our children's agencies, are a matter of real concern to this Department, and it is sincerely hoped that the day is not far distant when the children's bureau will accept reports directly from the child welfare division rather than going directly to the agencies which are under its supervision. Reports are received and kept on file from juvenile courts in accord with terms of the law.

Copies of adoption decrees are submitted by the clerks of the court and are filed in accord with the law. The copies of adoption decrees received by this Department are a most serious matter of concern to the Department, largely because we are in no position to correct the gross irregularities which are indicated by these decrees. It appears that our adoption law provides little or no protection to the child or to the adoptive parent, as in ninety percent of the cases, safeguards which are set up in the law as a protection are waived by the court. The adoption decree is a final action and although we learn of many serious situations through them, we are powerless to take any action. We do try to protect children by seeing that decrees are in accord with

the law, but in spite of much interpretation, they still come to this office using fictitious names, no names at all, or perhaps using the child's adopted name in the decree.

VII. COOPERATION WITH OTHER STATE DEPARTMENTS

We cannot overemphasize the cooperation and help which has been given to this Section by other departments, not only by other Divisions of the State Department of Social Welfare, but by other departments of the state. Outstanding in this regard is the splendid cooperation of the State Department of Health. According to our law, inspections of child placing agencies, children's boarding homes and maternity homes are required by the State Department of Health. This Department has been most helpful in this regard and have made these inspections in a thorough and conscientious manner and submitted their reports in a constructive, helpful way. This has been a real factor as the Department has suffered due to loss of personnel to the armed services of the nation. In addition, Dr. Hayek, Director of the Division of Maternal and Child Health, and Mr. Weiters, Sanitary Engineer, have given a great deal of time and effort in helping formulate rules and regulations regarding the operation of the above mentioned types of institutions. They have been of unlimited help in the establishment of standards for maternity homes where the sanitary facilities are of utmost importance. Their help has been invaluable in setting up standards of sanitation in institutions caring for a large number of children and we feel that this service has been a real factor in minimizing illness, particularly contagion in these institutions, where large numbers of children are housed.

During the latter part of the biennium we were faced with the serious problem of licensing day care homes and day nurseries which had sprung into being because of the women who were being employed in the war effort. The Department of Health was most helpful in the formulation of minimum standards for this type of home. In addition to the service provided by the state office, we are particularly grateful for the help and cooperation given to the Section by the Health Units located throughout the state. We wish to particularly mention the Sioux City Unit. We have worked very closely with this unit in the supervision of agencies located in that area and we cannot overemphasize the value of the service which they have rendered. The maintenance of standards of health in institutions is a truly great problem and the help given to us in Sioux City, particularly

with reference to St. Monica's Home and the Convent of the Good Shepherd is truly appreciated.

Many instances have arisen during the period when we found it necessary to ask for assistance from the children's division of the State Board of Control. The cooperation of this Division has made the work of individual private agencies much more effective. There is a definite place for a private agency in the state's child welfare program and there is just as definite a place for a public agency. We have tried during this period to point out to private agencies the limitations of their service and to encourage them to use the state institutions for cases for which these institutions were established. In arranging for the transfer of some of these cases from private institutions, as well as for the acceptance of children who have been born in the maternity homes under our supervision, we have found this Department most cooperative and in many instances they have gone to a great deal of trouble and inconvenience to be of help. During this period the Children's Division of the Board of Control has provided us with helpful information which may have come to their attention. We, in turn, have tried to reciprocate by arranging for the care of some of their wards in private agencies under our supervision, namely maternity homes. We have made records available to their workers and have tried to be of service through the confidential exchange of information regarding foster homes. We have appreciated this cooperation and it is our hope that as time goes on it may be able to bring the private and public agency personnel together as it is our feeling that this type of association would be of benefit to both groups and would definitely strengthen the care given to the dependent children in Iowa.

We have had some contact with the Department of Public Instruction, and we sincerely regret that their authority over so-called private schools in Iowa is so limited. We have a few agencies in Iowa giving full time care to children over whom we have little supervision due to the fact that they are schools, while in fact they operate as children's institutions, caring not only for Iowa children, but importing children from other states. These so-called schools are operated by various religious sects and in some respects the standards of care given children are most inadequate and frequently questionable. We have discussed these matters with the legal advisor of the Department of Public Instruction and find that their authority is limited to the point that no actual supervision is possible. This Depart-

ment could also be of great help in setting educational standards in the institutions which fall under our supervision. The law requires that the children must be in school and schools are maintained within ^{some of} the institutions. We frequently question the educational standards maintained in these schools and genuinely regret that the functions of this Department make it impossible for them to assume some responsibility for schools of this type.

It is interesting to note how the various departments of state government are dependent on each other for the proper execution of their programs and how limitations in one program, not only affect their own service but have a very direct bearing on that of other programs. This is true, not only in regard to the limitations of service in the Department of Public Instruction, but also the lack of any authority in the Department of Health to supervise and inspect hospitals and nursing homes. Iowa has no definition of a general hospital and no provisions are made for hospital inspection except through the Fire Marshall and other local housing agencies. Hospitals holding membership in the American Hospital Association maintain the standards set up by that Association. There are very few hospitals in Iowa having membership in the Association, and there are a large number of hospitals which have no supervision whatever. Many of these hospitals care for maternity patients but do not come under the supervision of the Department of Social Welfare as they call themselves general hospitals and our law states that we have no right of supervision over general hospitals, regardless of how many maternity cases they handle.

We also have had some contact with the office of the Secretary of State. According to Iowa law, any agency or individual wishing to make a public solicitation for funds must secure a permit from the Secretary of State providing this solicitation is to be made outside the county or city in which the agency is located. Otherwise, the issuance of a permit is a local problem. Many agencies coming under our supervision apply for these permits through the Secretary of State and we have made our files available to them if they wish to make any investigation prior to the issuance of the permit. We have found it very helpful to check with this Department, particularly when any new agencies are reported as soliciting for the purpose of establishing or maintaining some type of service to children. The Department has been cooperative and we would be very happy to have them avail themselves more freely of the information regarding specific agencies which we have on file.

VIII. COOPERATION WITH OTHER DIVISIONS OF THE STATE DEPARTMENT OF SOCIAL WELFARE

Within our own Department the service rendered to our Section by the Division of Accounts and Audits has been extensive. The service rendered in the installation of accounting systems in some of the institutions under our supervision has been outstanding and board members and community chest officials, as well as the institutions themselves, have been most appreciative. The service has been superior in both its degree and completeness.

One of the first and most insistent requests coming to this Department from the agencies was for a uniform ledger sheet which could be used to compile the information required for the annual financial report. This report, you will recall, was prepared by a group of representatives from the private children's agencies. After considerable study it was decided that this was practically impossible without a more complete understanding of the financial transactions of the agencies.

This study indicated almost immediately the absolute inadequacy of the agencies' financial records, to say nothing of the manner in which they were being kept. The responsibility which the law places on the Division of Child Welfare for the financial program of the agencies was carefully studied and, as a result, a preliminary study of the financial records of several agencies was made at the request of the specific agency. It was apparent that some definite system of accounting would have to be established before any type of authentic financial records could be secured. Preliminary surveys of financial records were made at the American Home Finding Association in Ottumwa, and Iowa Children's Home Society in Des Moines, and assistance was given in setting up records for the Lutheran Home Finding Society in Fort Dodge. The new agency established in Hardin County, and known as Quakerdale Farms, was given assistance in setting up preliminary records. Some assistance was also given to Hillcrest Babyfold in Dubuque. The service rendered to Hillcrest was not with reference to their general financial records, but was a most interesting system which was developed to assist the superintendent of the agency in budget operation.

The value of the work given by the Division of Accounts and Audits to Sioux City agencies cannot be overemphasized. The service was of unlimited value to the agencies and has

been a very positive factor in the development of community attitude toward the state program. Intensive service was given to St. Monica's, The Convent of the Good Shepherd, Bureau of Catholic Charities, Mary Elizabeth Day Nursery, Harriett Ballou Day Nursery, and the Florence Crittenton Home and the Boys' and Girls' Home, all located in Sioux City.

The service rendered to the Iowa Children's Home Society during the period under which it has gone through considerable reorganization of its program has been a real factor in developing a sincere appreciation by an agency board of the real service which can be rendered by a supervising agency which is thoroughly interested in the constructive operation and development of all agencies coming under its supervision. This service in its entirety is fully covered in the individual reports of each service which have been compiled and submitted for study and consultation.

The service rendered by this Division in the study of annual financial reports which are required by the law is evident through the separate report which was prepared following the analysis. For years in compliance with the law, financial reports were required, received and filed away. They were a source of real concern to the agency as the information required was difficult to compile because of their inadequate bookkeeping systems and their lack of understanding of the purpose of such reports. Their inadequacy and inaccuracy was most evidence and it was a source of real concern to those responsible for this phase of the program.

For over twenty years the Department responsible for the supervision of children's institutions and agencies has been collecting these reports. They were of little value and in many instances large areas in the reports were entirely omitted. We realized that we had a real responsibility to those individuals who were giving large sums of money for the care of children in Iowa institutions and we asked for help in analyzing these reports in order that we might plan our future program in this regard. Are we going to continue collecting these each year knowing that they are inaccurate and of little value, or are we going to formulate a plan of instruction for the agencies in order that they may set up their records in a reliable manner and make it possible for them to submit accurate reports of their financial condition?

We cannot overemphasize the effect that the financial program of an agency has on the children placed under its care. An agency in poor financial condition invariably gives inadequate care to children. An agency with a poor system of keeping track of its financial transactions is usually found to have real financial problems. We are responsible for the supervision of forty-seven children's agencies in Iowa. These agencies have accumulated approximately \$5,000,000.00 worth of assets. This has been made possible through gifts by kindly individuals who wish to help care for children less fortunate than they. During the past year the total receipts of these same institutions was something over \$1,250,000.00. Of this income around \$250,000.00 was paid to these agencies by public agencies for the care of children, while the contributions made by the public both directly and through community chests was something over \$500,000.00. We do have a financial responsibility in regard to agencies. Does the money given by these philanthropic individuals go for the purpose for which it was intended? Do funds intended for the care of children go to subsidize the agencies' farm - sometimes incorrectly referred to as a productive enterprise, or is the money which was given to provide care and training for an unfortunate girl used to subsidize a laundry or a sewing room which is a losing proposition? The service of the Division of Accounts and Audits has been of inestimable help to the Section of Agencies and Institutions and we sincerely hope that by the close of this year the Section may be able to help the agencies develop an accurate picture of their financial situation in order that they may submit in accord with the law an accurate report of their transactions and in order that we, as a supervising agency, may feel that we are meeting the responsibility which rests with us.

The Division of Research and Statistics has rendered valuable service to our Department on many occasions. They have been particularly helpful in assisting with the drafting of forms to be used by the Department in order that we might secure adequate information from the agencies in a comprehensive manner and also in setting up forms to be used for the systematic operation of certain factors in the state program. This Division has been very helpful in assisting in the construction of pictorial material in the form of charts and graphs and in the preparation of reports of specific agencies under our supervision.

We are frequently asked for assistance in securing personnel for private agencies and have received a great deal of help from the Personnel Division, not only in making these referrals, but in checking the qualifications and work records of applicants.

The Division of Field Staff has on many occasions been of real help to this Section. They have reported existing conditions, particularly with reference to maternity homes located in their districts, and have on occasions given helpful interpretation regarding community attitudes toward given institutions and their programs.

There has been a very close working relationship between Public Assistance and the Section of Agencies and Institutions. Although there is little relationship so far as the major programs of the Division are concerned, we have had a great deal of constructive help because of the close relationship which was developed between the agencies and certain of the certifying programs. The surplus foods program was a very definite problem to private agencies and through cooperation with Public Assistance, satisfactory plans were made for the distribution of foods to the agencies. W.P.A., through its various programs, gave a great deal of valuable service to the agency, teachers and recreational workers were placed in some agencies, while real service was given to some agencies through other projects. Certifying of these individuals to the program was definitely facilitated by the cooperation of public assistance.

The medical consultant of the Department has been of unlimited help to the Section. He has given valuable help in the interpretation of sound medical programs for agencies and has been the moving force in bringing about a better understanding of the place of the physician in the program of care of unmarried mothers and their children. It was through his influence and with his careful guidance that contacts were made with the medical society which has resulted in a great improvement in the illegal practice of placing babies, which had become a serious problem in this State.

There is perhaps no service in the Department which has been used so extensively by the Section of Agencies and Institutions as the legal service made available through the Attorney General's Office. Because of the very nature of the responsibility placed in this Section by the law, we have many problems which require legal counsel. The helpful service given by this Department in matters concerning the illegal operation of maternity homes, the placement of children by individuals and unlicensed agencies, together with the many questions which arise in a Department where the function is so definitely determined by law, made it necessary for us to request a great deal of service from the legal counsel. Although we made many demands on the time of the counsel, the service was most constructive and was always given in a prompt and exceedingly helpful manner.

IX. COOPERATION BETWEEN SECTIONS OF THE DIVISION OF CHILD WELFARE

With reference to other sections within our Division, I cannot overemphasize the value of their cooperation and help. In fact, the service of this Section would be of little or no value if it were not for the help of the other Sections of the Division. An institution or an agency is not an entity in itself but it is made possible by the children sent to it for care. The success or failure of an agency cannot be measured by the physical features which are obvious but only by the service which they render to the children committed to them for care. It is through the interpretation of the value of the service of an agency by the district consultants and county children's workers that children are referred to agencies. The service given to the children is strengthened by the knowledge of the child, his problem and his need which is interpreted to the agency by the individuals responsible for his referral. No agency can do a really constructive piece of work with a child unless they have a thorough understanding of the problem which necessitated the child's removal from his own home, and no agency can work satisfactorily with a child or plan constructively for his return to his own home unless they have the assistance of the social worker who knows the child's family. Cooperation between the agency and the county children's worker is most essential and we are particularly grateful for the help and cooperation the group has given in our agency program. A good staff of children's workers is a positive factor in the development of an agency program and is a real influence in developing the standards of the agencies which they use in care of children. We appreciate the intelligent use which children's workers have made of institutions and recognize the help that they have given us through the years.

The service of the Psychological Section has been used extensively by the children's agencies and their service has been a real help, not only to the agencies in their care of individual cases but to our staff in our supervision of the agency itself. Every agency under our supervision with two exceptions has used this service extensively and they are most appreciative of the service which has been rendered. Careful analysis of groups of studies have been used as supervisory tools by the Section in our work with individual agencies. These studies not only give us a good picture of the children in an agency but are a good index to the type of training which the child is receiving and indicate his attitude toward the institution and his adjustment to its program. The service of this Department has always been given freely in spite of the fact that the demands have been unusually heavy. The conferences with agency personnel

following the examination of children has always been constructive and helpful. We appreciate the quality of service given by the Psychological Division and consider it a real factor in the supervision of agencies.

Perhaps I have given too much time and space in this report to the interrelation of State Departments and between Divisions of the Department of which we are a part, but I cannot overemphasize my sincere feeling that this has been a very constructive factor in the program in our section and that in many instances we have been successful in certain phases of our work which would have been wholly impossible, or at any rate much less effective, if we had not had the help and guidance of other individuals and Departments.

X. AGENCIES UNDER THE SUPERVISION OF THE SECTION OF AGENCIES AND INSTITUTIONS OF THE DIVISION OF CHILD WELFARE, STATE DEPARTMENT OF SOCIAL WELFARE.

It was pointed out earlier in the report that three distinct types of assistance to children have been developed in Iowa, aid to children in their own home, foster home placement, and institutional care. In the field of institutional care we have five distinct types of agencies for the care of children. Each of these forms of care has variations which relate to the character of the specific problems with which it deals and to the type of training or service which is given. These five types are:

1. Juvenile Homes
2. Child caring agencies which are licensed as children's boarding homes.
3. Day Nurseries (these are licensed as children's boarding homes)
4. Child placing agencies
 - a. Child placing agencies which do not maintain a receiving home
 - b. Child placing agencies which maintain a receiving home or institution which is licensed as a children's boarding home
5. Maternity Hospital
 - a. Maternity hospitals for the care of unmarried mothers which do not have placing facilities.
 - b. Maternity hospitals for the care of unmarried mothers which also have a child placing license.
 - c. Commercial maternity homes.

A. JUVENILE HOMES

It is the responsibility of the Board of Social Welfare to 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. The department is also required to receive and keep on file reports from all institutions to which neglected, dependent and delinquent children are committed.

According to the 1939 Code of Iowa in counties having a population of more than 40,000, the board of supervisors shall, in counties of over 30,000, said board may provide and maintain separate, apart and outside the enclosure of any jail or police station, a suitable detention home and school for dependent, neglected and delinquent children.

Detention homes, or schools, as they are sometimes termed, are located in Polk, Pottawattamie, Johnson and Scott counties. These county institutions vary in every detail of their organization and operation. In most instances they have developed into institutions for long time care of children and, unfortunately, there is very little planning for the child following his commitment to the home and a constructive plan for the child at the time of discharge is frequently omitted, as well as provisions for supervision ~~for~~ the child following discharge.

The degree of supervision given these agencies varies but in most instances it is limited to the inspection of the physical plant as required by law and the collection of records and reports which are also an arbitrary responsibility. The active supervision assumed by the court has made constructive supervision from this department difficult, however through the request of county boards of supervisors in Johnson and Pottawattamie counties more extensive service has been given.

1943

1. Johnson County Juvenile Home ----- Iowa City

Johnson County maintains a juvenile home in Iowa City. The history of the development of this home is unusual in that it was organized primarily as a facility of the Johnson County Probation Office, and now, due to differences which have arisen, that Department has no contact with the institution.

The Probation Office of the Juvenile Court in Johnson County has for some time assumed almost entire responsibility for all child welfare work in the county regardless of the nature or intensity of the problem, or its relationship to the court. The Department is not at all indicative of the name it holds, as many children's cases are accepted and supervised by the Probation Office, for which the court has no responsibility.

At the beginning of this period, the Probation Office had placed many children in boarding homes. These homes were not licensed in accord with the law and some were located in areas so far distant from the county that adequate supervision was not possible. The Probation Office was approached by members of this staff at repeated intervals and many of the homes in use were studied preparatory to the issuance of a license. Many of the homes within the county were found to be below the standard for licensing and it was pointed out to the Probation Department that boarding homes to be used must be within an area close enough to insure good supervision. This resulted in a wholesale use of homes for less than three children, which eliminated the necessity for licensing in terms of our present law, which requires a license only if a home cares for more than two children under fourteen years of age. This gradually became a problem and the Juvenile Home which was in a serious state, due to lack of maintenance and repair, came into more prominent use.

It was necessary to maintain this home from county poor funds as the law did not allow the collection of a special tax for the maintenance of such a home in counties of less than 40,000 population. Due to the fact that Johnson County at that time received funds from

the state for the operation of its general relief program, there was constant irritation over the expenses incurred in the remodeling and equipping of this home. The Probation Office resented the part which the county director, in line with his obligations, had to assume, and the director was greatly disturbed over approving large items of expense over which he had little or no control. As the result of this, a concentrated effort was made to secure special funds for this particular purpose. The records show extreme activity on the part of the Johnson County supervisors at the instigation of the Probation Office to secure a change in legislation in order that funds might be collected for this purpose. The records show that \$75.00 was spent for the purpose of sending legal counsel to Des Moines to attempt to secure this change. As a result of considerable pressure, the law was changed lowering the population limit set by the previous law from 40,000 to 30,000, which made it possible for Johnson County to levy a tax of one-fourth mill for the purpose of maintaining such a home.

The county board of supervisors then purchased the home for which they had been paying \$50.00 per month and remodeled it completely. The tax was not levied during the first year and the expenditures from the poor fund for this purpose were very heavy. There were large items of expense for remodeling, redecorating and furnishings, as well as operating expense. All of which was taken from the poor fund. The purchase price of the property was not taken from the fund, but a rental of \$50.00 per month was paid. This was deducted from the purchase price and the balance due on the property was paid following the collection of the tax which was first levied in 1941.

After the home was remodeled and redecorated it became the pride and joy of the supervisors, and they secured a man and his wife to operate the home. Things went well for a time and then serious disagreements arose between the probation officer and the matron of the home. Matters went from bad to worse and finally all connections were severed and full responsibility referred to the supervisors.

This department had very little contact with the home until August of 1942 when Miss Hartleb assumed responsibility for its supervision. At the request of the board of supervisors and the matron of the home, Miss Hartleb has given a great deal of help and guidance. The county Director of Social Welfare has been most cooperative and has given valuable assistance in interpreting the needs of the home to the board.

Although the consultant had received many complaints of the juvenile home and of the care given the children who are placed there, her own investigation did not bear out the justification of the complaints.

The home was clean and homelike and afforded ample play space for the children, both inside and outdoors. Although the supervision was at a minimum the children appeared to be receiving adequate physical care.

No records were available on the children under care and this made it very difficult for the home. The Probation Office apparently feels that it has no responsibility to help the attendants understand the child or his needs. This is serious due to the fact that children remain in the home for long periods of time and frequently problems arise that could be avoided if the understanding was better. The lack of medical care is a serious problem and children are placed in the home without any type of physical examination.

The consultant has tried to suggest to the Probation Officer that she be more careful in planning the referrals which she makes to the home and to consider more constructive planning for children who are committed there.

A great deal of help has been given to the matron but it is questionable how much of permanent value can be accomplished under present conditions and until the use of the home is on a more constructive basis. The consultants' contacts with the board have been most satisfactory but until there is some change in the policy of the Probation Office and its attitude toward the home very little can be accomplished.

No evaluation has been made of this home, but the chronological record is very complete and gives a vivid picture of the home and the factors which are involved in its operation.

1943

2. Polk County Home ----- Des Moines

The Polk County Home is by far the largest institution and is always seriously overcrowded. The department has given very little help in the planning of this institution. The required reports have been received and the required inspections made. Reports of the Health Department made certain very specific recommendations which were referred to the officers in charge of the institution. The home is under the direct supervision of the county board of supervisors, and is used almost exclusively by the juvenile court, whose workers assume full responsibility for the future planning for children placed there. Some children remain in the home over a long period of time, but crowded conditions prevent the long time periods of residence which are prevalent in other similar institutions. Although this condition is a positive factor in eliminating long time placements, this same condition is responsible for the discharge of children before constructive planning has been completed.

The physical features of the home and the care given children is adequate and an effort is made to maintain the home in a constructive manner. The matron is conscientious and interested in the welfare of the children. All ages of children are received and their periods of residence vary. All types of children are cared for on a temporary basis, dependent, neglected and children with varying degrees of delinquency.

On the whole the Polk County Home is well managed and the philosophy of its use is in line with good practice although conditions sometimes make it impossible to operate the home on the intended basis. Although the matron has, on occasions when approached, been cooperative we question that she feels that the department has any responsibility for the home.

The agency was advised of the need of securing a boarding home license but the application has not been submitted. Required reports are received and are accurate and complete.

3. Pottawattamie County Juvenile Home - Council Bluffs

The Pottawattamie County Juvenile Home, which is known as Grandview Farm, is located a short distance outside of Council Bluffs. The building is a large frame house which has been remodeled for this purpose. It is situated on a high bluff and provides an excellent view of the countryside.

This home has been the center of a great deal of controversy over a good many years. It is used almost exclusively by the probation office and has developed into an institution for long time care of children.

Unfortunately the county juvenile homes in Iowa due to improper usage have diverged from their original purpose of temporary detention into permanent homes for dependent, neglected and frequently delinquent children. Their operation is difficult as the operators or managers of the home have little knowledge and less authority to enable them to work with the children.

The early history of the home was very bad and our records indicate improvement during the early period of supervision by the department. During the period covered by this report the supervision given by the consultant has been regular and helpful to the matron in the care of children in the home, however, we feel that it has made very little difference in the use which is made of the home by the probation department.

The physical condition of the home is improved but there are still some needed changes. One of the real safeguards is the decided fall in the number of children cared for in the home. Previous reports indicate serious overcrowding which resulted in bad sleeping habits. This has not been entirely corrected but is much improved. The water supply was questioned and fire hazards were present. These conditions have been corrected but there is still a question regarding the sanitary condition of their sewage disposal system.

Children attend the public schools and take an active part in school activities. The lack of a medical program is a matter of serious concern and children are admitted to the home without physical examination.

This has proven a serious factor and has been partially corrected. The most serious factor, however, is lack of planning for the children and frequently due to the condition, serious behavior problems result. It is definitely felt that this home is not suitable for pre-school children and not for long-time care of older boys and girls.

It is definitely felt that a great deal of help has been given the matron during this period and that individual children have received considerable benefit. The consultant is readily accepted by the matron and by the board and has been asked for help and guidance which has been conscientiously given.

The board are at present very much disturbed over the use of the home and have had several conferences with representatives of the department regarding its use. It appears very definitely that the problem is not with the home but with the use which is made of its facilities.

No evaluation has been made of this agency but the chronological record of our contacts with the home are complete. The record also includes a survey completed by Mr. Ernest Carter, Director of Social Welfare and detailed reports submitted by the Department of Health.

The home has made application for a license as a children's boarding home but a license cannot be granted until approval is given by the State Department of Health.

25
1943

4. Scott County Juvenile Home ----- Davenport

During the period covered by this report we have had very little contact with the Scott County Juvenile Home, however, we have had more frequent contacts with the probation department and are quite familiar with the use of the home.

The home is a more typical detention home than the others in the state and the period of care is usually very short. The number of children cared for is kept at a minimum and the probation office is very much aware that detention in this home is not a solution to a child's problem.

The home is in good physical condition and the matron who has been there for many years proves very satisfactory. Children who are in the home for any period of time attend public school and outside church attendance is arranged for some children.

The reports requested of the home are received in a prompt and accurate manner and the service given is in keeping with the purpose of the agency.

B. CHILD CARING AGENCIES WHICH ARE LICENSED AS CHILDREN'S BOARDING HOMES

It is the responsibility of the Board of Social Welfare to license and inspect private boarding homes for children; make reports regarding the same, and revoke such licenses.

The laws relative to children's boarding homes which define a boarding home, point out the need for and the conditions of licensing and specifically state the responsibility which rests with the department in the enforcement of these laws follows:

Chapter 181.4

3661.056. "Person" or "agency" defined. The words "Person" or "agency" where used in this chapter shall include individuals, institutions, partnerships, voluntary associations, and corporations other than institutions under the management of the state board of control of its officers or agents.

3661.057. "Children's boarding home" defined. Any person who receives for care and treatment or has in his custody at any one time more than two children under the age of fourteen years unattended by parent or guardian, for the purpose of providing them with food, care, and lodging, except children related to him by blood or marriage, and except children received by him with the intent of adopting them into his own family, shall be deemed to maintain a children's boarding home. This definition shall not include any person who, without compensation, is caring for children for a temporary period.

3661.058. Power to license. The state board of social welfare is hereby empowered to grant a license for one year for the conduct of any children's boarding home that is for the public good that has adequate equipment for the work which it undertakes, and that is conducted by a reputable and responsible person.

3661.059. Conditions to granting. No such license shall be issued unless the premises are in a fit sanitary condition, and the application for such license shall have been approved by the state department of health.

3661.060. Form of license. The license shall state the name of the licensee, the particular premises in which

the business may be carried on, and the number of children that may be properly boarded or cared for therein at any one time.

3661.063. License essential. No person shall receive a child for care in any such home or solicit or receive funds for its support unless it has an unrevoked license issued by the state board of social welfare within twelve months preceding to conduct such home.

3661.064. Prohibited acts. No greater number of children shall be kept at any one time on the licensed premises than is authorized by the license and no child shall be kept in a building or place not designated in the license.

3661.066. Rules and regulations. It shall be the duty of the state board of social welfare to provide such general regulations and rules for the conduct of all such homes as shall be necessary to effect the purpose of this and of all other laws of the state relating to children so far as the same are applicable, and to safeguard the well-being of all children kept therein.

3661.067. Tenure of license. Licenses granted under this chapter shall be valid for one year from the date of issuance thereof unless revoked in accordance with the provisions of this chapter.

3661.068. Revocation of license. The state board of social welfare may revoke any such license under the conditions and by the procedure specified for the revocation of licenses of child-placing agencies.

3661.069. Records and inspection. The state board of social welfare shall have the same rights and duties relative to records, reports, and inspections of children's boarding homes as are provided for in connection with maternity hospitals.

Private homes, in accord with the law, must be licensed if they care for more than two children under fourteen who are not related to them by blood or marriage. Their population is limited by the rules and regulations of this division to the care of not more than four children at any one time, which, together with applicant's own children, under the age of sixteen, shall not exceed more than six children in the household--of which not

more than two shall be under two years of age. In addition to these homes, we have a number of agencies or institutions for the care of children which are in accord with an opinion of the attorney general subject to license under this law.

We have felt for some time that these child caring agencies should be licensed and an attempt was made to secure legislation to cover the problem, but the attempt was unsuccessful. On careful analysis it appeared that our present boarding home definition was quite inclusive and that child-caring agencies and day nurseries might be covered by the existing law.

In answer to our request the following opinions were given by the attorney general. In reference to the licensing of children's institutions the report states "Thus it will be seen that institutions are included in the provisions of Section 3661.057 and would be subject to its terms. It would have to secure a license as provided by the chapter on children's boarding homes and would be subject to the rules and regulations of the state board of social welfare with reference thereto."

In regard to day nurseries, the following statement was issued. "It is my opinion under the provisions of said Section 3661.057 that you should license any so-called day nurseries as children's boarding homes. It is my further opinion that it was the intent of the legislature to cover all situations wherein children are left in the care of any person for hire unattended by parent or guardian and that it makes no difference whether or not that care covers a long period of time including nights, or whether that period covers only day care."

These agencies do not accept the permanent custody of children and are not licensed to place children either on a permanent or a temporary basis. Their service is limited to temporary care of children in a given institution, the custody of the child and the responsibility for future planning being retained by the parents or guardian, another social agency, or the court. The service required and given to these agencies with the exception of the actual process of licensing has been the same as that given to child placing agencies. The same staff are responsible for the supervision of these agencies and their approach is on the same basis. The problems referred by these agencies are identical

except that their responsibility for planning for the child is eliminated and they do not have the problem of selecting, studying, or evaluating boarding homes or of supervising children placed in them.

After the decision regarding licensing was rendered a letter was written to each agency explaining the situation and asking that they make application for a license. Only two of the thirty-three agencies failed to make application for a license. These licenses are being issued at this time. It will be necessary to have several inspections completed by the health department before the entire group will be licensed. It is fortunate to note that the two agencies which did not make application for licensing were agencies that we felt would not be eligible for license. One has closed and the service of the other is being carefully evaluated by the department at the present time.

As previously stated, these agencies operate under the same standards and receive the same supervision as the other children's agencies. They are in reality child-caring institutions but are licensed as children's boarding homes. A brief summary of this group of agencies which are child caring and do not have placing programs follows:

1943

1. Arlington Hall----- Des Moines

Arlington Hall was a private, non-sectarian institution, located in Des Moines, and was established in November of 1936 as an outgrowth of an organization previously known as the Des Moines Women's Relief Association. The institution was made possible by the gift of a tract of land comprising thirty-five city lots on which there was a fairly good house. According to the Articles of Incorporation, the purpose of the Arlington Hall association is to carry on charity work among the needy along lines of recreation, education, philanthropy, and other non-commercial intents. The only known charity of the association, and the one in which our interest lies, was Arlington Hall, which was spoken of as a "home for homeless boys."

The home was supposedly operated under the direction of a Board of Directors; however, it was in reality the responsibility of the Chairman of the Board, Mrs. Wayne Sprague, and two other board members. Mrs. Sprague assumed all of the duties of the board as well as those usually delegated to the superintendent. She assumed full responsibility for the staff, made decisions regarding intake and discharge, and even took an active part in disciplining the boys. Under a situation such as this it was impossible to keep good help, and the agency has a history of a most inadequate staff and many changes; in fact, in many instances, almost daily changes. This, of course, produced a serious state of unrest which resulted in serious behavior problems.

The physical condition of the Hall has been bad for sometime. Heating and plumbing facilities have been out of order for long periods of time, sanitary conditions were questionable, as frequently, due to lack of drainage, the basement was full of water. The house and grounds were shabby and illkept and indicated a great deal of destruction by the boys. The physical care of the boys was questionable. Their clothing was not properly cared for and the boys, on occasions, appeared dirty and illkept. The adequacy of their food from the standpoint of quality was frequently questioned, in spite of large donations which had been frequently made to the agency. In case of illness the care received by the boys was questioned, and the lack of good health habits led to an

unusual number of illnesses. The supervision of the boys was very inadequate and was not conducive to the proper development of boys of this age. Many serious behavior problems had developed due to the lack of understanding supervision.

The finances of the agency were frequently questioned, both with relation to their source and to their proper use. Over a period of more than two years intensive work was carried on with this agency in hopes that its standards might be improved. It was first our opinion that if the agency could be re-organized with a new board, that perhaps a constructive program might develop; however, we soon realized that this was not a probability. We gave a great deal of direct service to the agency and were able to direct the intake of the agency and limit the admissions. Little was accomplished with the children who were in the home due to the inadequacy of the staff, and our effort was directed toward the voluntary closing of the agency. This was a long, tedious process, and frequently we felt that legal action might be necessary; however, due to the skillful work of the consultant who had been responsible for the supervision of this agency, Arlington Hall closed voluntarily on September 8, 1943, after provisions had been made for all the children who had been under care.

A complete evaluation of the agency was completed on July 28, 1943, by Mrs. Mary Driver, the consultant who has been responsible for the service to this agency during the past year. A chronological record of the contacts with the agency from December 1, 1941, to September 28, 1942, has been recorded by Mrs. Margaret L. Bryan, who was responsible for the supervision of the agency during the period. Prior to this date several attempts at supervision were attempted with very little success, as is noted in the record covering this period. A very complete chronological of all contacts with the agency from October 3, 1942, to the time of closing has been recorded in the file.

1943

2. Boone Biblical College ----- Boone

This institution was founded in 1907 "to afford a Christian home for old and young, and to educate youth, especially those who do not have abundant means". To that purpose, which is still maintained according to their publicity has been added that of "child evangelism". It was incorporated in 1911 and re-incorporated in 1930 as Boone Biblical College and Associated Institution, the latter including the Infants' home, the Children's Christian Home, the Old Peoples' Home and the radio station K.F.G.Q. The institution is non-sectarian and does not confine its services to any one community and accepts cases from other states.

Miss Lois Crawford, Superintendent, (daughter of the founder) is President of the Board. Miss Crawford is also pastor of the church and operates the broadcasting station.

The institution is supported by volunteer contributions, material, money and property, and by the income from the farm. There is no audit of the financial condition of the agency and the financial reports of the agency submitted to the department are not adequate.

The institution is in West Boone, across the street from the county court house. The buildings, with one exception, are brick veneer. The main group is a series of buildings with separate roofs but with connecting passages inside forming a quadrangle or court. The boys' dormitory is located across the street and is a frame building and has been erected in sections of second hand material. A separate brick veneer building located across the street is referred to as the school. This was formerly used as a girls' dormitory. The church is a white frame building of typical church architecture and the broadcasting station is located in its basement. Some old dilapidated barns, a vacant frame house, and the ruins of another house, complete the town plant. Although the buildings make a fairly good appearance on the outside, there is evident need of redecoration, repairs and replacements, and above all a thorough housecleaning on the inside.

A thorough inspection was made of the institution in October of 1941. The report indicated that certain necessary changes were being made but to date

these changes have not been completed. The water supply and sewage disposal system was found adequate although the engineer advised the repair and replacement of some plumbing fixtures. The disposal of garbage was not being handled in a sanitary manner and very definite recommendations were made to correct this situation. Heating facilities were said to be adequate but were not checked. The report emphasized the fact that the buildings are old and show the effects of years of service. Some of the rooms are small and poorly lighted and ventilated. Two of the children's rooms were found to be definitely below the minimum requirements because of poor lighting and ventilation. This matter was discussed with Miss Crawford and she agreed that the children in these rooms would be moved to more desirable rooms immediately. The electric lighting and wiring was unsatisfactory and it was recommended that a competent electrician be engaged to check these facilities.

The refrigeration was found adequate but the milk supply was not cared for properly. Raw milk is obtained from the institution's dairy. The herd is T.B. and Bangs tested and the milking barn has a concrete floor. However, no milk house is provided and no bacterial treatment is applied to the milking utensils. It was recommended to Miss Crawford that a milk house, a cooling tank for cooling milk, a wash vat for facilities of heating water be provided at the farm. Health examination for the milk handlers was advised and bactericidal treatment for milk utensils was recommended.

It was noted that no fire fighting equipment or no lighted and marked exits are provided. One exterior fire escape exists between the Old Peoples Home and the Bible College for common use. It was recommended that the local fire inspector be consulted in regard to this matter, asking that particular attention be given to the safety of electrical wiring.

Subsequent visits to the institution showed some improvement in the general condition of the buildings and grounds. Due to the usual confusion and lack of organization and supervision which exists in this institution, it was impossible to determine whether or not the changes regarding sleeping arrangements

44

for children had been followed. Complaints had been forwarded to the office not only relative to the unsanitary sleeping condition of children but also because of rumors that children were not properly segregated as to sex. Because of serious accusations of this institution which are contained in earlier reports and in the individual records of children previously cared for in this institution, this matter is a concern of utmost importance to the Division of Child Welfare.

The children's rooms were seen by the consultant on various visits and reports made by the attendants relative to their occupancy. However, due to past experience we are reluctant to accept these statements as being wholly authentic. It was found that two boys were segregated on the first floor in a room next to that of one of the matrons. This room had only one bed and that a single one. The reason for the placement could not be explained by the person accompanying the consultant on the inspection. The other boys sleep on the third floor of the west wing while the girls sleep on the third floor of the east wing. The two buildings are joined by a fire escape.

Miss Crawford had instructed the attendant to advise consultant that she was making every effort to make the recommended changes but it was impossible to determine what progress had been made. The two rooms which had been disapproved had been closed and were locked.

The fire chief was interviewed regarding the fire inspection of the institution and he was very definite in his feeling that the building was a fire hazard. Some improvement has been made in the situation but the condition is far from being corrected.

The social practices of the agency are very poor and it is not considered a suitable institution for the care of young children from a physical, education, or social standpoint. The home was advised of the necessity of being licensed as a children's boarding home but did not submit an application as requested. Reports are inadequate and in many instances incorrect and children are accepted from outside the state without observance of the requirements of the law.

An evaluation of the agency was completed in July of 1941 by Mrs. Mary Smith. The record also contains a report on the home written by Mr. Ed Wieland, Field Representative. The chronological record of our relationship to the

agency is very complete and contains much pertinent information as do individual case records of children formerly cared for by them. In this connection we could suggest that you read the record of June Nieman. A recent visit was made to the institution by Mr. James E. Foval of the Division of Accounts and Audits. Mr. Foval's report is filed in the agency record.

There is no question that this agency should be closed to children. It is a responsibility which cannot be overlooked and there is apparently no way of correcting the situation except by legal action.

1943

3. The Creche ----- Council Bluffs

The Associated Charities Creche was organized by a group of twenty-five women in Council Bluffs in 1901. The organization was non-sectarian and was supported entirely by private contributions. The original purpose of the agency was to provide temporary care for half-orphans whose remaining parent was not able to maintain a home. It was felt that there was a real need for this type of care and emphasis was placed on the advantage of keeping the family of children together. The policy was modified to accept any children in need fo care but the agency never assumed custody of the children placed in the home.

The Creche was located in a large frame building on a tract of land in the residential section of Council Bluffs. The physical facilities of the home were not adequate, the building was in need of repair and both the exterior and the interior needed paint. The furnishings were meager and badly worn but there was no evidence of the lack of actual necessities.

The question as to whether the Creche filled a need in the community and whether the children placed there received adequate care had been a controversial question in Council Bluffs for some time. There seemed to be a strong community sentiment on both sides but the fact that Council Bluffs has a very large private children's agency which has operated there for many years in addition to the juvenile home which is supported by the county was a definite factor. The financial condition of the Creche had always been precarious and it was at times very difficult for the board to raise funds for it's operation. However there were many who were convinced that the Creche met a need in the community which could not be assumed by the larger institution.

For some time due to their past experience it was difficult for the board or the superintendent of the Creche to accept the service of the State Division of Child Welfare as they were very defensive because of the local ~~the~~ situation and were not convinced of the attitude of the state. Gradually this situation disappeared and many requests for assistance were made including a

psychological study of the children. There were very revealing and bore out that statements made by certain individuals in the community. The studied showed that the children were unusually well adjusted and it was evident that in spite of the lack of financial security the agency was providing a real home for the children.

The financial situation became more serious and when a Community Chest was organized in Council Bluffs the board of the Creche decided to close the institution. The consultant assisted in completing plans for all children under care and the agency was closed August 31, 1941.

An evaluation of the agency was completed by Mrs. Mary Smith in March of 1941 and the chronological record contains a full report of our contact with the agency until the time of it's closing.

1943

4. Christ Child Home ----- Des Moines

The Christ Child Home is an institution for the care of infants and pre-school children. The home is a large stone residence located in the residential section of Des Moines and at the present time is adequate in every respect for the service it represents itself as giving, namely, care and training of infants and pre-school children.

The early years of this institution were most unfortunate. Bishop Drumm was intensely interested in welfare service to Catholic people, but in his desire to do for some he unconsciously worked hardships on others. At the time of the organization of the Christ Child Home religious persecution was just becoming evident in Germany and Bishop Drumm brought a number of German sisters to this country, a group of which were placed in charge of the Christ Child Home. (The Bureau of Catholic Charities was poorly organized and offered no help or guidance to the institution.) The intake was not protected, children were admitted directly to the home and also through the Bureau of Catholic Charities, but no investigation of value was made at either source. No trained service was available at the bureau and investigations were superficial and entirely on a surface basis. Children were accepted without examination and soon the institution was filled with children, many of whom were handicapped physically and mentally. Overcrowding and lack of staff, as well as the limitation of the staff, led to most inadequate care of the children, both physically and mentally.

The building was in good condition and was kept neat and clean but the care of the children was very poor. The methods of placing children were on the same low level and the situation became truly critical.

Following Bishop Drumm's death, Bishop Bergan came to Des Moines and Rev. Frances Zuck became director of the Bureau of Catholic Charities. The German sisters were returned to Germany and the Sisters of Humility assumed responsibility for the care of the children in the institution while the Bureau of Catholic Charities took over all responsibility for the intake of the agency and the placing program.

Today the Christ Child Home is a superior institution in every respect. The plant is adequate, the physical care given the children is under the guidance of a

very fine pediatrician and supervised by trained nurses. The Christ Child Home is outstanding in it's training of the nursery age group of children who are so frequently neglected in institutional programs. The social service of the agency has been discussed in the report of the Bureau of Catholic Charities.

On the whole, the service given by the Christ Child Home is superior. The institution accepts only children of the age type for whom their program is organized. No child remains in the home for long time care, and while he is there every effort is made to provide a normal environment in which he may develop. Boarding care is given in some instances and in these cases it is often necessary for children to remain over a longer period but the number is kept small and individual planning is the rule for every child.

The statements regarding the supervision of this agency are the same as those of the Bureau of Catholic Charities, of which it is a part. The children are placed under the bureau's license, however the institution is licensed as a children's boarding home.

1943

5. Convent of the Good Shepherd ----- Dubuque

The convent in Dubuque is one of a large group conducted by the Sisters of the Good Shepherd in all parts of the world. The Good Shepherds had their origin in France in the latter part of the eighteenth century when they began the development of a program for the care of pre-delinquent and delinquent girls and women. This program has expanded considerably and now the group operates three hundred thirty houses in various parts of the world. The first branch was established in the United States in 1820 and there are now fifty-six houses in the United States. The Dubuque convent, which is one of two such agencies in Iowa, was organized almost fifty years ago.

The building, which is a three story brick structure, is located on a scenic plot of about forty acres of ground near Dubuque. A new and modern wing was added to the old structure in 1930.

This agency accepts delinquent and pre-delinquent girls from ten to eighteen years of age for care, the majority being committed to the home by the court. It is definitely felt that the program of these institutions is not suitable for the care of children under 12 years of age and it is considered more advisable to accept girls between the ages of fourteen and eighteen. The pattern of the agency has, however, been to accept very young girls and they frequently remain in the institution for many, many years. We have made some progress in interpreting the seriousness of this situation but with the Dubuque house the policy has not been materially changed. The capacity of this home is one hundred forty-five, but at no time during the period covered by this report has the population exceeded one hundred and usually it has been considerably less.

The agency operates somewhat on the order of a training school and unfortunately the penal attitude is still evident. There has been some relaxing of strict discipline but the type of training is not conducive to individual personal development. The program is a combination of work and study with a minimum of supervised or planned recreation.

The program of the convents depends somewhat on the individual capabilities of the sisters who

are placed in the institution. In Dubuque the school work is quite well rounded and the girls have had the advantage of good musical training. Their vocational training is not as constructive as would be advisable. The program is geared more to the production of income than it is to the training of the girls for satisfactory employment following discharge from the institution.

The health program of the Dubuque agency is not thoroughly understood. The agency accepts venereally infected girls and treatments are given at the home. A Dubuque physician is in charge of this portion of the program but a definite picture of the service is not available.

The type of discipline used in the convents is questioned, however, it is to be realized that they care for a very difficult type of girl and have many serious problems to face. The lack of social work in the Dubuque home is a serious factor and one which should be definitely considered. There is great need of investigation before girls are accepted, which is not possible at the present time, and the need for planning and supervision at discharge is an even more serious problem. A good social worker could be a very constructive force during the girls' period of residence in the home and an understanding of the girls' problems and help in their adjustment would definitely be a help to the sisters and to the girls. The sisters in charge of these institutions are semi-cloistered and seldom leave the institution. This makes it practically impossible for them to meet the problems with which they are faced in the operation of their homes. Many convents have well qualified social workers and are frequently assisted with the administrative details by their membership in the Bureau of Catholic Charities. We would definitely feel it advisable for this agency to be affiliated with the Dubuque Bureau and through them to receive case work service.

The convent is financed largely by its commercial enterprises which in Dubuque is confined almost entirely to a laundry. The convent previously packed licorice for a Dubuque candy company, did considerable garment finishing, and made crocheted articles for wholesale concerns. This type of

work has been discontinued and only a small amount of fine sewing is done. The money received for the care of the girls and a small annual donation from the Dubuque Catholic Charities completes their budget.

The supervision given this home during the period covered by this report has been very meager. A study was made of this institution and a great many individual psychological studies were completed. These studies contained very interesting material which was discussed with the superior and plans were formulated for additional help and supervision. Following this period the superior became seriously ill and it was not possible to progress with constructive planning. There was no consultant in this area for a long period of time and visits were made on an emergent basis. Regular supervision has now been resumed and as there has been a change in staff it is hoped that the development of this agency will progress to the same degree that has been possible in the Sioux City Convent.

An evaluation of this agency is in the file and special reports of previous contacts are recorded. The reports received from this agency are not satisfactory but some improvement has been made. The agency has applied for a license to operate as a children's boarding home in accord with the provisions of the law.

1943
6. The Convent of the Good Shepherd ----- Sioux City

The Convent of the Good Shepherd in Sioux City is a branch of a group of similar institutions located in all parts of the world and which were briefly described in the summary of the Dubuque Convent which forms a part of this report.

The Sioux City convent was established in 1904 and until 1941 operated in a manner similar to the Dubuque institution. The agency accepted delinquent and pre-delinquent girls for care and training, and this convent also accepted venereally infected girls for treatment. The period of residence was indefinite and no facilities were available in planning for the future of the girls outside of the institution. This resulted in many remaining in the institution for years and at the beginning period of this report the institution had deviated from its purpose and policy and was caring for both young and old and girls varying in their degree of mentality as well as in the nature and extent of their delinquency.

The agency had under its care several very young children who had no history of delinquency but who were partially dependent as well as another very young child who was venereally infected. The largest group were made up of girls from fifteen to twenty-one years of age who were delinquent or who were in need of a protective environment. Many of these girls were infected with venereal disease and their mentality ranged from girls of superior intelligence to those who fell in the imbecile classification. As previously mentioned, there were a number of older women in this convent who had been there for many years and the institution was used to some extent by private families for custodial care of women who were not capable of caring for themselves. The degree of mentality possessed by these women varied to some extent but the majority were eligible for care in the state institution for the feeble minded. Several were not eligible because they were non-residents and in these cases it was necessary to refer them to a home for the aged outside of the state. All of these things were definite factors in the development of the program of the institution and were a matter of serious financial consideration.

This agency had for many years received a very large grant from the Sioux City Community Chest and the amount was frequently questioned particularly because so few Sioux City girls were cared for by the institution. The productive enterprise in this institution was the laundry and it was felt that money which was allocated for the care and training of the girls was possibly used to subsidize the laundry. The institution did not have a board of managers, as was true in other agencies under the chest, and there was an apparent need for an evaluation of the

agency's program. With the hope of bringing this about, the chest reduced the grant one thousand dollars. The superior asked for assistance in securing the restoration of the grant and it was at this time that the assistance of our department was requested.

This phase of the development of the service to this institution is explained in the report of the Sioux City Bureau of Catholic Charities. At the request of the Superior of the Convent the Director of Charities selected an advisory board whose original purpose was to insist on the restoration of the grant but later developed into a board which was definitely interested in the development of a sound agency program.

A complete evaluation of the agency and its program was made and an extensive survey of the financial status of the agency was made by a representative from the Division of Accounts and Audits. The evaluation indicated the need of extensive changes in the policies of the agency and the financial study pointed definitely to the absolute need of a complete reorganization of their financial system as well as the system of financial recording.

At the request of the board an adequate system of accounting was installed and instruction was given in its operation. This study of course indicated the necessity of many changes both relative to the securing of funds for the operation of the institution and the proper use of the funds allocated to the institution. The evaluation of the agency pointed out the need of a reorganization of the agency's policies of intake, the program of education and training prescribed for the girls, the physical care in the institution, and the development of case-work service.

This agency, together with St. Monica's home, formed a combined social service under the director of Diocesan Charities and service was given by a worker loaned to the agency by the Division of Child Welfare.

A great deal of very valuable service has been rendered this agency and although progress has been difficult at times the results have been good. Miss Meersman, who was the first worker assigned to the agency, did an outstanding piece of work in readjusting the agency to its original purpose. She was able to arrange for the removal from the institution of all of the younger children and practically all of the older women who lived and worked at the convent. The latter was a most difficult problem but was satisfactorily accomplished. She was also very valuable in securing support for a number of girls who had been in the institution and in having counties increase their payments to more nearly cover the cost of care in the institution. The control of intake was placed in the worker's hands and this was a real factor in the development of a more adequate program of training.

Educational advantages have been greatly improved but to date the vocational training is still confined primarily to laundry service. The health program has been improved and the program for the care of venereally infected girls developed in a more satisfactory manner.

Case work service has meant a great deal to this institution and careful planning is now available for every girl in the institution. The institution is now looked upon as an institution which affords care and training to pre-delinquent girls while previously it was considered almost entirely from a custodial point of view. Girls are not remaining in the home for indefinite periods of time and careful plans are developed for her placement and supervision following discharge. Following Miss Meersman's enlistment in the W.A.V.E.S. service was given for a short period by Mrs. Mildred Sterling and later by Mrs. Delta Falvey who was placed with the agency on an in-service-training basis. The agency now assumes full responsibility for its own service but requests a great deal of help from the consultant who is assigned to the supervision of the agency.

On the whole this has been a very constructive piece of work and the service has been truly appreciated. The Sioux City Community Chest has expressed its appreciation repeatedly and the agency itself is aware of the great change which has been made possible through this re-organization. They are particularly grateful for the assistance given in the strengthening of their financial program, and find the type of girls now being admitted for care are of a higher standard. There are, of course, still many problems present in this program as it is very difficult to change a pattern of such long standing but it is hoped that by careful, constructive supervision this agency will develop its program in order that they may more adequately meet the need for this type of service, which is very great in Iowa.

A complete evaluation of agency as well as a chronological record of the consultant's service to the agency is in the individual file of the institution, together with detailed reports of the financial service rendered. The report of the Bureau of Catholic Charities also contains a record of the supervision of the institution as it relates to the organization and development of the Bureau.

1943

7. Cedar Rapids Children's Home ----- Cedar Rapids

The Cedar Rapids Children's Home, formerly known as the Home for the Friendless of the City of Cedar Rapids, Iowa, was organized in 1879. The Articles of Incorporation State "The purposes of this corporation, charitable in nature, shall be to maintain a home in Cedar Rapids, Iowa, in which may be gathered neglected and homeless children of Linn County, Iowa, where they may be properly cared for until a permanent home can be provided for them; the aim being to improve their mental, moral and physical condition and to instruct them in the principles of religion and in such branches of industry and learning as may seem wise." They further state that the agency has the right to receive, control and dispose of minor children. This is not true, however, as the agency is not a placing agency and is not licensed as such. It is purely custodial in character and gives service only to Linn County children.

Visits were made to the institution but supervision was very difficult as it was the feeling of the board that they were quite different from other institutions and openly resented any supervision from the state department.

Early in 1938 a group of children who had been placed in the home by the Linn County probation department were studied at her request by the psychologist from the State Welfare Division. A conference followed to which members of the board of the home were invited. The study showed that although the children were given good physical care, there were many factors present in the home which were not conducive to the normal development of the children. The conference concerned itself only with individual cases but through this certain board members became aware of certain needs within the institution. One of the most outstanding factors was the inadequacy of the superintendent and the severe behavior problems in certain children which could be traced in a very obvious manner to her treatment of specific children.

There was little contact with this agency during the intervening period. The superintendent was dismissed and a new superintendent selected. This person had a background of home economics and teaching and made many constructive changes in the home. These were largely concerned with the physical organization of the plant and the educational training of the children. This person had no background

of social work, work with children outside of their school environment, and no knowledge of emotional problems in children. She found the position most difficult and resigned her position early in January, 1941.

At this time the board wrote to the Division of Child Welfare asking for assistance in securing a new superintendent. Several trips were made to Cedar Rapids and conferences held with the officers and members of the board. In these conferences supervisor became conscious of the type of organization which prevailed.

The board in reality assumed active managements of the home and the children. They have a board of managers of twenty-four members, most of whom have been on the board for many years. This board selects its own officers and also selects new members to the board when vacancies are created. It appears that vacancies are created only by the death of members as members appear to be automatically reelected at the expiration of their terms.

The active management is assumed by committees:

The visiting committee is made up of two members of the board and they serve for one month, thus making it possible for each member of the board to serve on the visiting committee during the year. The committee go faithfully once a week and inspect the house. They enter and unaccompanied go through the entire house, even inspecting the closets and the children's personal belongings. One of the board members stated her dislike for service on this committee and she said that the pattern of inspection had developed over years and that, in spite of her feeling, she felt that she was not assuming her responsibility if she didn't snoop in all the corners, and that she felt she had been a real failure if she couldn't find something to complain about.

The children's committee is composed of the President, First Vice President, Corresponding Secretary, Treasurer, and one or more other members of the Board of Managers, and their duty is to inquire into the circumstances of every child applying for admission into the Home, keep an accurate record of the same and report at each regular meeting of the Board of Managers. Their intake practice is outstandingly bad and unfortunately there has been no change in this plan. Children

sent to the home by the court are accepted at the request of the probation officer but in all other cases the parents of the child are required to appear before the committee and make personal application for the care of their children. It is necessary for them to relate their personal problems to the entire group who in turn feel duty bound to question the parent at length regarding their problem and their financial condition. This is a most difficult problem but this board is difficult as they have been so very well satisfied with their own service and their operation now has become routine, every action being controlled by precedent.

"The improvement committee shall be charged with the care of the Home buildings and ground immediately adjacent thereto, as to improvement, maintenance and repairs, the committee's duties being that of a landlord."

"The house committee shall have charge of the interior refitting and refurnishing of the Home, the household linen and bedding; it shall supervise the wardrobe of the children, the Needlework Guild donations, and dispose of all undesirable accumulations."

"The purchasing committee shall consist of three or more persons. It shall be their duty to provide under the Board of Managers, all necessary supplies not otherwise accounted for and render an account to the Board of Managers at each regular meeting."

The finance committee and the social committee all assume very active roles in the management of the agency. They do not function as a policy making or advisory group, they actually assume full responsibility for their phase of the program.

Considerable time was spent with the executive committee of this board pointing out the necessity for a definite understanding of just what the board expected of a superintendent. The duties of an executive of a children's agency were carefully discussed and the board became aware of the fact that they had never had a superintendent. They saw that the board had assumed the executive responsibility and that the previous superintendent had not functioned as the name implies but had in reality served as matrons. They were then faced with the question of whether they wished a matron or a superintendent. They definitely decided on the latter and we were able to refer an outstanding person to them for consideration.

They were very much impressed and hired Miss LaVere Smith as executive of the agency. Miss Smith was aware of the fact that her position would be difficult but she felt that with tact and diplomacy she might be able to conduct the agency along sound administrative lines. During the period Miss Smith was with the agency remarkable progress was made and many of the old patterns disappeared. However there were members of the board who still held to some of the old practices which the superintendent felt were of real detriment to the children, the parents of the children, and the institution. The actual housekeeping was turned over to the superintendent and she was allowed to buy the food for the agency, which was an entirely new innovation. She finally persuaded the board to allow the matrons to assist in the purchase of clothing but this took a long time as a great deal of personal satisfaction was derived by certain members through this activity. Some changes were made relative to financial responsibility but the outstandingly bad policy of having the children's committee act as an intake committee continued. The superintendent was most diplomatic in her method of attempting a reorganization of the program and although in many respects she was successful she felt that she did not get complete cooperation and that she would have to secure a new situation.

When Miss Smith resigned the board was truly sorry and again asked the department to assist in the selection of a superintendent. Unfortunately we were not able to refer a suitable person to them and they selected a superintendent who was not able to continue the development which was well on its way. Although the cooperation with the State Department had been complete, the new superintendent felt very self-sufficient and we were not asked for further service. A serious factor in this situation was the death of Mrs. Spangler.

During the past year the service of the agency has practically regressed to its previous level and purely custodial care has resulted. The board are again becoming aware of the need of a change and it is hoped that when an opportunity again arises we may assist the board in locating a strong superintendent who will be able to bring the agency to the standard of service which should be maintained by this type of home.

For the first two years of this period no consultant was available for service to this agency and it was not until the current year that regular service was possible. The consultant who had been responsible for the agency prior to January, 1941, was deeply resented by the board and it was necessary to remove her from the supervision of this agency. As no consultant was available, service was given on an emergency basis by the supervisor of the section. No evaluation has been made of this agency during this period, but the material prepared previously gives a clear picture of the agency. A summary of the supervisor's work with the agency and a chronological of the service given during the past year is on file in the agency record. This agency was formerly a child placing agency but has not operated as such for a number of years. An application has been made and the home is being licensed as a children's boarding home.

1943

8. Des Moines Children's Home ----- Des Moines

There is no agency under our supervision to which we have given so little supervision and help during the period covered by this report as the Des Moines Children's Home. The ground work had previously been laid for some constructive work with this agency but changes in personnel and the lack of a full staff during the period is responsible for this situation. The number of agencies in this area make a very heavy problem for the consultant and the intensive service given to certain of the Des Moines agencies during this period has eliminated all but a minimum of service to this agency. The required reports have been submitted and several preliminary visits made. Service to this agency was difficult in the past because of the age of the institution and the character of it's board. During the past few months several very progressive young women have assumed board membership and we sincerely hope that during the coming period they will be of considerable help in strengthening the program of this agency.

The Des Moines Children's Home has been functioning as an institution for the care of Des Moines children for over fifty years. The agency is under the direction of a very strong and influential board. The members are particularly interested in the institution due to the fact that present board members in many instances are daughters or perhaps granddaughters of the founders. In the main they are members of wealthy influential Des Moines families.

The home ~~does not~~ ^{does not receive} ~~any~~ ^{any} assistance from the Des Moines community chest, ~~at~~ ^a certain amount of income is derived from the board paid for children. However they have a very large reserve fund and have recently been the beneficiaries of two large estates. Children up to fourteen years of age who are residents of Folk County are received for care. Most children are admitted by direct request from the parents. A few children are referred to the agency by the court but few cases are referred through existing social agencies. In most cases the children are in need of placement as the result of broken homes or perhaps because of the loss of one parent which makes it necessary for the mother to work outside the home. In some instances it is the father who requests assistance in the care of his children.

62

During the period covered by this report the superintendent has always been cordial and seemed eager to cooperate in matters that did not involve board procedures and policies regarding the method of intake or discharge or the care of children in the home. Reports were made promptly and statistical information was given readily but there has been a definite attitude of complete independence manifest in this agency.

This agency is in need of constructive help in the planning of it's future program. With the funds which are and will be made available to this institution, they should be able to establish and maintain a program for the care of children which would be outstanding in the community. It should be a real challenge to this department to establish a position of confidence in this agency in order that it may help in the planning and development of it's program.

1943

9. Elim Lutheran Home ----- Elk Horn

The Elim Lutheran Home located in Elk Horn, Iowa, is under the administration of the Board of Charities of the United Danish Lutheran Church of America. The agency was incorporated in 1890 and has operated continuously since that time. Although the methods of care in the home have changed, the purpose of the institution has remained the same; that is to care for dependent and neglected children until they are eighteen years of age, or have graduated from high school. In the past the agency has on occasions placed for adoption some children who were eligible for that type of placement.

It was the original intention that this institution should serve Nebraska and Iowa. A similar institution located in Wisconsin serves that state and Minnesota. However, in recent years the service has been confined almost exclusively to Iowa. Applications for care of Danish Lutheran children are accepted from any part of the state, but for children outside the church group, the service has been limited largely to the immediate vicinity, ~~more~~ particularly to Shelby County.

A five member board of trustees serves the three institutions operating under the Board of Charities of the Danish Lutheran Church, namely, the Elim Children's Home at Elk Horn, The Bethany Children's Home at Waupaca, Wisconsin, and the Cherokee Mission Home at Oaks, Oklahoma. In the case of the Elim Home, two board members who reside near the institution are active in its management. The institution is dependent for financial support on the church board and sources connected with the church. The board for children under care and money earned from the sale of the produce of the farm on which the institution is located provides the additional amount required by the operating budget.

Although it is a stated policy of the institution to accept boys and girls from three to eighteen years of age, occasionally and in the case of families children under three are accepted for care and rarely is a child over fifteen admitted. However, children remain until they are eighteen or have graduated from high school. The children live together much as a family, sharing the work of the home and on the farm. Parents and relatives visit at the institution and the children are allowed

to go to relatives for visits. The older boys and girls frequently work away from the home during vacation and after school hours. All the children attend public school in Elk Horn, which is a consolidated school including both the grades and high school.

Religious development of the children is emphasized and the situation is unique because of the fact that the community is about ninety-five per cent Danish and the church is the center of the social life in the small community. The individual needs of the children are recognized to a remarkable degree in the institution. The atmosphere appears to be such that the children are under less group pressure than is ordinarily found in an institution. The relationship of this Department to the Elim Home has been most satisfactory. We have recognized that the strength of this agency lies in its simple home like atmosphere which is evident through our contacts in the home with the superintendent, the children, and the community. We have felt that we could be of most service to this institution in helping them maintain ~~the~~^{is} environment. We have given a great deal of help in the planning for individual children both in the home and in the school, and have assisted the chairman of the board with many needs concerning the admission of children and plans for their future care. The superintendent has been given some help in understanding the problems of individual children, but specific problems are not as obvious in a home of this type as they are in the larger, more formidable institutions. This is due perhaps to some extent to the fact that children placed in the Elim institution are usually members of a family group and the reason for their placement in most instances is dependency due to the illness or death of the parent, rather than the serious emotional disturbance which causes the admission of many children to the larger institutions.

Elim Home is an interesting agency doing a very creditable piece of work with a small number of children. It serves a real need in the church which organized it and is responsible for its support. It also meets the need in the community in which it is located.

65

Elim Home was originally licensed as a child-placing agency, however they did not apply for a license in 1941 and decided to use the service of the Lutheran Welfare Society for any necessary placement. This agency is being licensed as a children's boarding home in accord with the recent interpretation of the boarding home law.

An evaluation of the agency was completed by Mrs. Mary Smith, July 1, 1941. Mrs. Smith has been responsible for the supervision of this agency for the entire period and has had an exceptionally fine working arrangement with the superintendent and with the board who assume a great deal of direct responsibility in the case of this agency. The chronological record of the service to the agency gives an added picture of the agency and our relationship to it.

10. Iowa Order Odd Fellows Children's Home--Mason City

The Odd Fellows Home was organized in 1902 by the Grand Lodge of the I.O.O.F. of Iowa. In addition to old people this home cares for orphans and half-orphans of members of the I.O.O.F. and Rebecca's.

The home is located on a large farm near Mason City. In addition to the farm buildings there are two large brick structures, one the Home for the Aged, and the other the Children's Home. The hospital and school are separate buildings although the latter is not used due to the fact that the children attend the public schools in Mason City. These buildings are well constructed and are kept in good repair. They had been carefully planned to serve this definite purpose and are attractively decorated and show a great deal of individuality. The building was constructed with the idea of caring for many more children than the agency has found it necessary to accept for care so private rooms are available for many of the older children.

The physical care, educational advantages, and recreational features of the home are good. Although the training given the child in the home is good, the plan of the agency does not include any plan for the child's care except during his period in the institutions. The decision relative to the child's entrance into the home is decided largely by the referring lodge and any plan which might make it possible for the child to return to relatives is also the problem of this group. If there are no relatives or if the condition of their home does not warrant the child's return he remains in the home until he is eighteen or finishes high school. The consultant assigned to the supervision of this agency has spent a great deal of time in pointing out the importance of completing proper arrangements for the child leaving the institution - as in the past a number of children have found it very difficult to make the necessary adjustment.

The trustees seem unusually conscientious about the physical care and education of the children, they are very particular about protecting any inheritance which a child may have and have provided many advantages to deserving children.

Although the agency has been cooperative they do not feel the need of assistance except when difficult

mental or physical problems arise. They have no feeling about social planning with and for the child but their genuine interest in the children has been an unconscious factor in correcting many emotional problems.

It is indicated that some plan will have to be made to reorganize this institution in the future. The children's building was constructed to accommodate one hundred children and the number cared for seldom exceeds thirty-five; while on the other hand the section reserved for the old people is crowded and they have many waiting for admittance. Some consideration is being given to remodeling the school house as a cottage for children and making the space in the present children's building available to old people.

An evaluation of this agency was completed in 1940 by Mrs. Mary Smith, who has been the consultant assigned to the service of this agency during the entire period covered by this report. Although the visits to this institution have not been frequent, the chronological records the service which was given to the agency.

This agency, which is strictly a child caring institution, is being licensed as a children's boarding home in accord with the recent opinion of the Attorney General regarding such institutions.

1943

11. Junior League Convalescent Home -- Des Moines

The Junior League Convalescent Home was established in 1928 by the league whose name it bears. When the Junior League was organized in Des Moines it was necessary for them to determine a specific project for their group. A survey of the unmet needs in this community indicated that there were no facilities available for the care of convalescent children and a number of local physicians had expressed their desire for some service of this type.

The home was established during the summer of 1928 and operated for a short time in the building owned and formerly occupied by the Iowa Children's Home Society. In 1930 the home opened on a permanent basis in a building at 1135 Pleasant Street, which was loaned by the Iowa Methodist Hospital. The home operated in this location until 1937 when the present building at 28th and Forest Drive was completed.

The home is primarily for the care of a child who has had a serious illness or operative procedure and who no longer needs hospital care but who is still unable to resume normal activity. In the early period of the home many of the children were placed in the home because of orthopedic defects, however at the present time they are caring for a number of children who have serious heart conditions as well as those suffering as a result of other conditions. It has been the constant effort of the home to serve convalescent children and not allow the home to develop into an institution for the care of children with a specific handicap or illness.

The home is an attractive structure, designed for the purpose which it serves and is situated on an attractive wooded sight. The building is fire-proof throughout and is ideally suited for the purpose it serves. The furnishings are simple but selected to give service and to provide a cheerful atmosphere.

A home of this type must provide both home and hospital facilities and because of this factor

must be carefully planned. In addition to the living quarters used by ambulatory cases, bed care is necessary for many children. A school room is maintained and space is provided for special types of physical care, namely a room for occupational therapy, and a special physiotherapy department which contains a hydrotherapy tank.

On the whole this institution is superior in the service which it gives to convalescent children. It was constructed by the Junior League and was operated by the league for a number of years. Recently, however, they have been given an allotment to assist in its operation by the Des Moines Community Chest. The physical care given the children is exceptional and provides an atmosphere in which the emotional life of the child is strengthened.

The one weak spot in the organization is the lack of case work service, particularly with reference to follow-up and after-care. In spite of hospital care and the care given at the convalescent home children frequently did not continue to improve after they were returned to their homes. In fact, in many cases there was definite regression. This point was recognized and they were very anxious to secure the service of a social worker.

They approached the Director of the Division of Child Welfare and asked that a worker be placed in the home on a demonstration basis. This request was followed by a similar request from Dr. Jackson of the State Crippled Children's Program, who has a local clinic and supervises some cases at the Convalescent home. Dr. Jackson was very anxious for this type of service and several conferences were held regarding the plan. After a complete study of the situation the plan was discussed with the Children's Bureau who were not willing to endorse the project.

The agency was disappointed; however they were able to secure the services of a worker who is now employed by the agency.

A complete evaluation of this agency was completed by Mrs. Margaret Bryan in January of 1942. Mrs. Bryan worked very closely with this agency during the period when she was employed as a consultant

In this section and the results of her service to the agency have been permanent in character. Although there had been a prior contact with this agency, there is no indication of any service during the year of 1940. No chronological was maintained on this record. Mrs. Driver, who is at the present time responsible for the supervision of this agency, has not been able to resume the service since Mrs. Bryan's transfer. However, it is hoped that very soon a visit will be made.

The agency has always cooperated in every respect. Reports are adequate and are sent in at the appointed time. This agency has made application and is being licensed as a children's boarding home.

1943

12. Mt. Pleasant Home ----- Dubuque

Mt. Pleasant Home was established in Dubuque in 1875 under the name of the Iowa Home of the Friendless. The purpose of the home was and is at the present time to provide a home for needy and homeless women and orphaned children. The home cares for both old ladies and children. Originally they were housed in the same building but a new building recently completed is used for the old ladies and the old building devoted entirely to the care of children.

This institution is very interesting in its financial pattern. Although organized for both old ladies and children, the agency was later the beneficiary of a large estate which was specifically willed for the erection of a building for old ladies. The sum accrued was far in excess of that needed for a building and by legal procedure the court allowed that a portion of the money be set aside for the upkeep of this building; however it was not to be used for any other purpose. The funds for the care of children are inadequate, while they have ample to provide excellent care for the elderly ladies. Many attempts have been made to have the financial records of the institution separated in order that the supervising agency might have a more definite picture of its operation, but these attempts have been unsuccessful.

This agency is governed and operated by a Board of Directors. The board, like the Cedar Rapids Children's Home, which has been previously described, assume active responsibility for the management of the home. The superintendent serves wholly in the capacity of a matron and all responsibility rests in the board. A large portion of the responsibility rests in one member of the board who has charge of all admissions and discharges, supervises the care of the children, and on many occasions children are sent from the institution to her home for disciplinary measures.

The supervision of this home has been difficult as the board very definitely have not felt the need of any help. The agency is very ingrown and they are not aware of the type of care given in modern institutions of this type. During the past few months however the service given to another agency by this department has attracted their attention and we have had requests

92

for service which we feel will lead to constructive supervision of the agency.

The institution cares for about thirty-five children from five to fourteen years of age, and in most instances the service is confined to Dubuque County.

The physical care given the children is good and they have educational and recreational advantages. The absence of a social worker and their inability to plan for foster care is the deterring factor in the service of this home. The children frequently remain in the home for long periods of time, which in some instances has made later adjustment very difficult.

The present contact with this home is good and we sincerely hope that a program of constructive supervision will result. A brief evaluation of the home was made in 1940 but no consultant has been regularly assigned to this agency until recently. Contacts during this period are being recorded in the chronological record and a re-evaluation will be made as soon as the consultant is able to attain more knowledge of the institution and its program.

1943

13. St. Anthony's Home ----- Sioux City

St. Anthony's Home is the agency in the Sioux City diocese of the Catholic Church which was established and is maintained for the care of dependent and neglected Catholic children. The home is operated by the Franciscan Sisters but the responsibility for it's maintenance rests with the diocese. Funds are raised for it's maintenance in the Catholic churches of the diocese and the Community Chest of Sioux City also makes a grant to this agency.

The home is an attractive brick structure situated high on a hill on the outskirts of Sioux City. The building is modern in every respect and the spacious grounds allow for adequate outdoor recreation. The home accepts children from three to twelve years of age for care in the institution, and frequently retains some responsibility for older children who have been placed in free and work homes. St. Anthony's formerly had a placing license but this was withdrawn several years ago and at the present time the placement program is maintained by the newly created Bureau of Catholic Charities. Very few placements have been made by this agency on an adoptive basis as the children fall in the older age group and services were not available to locate and supervise homes for this type of placement. The agency had developed into an institution for purely custodial care and had developed a good school program.

It has been our feeling that the care given the pre-school age group in this insitution has been very inadequate and we have directed our planning with this agency and with St. Monica's toward the development in St. Anthony's of a good nursery school program which will care for this age group, thus enabling an early transfer of children who must remain in the institution from St. Monica's to St. Anthony's. The other weak point in this agency was the lack of social service which has been corrected with St. Anthony's entrance into the Bureau of Catholic Charities. The Sioux City Community Chest increased its allotment to this agency in order that they might pay their share toward the case work service provided by the bureau.

The working relationship with this agency has been very fine although we have not maintained as direct a contact as with ~~the~~ ^{the supervising} agency. Our supervision of the Bureau of Catholic Charities has been very close and indirectly through this source we have rendered a great deal of service to St. Anthony's.

An evaluation of the agency has not been made in accordance with the prescribed outline but the majority of the required information is available in the file. The chronological record of our direct contact with the agency is on file and a progress report written by the child welfare worker who gave service to the agency is a part of the record. Mrs. Mary Smith has been responsible for the supervision of this agency during the entire period covered by the report and has rendered a great deal of constructive help to the superintendent and assisted her in her adjustment to a new type of program.

75
1943

14. St. Mary's Orphanage ----- Dubuque

St. Mary's Orphan's Home is the child caring institution for dependent and neglected Catholic children of the diocese of Dubuque.

The home which is a large three story brick building is located on a sizable tract of land just outside the city limits of Dubuque. The home which was first established in 1871 is operated by the Sisters of St. Francis under the supervision and jurisdiction of the Bureau of Catholic Charities and funds for it's support are secured through the same source.

The agency accepts for care Catholic children between the ages of two and twelve. Delinquent, mentally deficient, and chronically ill children are not accepted as they do not feel that their facilities are adequate for this type of care. All admissions to the home are through the Bureau of Catholic Charities and their requirements for admission are rigidly enforced.

The educational advantages offered by this home are good and higher education is available by arrangement with one of the academies in Dubuque. The recreational features are somewhat limited for girls but the Chaplain gives a great deal of his time to the planning and direction of the boys' recreation. The physical care of the children is good and they appear on the whole to be happy and quite well adjusted.

In bringing about the centralization of social service in the Bureau of Catholic Charities it is our feeling that perhaps those who work with the children day by day could be more understanding and helpful if they have a better knowledge of the child and his problems.

Psychological studies were given to a number of the children in this agency and it was hoped that this might prove a method of giving the sisters a better understanding of their individual children and to help them meet their problems. The conference following the studies was most satisfactory, however due to lack of staff it was not possible to follow through on this phase of supervision.

The number of children in the home has been greatly reduced and the admissions are carefully guarded. It is sometimes our feeling that children are refused who might profit by a period in the institution but in a conscientious effort to maintain high social standards individual children may suffer.

As previously stated, all admissions and discharges are through the Bureau and any children who are placed in homes either on a permanent or a temporary basis are under the direction of this agency. The statements which were made relative to the social phases of the program of the Bureau of Catholic Charities are applicable to this home and will not be repeated. St. Mary's Home is licensed as a children's boarding home under the recent opinion of the attorney general.

1943

15. St. Monica's School ----- Des Moines

St. Monica's Home is an institution for the care and training of pre-delinquent girls, located in Des Moines. The home is under the auspices of the Episcopalian Church but it is operated by a non-sectarian board and financed largely by the Community Chest. Some donations are received from the Episcopalian Churches in Iowa, and St. Paul's in Des Moines provides the girls in the home with certain advantages together with a cash donation. The board paid for the care of the girls and the chest grant are, however, the major sources of support.

The home accepts adolescent girls who are in need of protective care. The intake has been limited almost entirely to Polk County although efforts have been made to make the service available to girls from other counties. The agency formerly would not accept a girl for care unless she was a ward of the Juvenile Court and the association between the court and the Home was very close. For a period this home operated very much like a branch of the court as all intake, discharge and matters of a disciplinary nature were handled by the court. With the change in superintendents in 1941 the home became more independent but is still used and controlled very largely by the court.

The home is made up of a group of buildings attractively located on a sizable plot of ground. The main building is a residence and is the center of activity for the home. The dormitories are of the cottage type, two in number, and are attractive in every respect. Two girls share a room and they are very similar to those you would find in a modern boarding school. Each room shows the individuality of the girl, not only in its decoration and furnishing, but in the little personal effects which are evident. Family pictures are very much in evidence in the girls' rooms, which very definitely points to the change in the attitude of the institution. Under the earlier administration an alarming factor in the treatment of the girls was the apparent effort to break family ties. This is of course in some instances advisable, however if this is true it must be skillfully handled as the emotional reaction of separating a child from his family may cause problems far more serious than those which caused the child's admission to the agency. The skillful handling of

of this situation by the present superintendent has been a marked step in the development of the agency. These cottages provide a small living room which is used by the girls and the house-mother; however, as previously stated, the major portion of the activity is in the main building.

The kitchen and dining room, as well as the facilities for laundry and sewing, are located in the main building. Certain phases of the recreational program are carried out in this building, but a well equipped recreation room is provided in the basement of one of the cottages. The superintendent's office and living quarters are in this building and several rooms are provided for the older girls in this residence. The buildings and grounds are all in good repair and are attractively maintained for the pleasure of the girls.

Originally a school was maintained at the institution for the younger children, and the girls of high school age attended Lincoln High. This however has been changed and all children now attend the public schools in the neighborhood. The home training facilities are exceptionally fine and St. Monica's has always been particularly fortunate in securing a high type of personnel for the salaries which they pay. This picture is changing, however, due to the present demand for teachers and the higher scale of salaries which is being paid. The girls do all of the work in the home and some have part-time work outside.

The recreational life of the home is quite similar to that of girls in average families. They participate in school and church activities and develop the same friendships which are common to all girls.

This home has been doing a very fine piece of work with the girls during their period in the home. Its weakness lies in the preparation of the girl for her return to her own home or in planning for an independent security if that is indicated. It is hoped that case work service may be made available to the girls in this institution, as the training given would be of more value if the program was not limited entirely to institutional care, but provided a more definite understanding of the problems of the girl and helped her to meet the future with more faith in her own ability to adjust to normal life.

During the early part of this period very little supervision was given this agency due to the fact that they looked to the court for guidance and counsel. For the past few months the relationship with this agency has been good. The consultant who gives service to the agency has had regular conferences with the superintendent and not infrequent meetings with individual board members. It was our feeling that the philosophy of the agency was changing and our hopes were centered on a more constructive program; however very recently the superintendent who has been largely responsible for the change in the institution has resigned. Even though the new superintendent and new board members may in time develop the same philosophy, this change will mean a serious setback in the program of the agency.

The reports received from this agency have not been as satisfactory as in other agencies, and we have recently asked Mr. James Foval to discuss with the treasurer the material compiled for the annual financial reports. The record of our supervision of the agency has been summarized through July of 1941. During the following year there was little contact with the agency and supervision of the agency on a definite basis was only begun in the latter part of this year. An evaluation of the program of the agency is in process and should be completed very soon.

This agency is licensed as a children's boarding home but is not a placing agency and does not accept any children for permanent care.

1943

16. St. Theresa's Babyfold ----- Dubuque

St. Theresa's was organized as a maternity home in 1920. Girls were accepted for care at any time during their pregnancy and if the girl wished to place the child following it's birth a home was selected. No case work service was available and the majority of referrals and placements were made by the parish priests in the diocese.

In 1931 this home was closed. A large debt had accumulated and the Bishop saw no way to meet the problem. However the need of service to unmarried mothers and their children was considered a responsibility of the church and could not be disregarded.

A plan was evolved at that time and has continued to the present time under the Bureau of Catholic Charities.

Unmarried mothers are accepted for care and for assistance in planning by the Bureau of Catholic Charities. During the later stages of their pregnancy they are sent to one of the Catholic hospitals in the diocese and remain there until after the birth of their child. During this period a social worker from the bureau works with the girl and completes a plan for her baby. If the child is to be released for placement it is taken to St. Theresa's Babyfold for a period of observation before placement. St. Theresa's Babyfold is not an institution in itself as might be indicated, but is a section of the nursery in the Mercy Hospital which is used for the physical care of the children. The hospital or it's attendants have no responsibility for the placement of the babies and serve only under the direction of the Bureau of Catholic Charities.

The statements which were made regarding the Bureau of Catholic Charities and its supervision are applicable to this section of the report and will not be restated. The Bureau is a licensed child placing agency placed the children of this group, however, the section of the hospital which is reserved as St. Theresa's Babyfold is licensed as a children's boarding home.

1943

17. St. Vincent's Orphanage ----- Davenport

In 1895 Bishop Cosgrove of the Davenport Diocese of the Catholic Church asked a group of French nuns, who had been exiled from their own country because of religious persecution, to come to Davenport and establish an institution for the care of orphaned children.

A private residence was purchased and on August 17, 1895, four sisters of the Congregation of the Sacred Heart began their work with four children. This home was called Sacred Heart Asylum.

In March of 1896 conditions in France had changed and the sisters were recalled. The Bishop then asked the Sisters of Humility of Ottumwa to take over this work and they have been responsible for the supervision of the institution since that time.

The location soon proved too small and the present St. Vincent's, a three story brick building, was constructed on a tract of land purchased for this purpose. This building was completed in October of 1897 and was enlarged to twice its size in 1902, and additional space was provided for a laundry in 1907. The present St. Vincent's is a modern, well equipped building, located on 60 acres of land.

The capacity of St. Vincents is one hundred children, but the population has been kept well under the number for many years. At the present time St. Vincents is a progressive institution for children. Intake to the agency and placements are made through the Bureau of Catholic Charities. The physical care of the children in the institution is very good and the educational advantages are superior. The school in this institution is of such standard that children from private families in Davenport attend the school at the institution because of the superior teaching of this group of sisters. The sisters at the institution have a very social viewpoint which we feel could be strengthened by the case worker. It is our feeling that the case worker does not spend the time or put forth sufficient effort with children in the institution or in helping the sisters to understand their problems. It is also our feeling that older children remain in this institution for too long periods and

82

that more effort should be placed on arranged foster home placements either on a permanent or boarding home basis for these children. We feel that this institution has real possibilities which could be developed to a marked degree by more intensive supervision. Although it is desirable to have a certain phase of the supervision of the agency come through the case worker it may be necessary in this instance for the consultant to give some help in a more direct manner.

This institution is a part of the Bureau of Catholic Charities and the report relative to the record is the same as that recorded for that agency.

1943

18. Quakerdale Farms ----- New Providence

About 1856 Josiah White, a member of the Friends' Church, provided in his will for the establishment of two manual labor institutes. One in Indiana, the other in Iowa. These institutes were to provide care and training for needy children, Indian, white, and negro. The Iowa institute was established by the Iowa Yearly Meeting of the Friends' Church in 1856 on a large farm near Springdale, Iowa, and referred to as the Salem institution. It continued operation at this location until 1930. The location was unsuitable and the trustees were never satisfied with the type of service which they were able to give. Due to the lack of state facilities at that time, many very difficult cases were referred to this institution and they were not equipped to handle problems of this nature. A fire which destroyed the dormitory was the immediate cause for the closing of the institution.

The Salem land was not productive and in 1933 a portion of this farm was sold and a tract of land was purchased in Hardin County near New Providence. This farm has been a very productive enterprise and the funds derived from it's operation were held in order that a sufficient fund might accumulate to finance the re-establishment of the service.

The Hardin County farm provides an ideal setting for a modern institution, which was constructed in 1941. Prior to it's construction several conferences were held with the Director of Child Welfare and the final plans were given approval by the Division of Child Welfare and the State Department of Health before construction was begun.

The new building is entirely modern and fireproof. It is an excellent combination of utility, durability, and beauty of design. The building is complete in every detail and the surrounding grounds have been landscaped and afford a beautiful setting for a home of this type.

During the period of construction the consultant from this section worked at length with the trustees of the institute in the development of plans for a sound program for the care of adolescent boys. This service continued following completion of the construction and was a very vital influence in the beginning of the service.

At the request of the board a very direct responsibility was taken by this office in the selection of the first boys to be committed in order to avoid placements which would be difficult for the agency in it's early months and which would not result in the maximum of service to the boys sent there. Every institution is individual in it's purpose and in it's ability to handle specific problems; and for the welfare of both the child and the institution extreme care should be exercised in the intake process.

The supervision has been very close and we have co-operated extensively with the board and the executive. The first superintendent, Mr. Guy Michener, was a very capable person and under his guidance the program developed in a positive manner; however with his resignation a very inadequate arrangement was made which resulted in some very serious problems with the boys in the institution. The consultant gave help during this period and assisted the present superintendent in his orientation to the position. The present superintendent, Mr. Sam McHose, was a previous employee of this department. He has an unusually fine background of training for this position and the natural personal qualities which he possesses should make him a valuable superintendent. We are very proud of the sound organization and gradual development of this agency and feel that the agency is doing a piece of work which is a credit to the memory of the man who made it possible and to the Friends' Church, who are responsible for the continuation of the service.

An evaluation of the agency was completed 5-15-42 by Mrs. Mary Smith, the consultant who has been responsible for the agency since the question of it's re-establishment was first considered. A chronological record of our contacts with the agency is in the file and report of the service given to the agency by the division of accounts and audits also forms a part of the file.

19. Y.M.C.A. Boys' Farm ----- Des Moines

Approximately a year ago we were approached regarding the organization and development of an institution for the care of boys in or near Des Moines. A local citizen wished to give a sum of money for such a purpose and assistance was requested in planning the project. The gentleman had approached the court and had had some contact with the community chest. Considerable advice was given by the department with reference to the present facilities of the community and also in discussion of eminent needs. There was considerable controversy however the money was given to the Y.M.C.A. for the purpose of securing a location and beginning the organization of an institution for the care of boys.

The executive of the Y.M.C.A. conferred frequently with the department regarding possible sites and also to discuss the development of the program. It was definitely indicated that the agency would be operated much after the idea of the camp program of the Y.M.C.A. Group organization and group activity were predominant in their thinking and the individual or case basis of service was secondary. In discussing the proposed home one was constantly faced with the idea that the group was planning a program for a summer camp rather than a year round home for boys-- a home in which parental responsibility and parental ties would be missing and where in addition to recreational and physical development a sense of security and permanence had to be developed in the boys. It was quite evident that the home would be used almost entirely by the court and we feel that it is a serious mistake for a private agency to become too closely aligned with the court or any agency which places large numbers of children. The success of a private agency depends largely on its ability to determine its own purpose and function, establish its own policies and develop a program in line with these policies. If the intake of a small private agency is controlled by another large group the small agency soon loses its own identity and becomes only a branch to give desired service to the other group. This factor has been very dominant in this home and will in the future probably cause some concern.

The board purchased a very nice country estate which was made up of a small farm and equipped with very nice buildings. The location and general plan of the property is well suited to the use which will be made of it.

It was explained early that a license would be necessary for the operation of this institution. There was considerable question relative to the application for a license however it has been received within the past few days.

An investigation will be made of the agency and if conditions are found satisfactory a boarding home license will be issued to the agency. Supervision will be assumed in accord with the provisions of the law and it is hoped that the department will be a real help in the development of this agency.

C. Day Nurseries which are licensed as children's boarding homes.

The responsibility of the Department and the legal sections which refer to this phase of the program are the same as those quoted in Section B of this report.

a. Day nurseries which are operated by organized groups on a community service basis.

During the past year a new problem has arisen in Iowa as well as in every other state in our nation namely the care of the children of mothers who are employed outside of their own homes. Many of these women are employed in war industries and others are taking employment which is available due to the shortage of employable men. We have had several day nurseries in Iowa for many years but their service was limited to the care of children of women who were employed at very low wages and who in most cases were known or cared for partially by other social agencies. With the W.P.A. we had an extensive development of nursery schools, however, the primary purpose of this program was to provide employment for teachers and although the results of the care and training given these children was good that was not the primary purpose of the project and the conditions of entrance were based on economics factors rather than the employment of the mother. With the war and this heavy demands for the production of war materials our economics picture made a rapid change and at the beginning of 1942 we found our child care problems greatly increased and of a very different nature.

The existing day nurseries were faced with a great increase in the demand for service. W.P.A. ^{nurseries} ~~nurseries~~ were converted into nurseries and children's boarding homes.

Prior to this period the day nurseries had not been licensed and our boarding homes were used on a very limited basis and largely under agency supervision. The number cared for in these homes was limited very definitely to preserve the family aspect of the home and the care was in almost all instances on a full time basis.

We did not have a law specifically designed to protect children cared for in nurseries or day boarding homes, however, an attempt was made to secure legislation on this subject in 1943. This attempt failed

but the Attorney General ruled that our boarding home law covered the licensing of day nurseries and day boarding homes and stated that licensing was necessary and the responsibility of the State Department of Social Welfare.

A great deal of time was spent on the development of this phase of the program. Existing nurseries were advised of the necessity of securing a license and applications have been received from all. Evaluations and inspections have been completed and licenses issued to Harriett Ballou Nurseries in Sioux City and to the Ladies Industrial Relief Society Nursery in Davenport. An evaluation of the Catholic Day Nursery in Dubuque is being completed at the present time and the study of the Sunshine Mission Nursery in Cedar Rapids was completed sometime ago, however, the licensing of the agency has not been completed. The Junior Service League Nursery in Waterloo is the only new nursery which has been organized under the auspices of a private group during this period. This agency has been studied but an application for a license has not been received. There have been numerous other agencies of this type developed during the year, however, they participate in the Federal program and are not under the supervision of this department. A brief statement relative to the day nurseries in Iowa which are operated by organized groups and which are under the supervision of the State Department of Social Welfare follows.

1. The Catholic Day Nursery ----- Dubuque

The Catholic Day Nursery has operated as a branch of the Dubuque Bureau of Catholic Charities for a good many years. The nursery is under the direction of a well qualified young woman who is a registered nurse. The need of the community has been satisfactorily met through the facilities of the Nursery but this department has had very little contact prior to this time.

As previously stated, nurseries have not been licensed by this department, but following a ruling by the Attorney General this agency was advised of the necessity of securing a license. The application was immediately forwarded and an evaluation of the agency and its program is in process at the present time. The programs of the other agencies under this Bureau are very satisfactory and if the standards of care given in the nursery are found comparable a license will undoubtedly be issued following an approved inspection by the Department of Health.

2. The Harriett Ballou Day Nursery ----- Sioux City

The Harriett Ballou Day Nursery is better known in Sioux City as the Wall Street Nursery as it is a portion of the program of the Wall Street Mission and is housed in the Mission buildings. The Harriett Ballou Nursery was organized in response to the need of some provision for the care of the children of working mothers and opened in a tent on the Mission grounds in 1914. The nursery later moved into a section of the Mission buildings and operated until 1926 when the Mary Elizabeth Nursery was opened in a new building constructed for this purpose. Miss Emma Anderson who had been superintendent of the nursery assumed responsibility for the administration of the new nursery and the nursery in the Mission was continued under the direction of Mrs. Austin who is still retained as superintendent. Later Mrs. Harriett Ballou, a member of the Home Mission Society of the Northwest Conference of the Methodist Church gave \$2000. for the equipment of a new nursery to be located in Hobson Hall one of the Mission buildings. The nursery as well as all branches of the Mission, is sponsored by the Northwest Conference of the Methodist Church.

The original purpose of this nursery has been retained during the years and although at the present time the nursery participates in the allocation of Lanham Funds to Sioux City their program in this particular phase is limited. They still care for the children of mothers who are employed outside the home other than those considered in essential industry and in most instances the children come from homes of limited income. The nursery is an integral part of the Mission and is maintained strictly in line with the purpose of the mission. Due to this condition the nursery has taken on many responsibilities which are not ordinarily associated with the program of a nursery but more often considered a family agency function.

The agency was advised of the necessity of securing a license and an application was submitted by the president of the board. An evaluation of the agency was completed and a thorough inspection made by an engineer from the Department of Health. On the basis of these reports a license was issued for the operation of the nursery. The agency is willing to accept supervision from the department but to date due to the volume of work in Sioux City agencies the service has been somewhat limited. At the request of the board an analysis of the financial records of the agency was made by an accountant

from the Division of Accounts and Audits. This analysis resulted in the installation of a system of financial recording for the nursery branch of the agency. This service was truly appreciated by the board of the nursery and led to a request by the board of the Mission for an installation covering all branches of their program. The agency was advised of our regret in having to refuse this request as it was pointed out that our service is limited to children's agencies. The service to this agency was very much appreciated by the Sioux City Community Chest which has been profuse in their thanks for all service rendered to Sioux City agencies.

A complete evaluation of the program of the nursery was completed by Mrs. Mary Smith prior to the licensing of the agency and a detailed report of the service given by the Division of Accounts and Audits forms a part of the record.

2. Waterloo Day Nursery ----- Waterloo, Iowa

The Junior Service League of Waterloo in response to the indicated need of facilities for the care of children of working mothers organized a nursery in Waterloo in February of 1943. Considerable assistance was given to League members prior to the organization of the nursery and certain factors relative to the administration of a nursery and the development of a sound, constructive nursery program were carefully explained.

With a great deal of help the nursery was organized and began operation in rooms provided in one of the public schools. A well trained nursery teacher was secured but unfortunately the organizational plan of the League was not conducive to sound administrative procedure. Volunteer service is recognized as valuable only when the administrative organization is well developed and allows for careful supervision. Difficulties began to arise almost immediately the problems being primarily those of personnel. Community responsibility and agency function are not clearly defined in Waterloo social agencies and we feel that this has been a deterring factor in the development of the nursery. The development of community facilities as a force behind the nursery had been somewhat neglected and when difficulties arose the agency did not have the available strength which an organized community group could give.

A preliminary study was made of the project prior to its establishment and directive supervision was maintained for a period following its organization. The agency did not make application for a license although the necessity was explained to the chairman of the board. Difficulties became more serious and at the present time the board is working with representatives of the Federal Agency relative to securing Lanham Funds for the operation of the nursery. If funds are made available through this source it would eliminate our responsibility for supervision. If funds are not provided through this source it will be necessary for us to assume responsibility for supervision and again request that the agency make application for a license to operate.

The preliminary study of the agency was completed by Miss Hartleb in May of 1943 and a chronological record of our service to the agency forms a part of the file.

4. Ladies Industrial Relief Day Nursery ----- Davenport

As stated in the review of the service given by the Ladies Industrial Relief Society a day nursery forms an integral part of the agency program. This nursery has operated over a long period of time but was only recently licensed by the State Department of Social Welfare.

This nursery which has operated on an independent basis provides day-care for the children of working mothers and has not changed the purpose of it's operation even though during the depression period many nurseries changed their programs in order that they might provide work for unemployed women rather than having as their paramount purpose the care and training of nursery age children. Now that there is a decided change in nursery policy and the parents of children seeking admission have adequate income to pay for the care of their children this agency still adheres to it's original policy and renders service to the children of mothers in the low-income group who have not been absorbed into the war industries.

The service rendered by this agency is very good but it is felt that it would be wise to emphasize nursery training for the children. The physical care is good and the children appear happy and contented during the period that they are away from their mothers, however, the actual training of the children is not of the standard found in other similar nurseries and constructive play direction is not available. The nursery itself is attractive and well-kept and the children always have an abundance of play material.

The weakness in this program is recognized as one of personnel and one which will be difficult to correct. The consultant works closely with the nursery phase of the program and it is hoped that eventually adjustments may be made in order to provide the service of a nursery teacher for these children.

5. Mary Elizabeth Day Nursery----- Sioux City

The Mary Elizabeth Day Nursery was organized in Sioux City in 1914. The need for some provision for the care of children of working mothers had been reported and the nursery was organized where it was determined that this was a real need in the community. The original nursery was started in a tent in the yard of the Wall Street Mission which is located in the packing house district in Sioux City. The nursery later moved into the mission building and remained there until 1926 when the present building was completed.

The present building is a large fireproof structure erected for the purpose for which it is used. It is an ideal building meeting all of the requirements of a day nursery and providing facilities for the adequate care and training ~~for~~ ^{of} children of pre-school age. The building is in good repair and is kept clean although sometimes it appears cluttered due to overcrowding and also because of the large supplies of old clothing which are stored in the building.

The original purpose of the nursery is still retained but to this has been added numerous features which are usually associated with community centers and also some service which we usually consider the province of a family welfare agency. The present superintendent was in charge of the original nursery and the activities of the agency centers around her as an individual while the policies of the nursery are largely the outgrowth of her personal philosophy of day nursery service. The board are also members of long standing and are closely aligned with the superintendent in her idea of the administration of the nursery program.

It is quite generally felt, however, that certain steps should be taken to develop the program of the agency. The intake policy of the agency has been questioned as well as the amount charged for the care of children. This of course has only become a problem recently due to increased employment and a decided raise in income to most families in the lower bracket. It is also felt that a nursery school teacher should be added to the staff and that a more definite determination of function and policy be made in line with other community agencies. Day nurseries in Sioux City have embraced certain responsibilities usually taken by other agencies and this has in many instances resulted in duplication of service.

Although the nursery has operated for many years they were not advised of the need of licensing until 1942. An application for a license was submitted and an evaluation of the agency completed. A very complete inspection was made

by an engineer from the Department of Health and specific recommendations made relative to the number of children to be cared for by this nursery. A license was issued on the basis of these reports and notations relative to the number permitted under the provisions of the license are carefully enumerated.

The agency is at the present time participating in the Lanham Fund which was made available through the Federal Government. This has not proven wholly satisfactory and it will necessitate careful supervision of the part of this department if a constructive program of child care is to be established and maintained by this agency. Particular attention should be given to the establishment of a more definite intake procedure, fees should be adjusted in accord with the parents ability to pay and the number of children admitted carefully considered. Help should be given to assist the board in a realization of the need of trained nursery school teachers in a program of the nature.

At the request of the board an analysis of the financial records of the agency was made by an accountant from the Division of Accounts and Audits. This analysis resulted in a request for the installation of a financial record system which was completed and is in operation.

The agency accepts supervision from the department but the superintendent does not use the service in such a way as to help in developing a more constructive program, however, it is hoped that by careful and consistent planning the agency will eventually accept the service of the department in it's entirety in order that the program of this agency may compare with the physical features of the nursery.

A complete evaluation of the agency was made prior to licensing, a comprehensive report by the Health Department and a detailed report of the financial condition and financial record system of the agency forms a portion of the file.

6. Sunshine Mission Day Nursery ----- Cedar Rapids

The day nursery is a part of the Sunshine Mission which was established in 1890 for the purpose of administering to the spiritual welfare of the underprivileged. Religious and missionary services form an important part of the agency program and transient and shelter service have always been a major responsibility of this mission. Other services similar to those found in community centers are available through this mission of which the nursery is a part.

The nursery was developed as a service to mothers who were employed outside their homes and the children attending the nursery have always come from the homes of the low income group. The policy of this agency has not changed with conditions which have developed through the emergency but is still operated as a service to those who cannot afford to pay adequately for the care of their children.

Although it is the desire of the agency to give adequate care and training to the children there is a great deal that could be done to improve this service. A complete evaluation of the agency was made by Miss Bartleb which indicates areas in which improvement should be encouraged. The agency is receptive of supervision and a great deal has been accomplished in the short period in which we have had contact with the agency. Perhaps the most outstanding and constructive factor has been the bringing about of a better relationship between the nursery and other community agencies. The services of the city nutritionist and facilities of the visiting nurses association have been established in Cedar Rapids will very definitely tend to improve the service of this agency. *made available to the nursery and the community source which has been.*

The evaluation of the agency completed in August of 1943 forms a part of the record and the place of the nursery in the community plan of service to working mothers in touched in other reports.

- b. Day nurseries which have been organized and are operated by individuals on a commercial basis.

As previously mentioned the need of working mothers to provide care for their children because a grave problem and in many instances the care provided was as serious as the problem itself. We have only approached this problem but every effort has been made by the Division of Child Welfare to protect the children coming from homes where parents were employed and no adequate supervision was possible during the parents hours of work.

Many mothers did not wish to send their children to the nurseries and in other instances the nurseries were not equipped to meet the problems of certain parents. This, together with the desire of many individuals to increase their incomes led to the wholesale use of unlicensed, unsupervised boarding homes. The larger portion of this responsibility falls to the Foster Home Section of the Division of Child Welfare and we assumed the responsibility only in cases where the number of children cared for exceeded the number specified in the rules and regulations for boarding homes, that is not until they became a small institution.

It was necessary to put almost unlimited time on this place of the program. Many individuals thought that this was a sure way to get rich quick, little realizing the problems or the expense entailed in the care of a group of children.

In some instances after careful discussion of the factors involved in the development of a project of this nature the idea was abandoned, in others nurseries were established but were later closed when the problems became acute. Several of the nurseries which were started on a less pretentious basis have been licensed and are operating satisfactorily. We are also in the process of licensing several nursery schools which prior to this period operated strictly as the name implies and were concerned primarily with training nursery age children. During this period they have changed their policy and are providing care for children whose parents are employed thus taking on the day nursery aspect of the service rather than the nursery school program as had previously been the purpose of the project.

Many visits were made to homes caring for children and although we have had a measure of success we feel that there is still a great deal to be done with this phase of the program. The major portion of this problem which

we have reached is centered in Des Moines and has been a drain on the time of the consultant whose responsibilities in this area are already far too heavy.

A great deal of time has been spent on the homes which are listed and detailed reports of our evaluation and inspection of the home are available in the individual file together with a chronological record of the consultants contact with the home. It is to be noted that a great deal more time was frequently spent with homes that were not licensed than with those whose applications were accepted.

1. The Alsbury Home In Mason City has been used for various purposes for sometime but has now been licensed as a day-care boarding home.
2. The Bates home in Des Moines was established on a very pretentious scale as a money making venture but closed due to lack of patronage.
3. The Byrum home in Des Moines has operated as a nursery school for sometime. The evaluation indicates that the service given by this home is good and a license will be issued if approval is given by the Department of Health.
4. The Cleverly Home in Maxwell has been licensed as a day-care boarding home.
5. The Dell Nursery has operated in Des Moines for some time as a nursery school. The evaluation shows that this home is superior in the type of care and training which it gives and will be recommended for a license if approved by the Department of Health.
6. The Espeset Nursery in Cedar Rapids was licensed by this department but closed due to the fact that the strain of the work was too difficult for the operator. This was a good nursery and we regretted it's closing.
7. The Eubanks Nursery has operated in Des Moines for sometime. This school does not have the trained staff which is available in the Dell and Byrum Nurseries but will be recommended for a license for a small number of children if approved by the Department of Health.
8. Mrs. Albert Miller operates a small nursery in her home in West Des Moines which has been licensed by this department.

9. Mrs. Walter Mueller operated a nursery in her home in Des Moines. Although the care given these children was average their was opportunity for improvement particularly with reference to health supervision and constructive habit training. Mrs. Mueller closed her home as she felt that she could earn a great deal more money by accepting employment outside of her home and with a great deal less effort on her part.
10. Mrs. Mae Stripe operates a small nursery in her home. Her home will be recommended for licensing if approved by the Department of Health.

D. CHILD PLACING AGENCIES

It is the responsibility of the State Board of Social Welfare to license and inspect private child placing agencies, make reports regarding the same, and revoke such licenses. The section in the code which pertains to this phase of the program and by which our supervision of the agencies is directed follows:

Chapter 181.5

3661-072. "Person" and "agency" defined. The words "Person" or "agency" where used in this chapter shall include individuals, institutions, partnerships, voluntary associations, and corporations, other than institutions under the management of the board of control or its officers or agents.

3661.073. "Child-placing agency" defined. Any agency, public, semipublic, or private, which represents itself as placing children permanently, or temporarily in private family homes or as receiving children for such placement, or which actually engages, for gain or otherwise, in such placement, shall be deemed to operate a child-placing agency.

3661-074. Power to license. The state board of social welfare is hereby empowered to grant a license for one year for the conduct of any child-placing agency that is for the public good, and is conducted by a reputable and responsible person.

3661-075. Granting of license conditional. No such license shall be issued unless the person applying shall have shown that he and his agents are properly equipped by training and experience to find and select suitable temporary or permanent homes for children and to supervise such homes when children are placed in them, to the end that the health, morality, and general well-being of children placed by them shall be properly safeguarded.

3661-076. License required. No person shall conduct a child-placing agency or solicit or receive funds for its support without an unrevoked license issued by the state board of social welfare within the twelve months preceding to conduct such agency.

3661-081. Revocation of license. The state board of social welfare may, after due notice and hearing, revoke the license:

1. In case the person to whom the same is issued violates any provision of this chapter;
2. When in the opinion of the state board of social welfare such agency is maintained in such a way as to waste or misuse funds contributed by the public or without due regard to sanitation or hygiene or to the health, comfort, or well-being of the child cared for or placed by the agency;
3. In case of violation by the licensee or his agents of any law of the state in a manner disclosing moral turpitude or unfitness to maintain such agency;
4. In case any such agency is conducted by a person of ill repute or bad moral character;
5. In case said agency operates in persistent violation of the reasonable regulations of the state board of social welfare governing such agencies.

3661.087. Rules and regulations. It shall be the duty of the state board of social welfare to provide such general regulations and rules for the conduct of all such agencies as shall be necessary to effect the purposes of this chapter and of all other laws of the state relating to children so far as the same are applicable, and to safeguard the well-being of children placed or cared for by such agencies.

3661.088. Forms for registration and record. The state board of social welfare shall prescribe forms for the registration and record of persons cared for by any child-placing agency licensed under this chapter and for reports required by said state board of social welfare.

3661.089. Duty of licensee. The licensee shall keep a record and make reports in the form to be prescribed by said state board of social welfare.

3661.090. Inspection generally. Officers and authorized agents of the state board of social welfare may inspect the premises and conditions of such agency at any time and examine every part thereof; and may inquire into all matters concerning such agencies and the children in the care thereof.

3661.091. Minimum inspection-record. Said officers and authorized agents of the state board of social welfare shall visit and inspect the premises of licensed child-placing agencies at least once every six months and make and preserve written reports of the conditions found.

3661.092. Other inspecting agencies. Authorized agents of the state department of health and of the local board of health of the city, village, or town in which a licensed child-placing agency is located may make inspection of the premises.

3661.093. Licensee to aid inspection. The licensee shall give all reasonable information to such inspectors and afford them every reasonable facility for obtaining pertinent information.

3661.094. Annual report. Every such agency shall file with the state board of social welfare during the month of January of each year, an annual written or printed report, which shall show:

1. The number of children cared for during the preceding year;
2. The number of children received for the first time and the number returned from families;
3. The number placed in homes;
4. The number deceased;
5. The number placed in state institutions;
6. The number returned to friends;
7. The number and names and number of months of each of those attending school;
8. A statement showing the receipts and disbursements of such agency;
9. The amount expended for salaries and other expenses, specifying the same;
10. The amount expended for lands, buildings, and other investments;

11. Such other information as the state board of social welfare may require.

3661-101. Reports as to placements. Every month every child-placing agency licensed by the state board of social welfare shall report to the state board of social welfare the names of all children placed out by the agency since its preceding monthly report, together with the name and address of the person with whom each child has been placed, and such other information regarding the child and its foster home as may be required by the state board of social welfare.

3661-102. Inspection of foster homes. The state board of social welfare shall satisfy itself that each licensed child-placing agency is maintaining proper standards in its work, and said state board of social welfare may at any time cause the child and home in which he has been placed to be visited by its agents for the purpose of ascertaining whether the home is a suitable one for the child, and may continue to visit and inspect the foster home and the conditions therein as they affect said child.

3661-103. Authority to agencies. Any institution incorporated under the laws of this state or maintained for the purpose of caring for, placing out for adoption, or otherwise improving the condition of unfortunate children may, under the conditions specified in this chapter and when licensed in accord with the provisions of this chapter:

1. Receive neglected, dependent, or delinquent children who are under eighteen years of age, under commitment from the juvenile court, and control and dispose of them subject to the provisions of this chapter;
2. Receive neglected, dependent, and delinquent children under twenty-one and over eighteen years of age, under commitment from the juvenile court, and control and dispose of them as in this chapter provided;
3. Receive, control, and dispose of all minor children voluntarily surrendered to such institutions.

At the beginning of this biennium, we had eighteen children's agencies in Iowa which were licensed to place children in private family homes, both on a temporary or a permanent basis. We regret to say that the placement standards of many of these agencies were very low and that individuals responsible for such placements were not qualified to render the type of service which they were purported to give. Unfortunately, many very bad placements have in years past been made by Iowa agencies. Placements which not only brought mistreatment of children but, on the other hand, placements which brought great sorrow and unhappiness to the families who accepted these children into their homes. A study of records in certain of these institutions was horrifying. Placements were made in good homes of children who had very questionable backgrounds. In some instances, no attempt was made to learn of the hereditary factors which might be present in the child's background, while in other cases, known factors were totally disregarded in making the placement.

To illustrate this point, we will give a specific instance. A child was accepted for care in an Iowa institution, on the investigation made by the county welfare director of an Iowa county. The record indicates that the child was the illegitimate son of a white woman and a colored man. The correspondence covering an extensive period of time shows that the superintendent of the institution collected board from the county, and stated that the child could not be placed because of the very noticeable development of negroid features. Later the depression came to Iowa, and the county was unable to continue the board payments. One letter indicates that the county's warrant for payment of the child's board was returned to the institution unpaid. When the payments were discontinued, the attitude of the superintendent changed completely, and a definite placement plan was formulated. This boy, son of a negro father, was placed in the home of a prominent northern Iowa dentist, whose wife and himself were of Scandinavian parentage.

During the past few years, a great deal of improvement has been made in this phase of the work which falls under our supervision. Several agencies voluntarily withdrew their license because of inadequate

personnel to carry on a creditable type of service, and in others there has been a complete reorganization of the agency in order to enable them to meet placing standards. The integration of certain agencies under one central bureau, where the placement service is under the direction of well qualified social welfare workers, who have established very high standards of service, has eliminated many of these problems. At the beginning of this period very few of the agencies had trained personnel, however the picture has changed radically and at the present time we have only one child placing agency which does not employ a full-time case worker as a regular member of their staff. The degree of training of these workers varies but in most instances is satisfactory. Due to the shortage of social workers we have had many requests to assist agencies in securing workers, on which we could be of no help.

The consultants have worked untiringly to develop higher standards in child-placing agencies. The service given to agencies in the preparation of a child for placement has been extensive. Assistance and guidance in the selection and evaluation of foster homes has been a major responsibility of the agency consultant and we have noted a marked change in the understanding which agency personnel have of the positive and negative factors in foster homes. The necessity of careful selection of homes to meet the needs of individual children has been given attention, together with suggestive help as to the preparation of both the foster parent and the child for placement. The necessity of good foster home supervision has been stressed in our supervision of agencies. In cases of adoptive placement good practice has been stressed and the legal aspect of the process explained in detail. It is our hope that by careful and painstaking supervision that the bad placements will be eliminated and that irregular procedures will be corrected.

A short history of the child-placing agencies under our supervision and an explanation of the service which we have rendered during the period covered by this report follows.

a. Child Placing Agencies which do not maintain a receiving home.

1. Bureau of Catholic Charities --- Davenport

The Bureau of Catholic Charities, Davenport, Iowa, is the agency which coordinates the Catholic social work in the diocese of Davenport. This diocese includes twenty-two counties in the southeastern section of the state and is one of four similar groups in Iowa. The Bureau of Catholic Charities was established in 1929 as a child-placing agency and an agency for the promotion of Catholic welfare work in the diocese; however the care of Catholic children in an institutional setting had been a responsibility of this diocese for over thirty-five years. (A brief history of the development of St. Vincent's Orphanage is found in the record of that institution).

The organization of this bureau is in line with a rather widespread plan which is being developed throughout the country. Due to the fact that a great many of the earlier institutions for the care of children were religious in character we find many Catholic institutions scattered throughout the country. These institutions were started by various groups of nuns or brothers and in most instances operated on an independent basis. They financed their work through gifts from benevolent individuals and frequently certain members devoted their entire time to the solicitation of funds. As welfare work became more organized and as the duplication of certain types of service, along with the lack of other services of equal importance became evident, it was considered advisable to organize all Catholic charity in a given diocese under one head and to develop a more complete program of welfare for those needing assistance. It was also felt that the standards of care and training could be developed in a more constructive manner and that a better system of financing could be established. A National Catholic Charities was active in the guidance of these diocesan groups.

The Davenport Bureau assumed responsibility for St. Vincent's Orphanage, but is also responsible

for the care of unmarried mothers and their children, gives care to children in their own homes and operates a foster home program for children who are in need of this type of care. Monsignor Martin Cone is the director of charities in the Davenport diocese and Miss Ethel Garside, who was an exceptionally fine social worker, was responsible for the program through a number of years. She was succeeded by Rev. Wm. Snell who was replaced by the present executive, Miss Louise Boehm, in August of 1942.

In the early period of this division in the State Welfare Department a great deal of time was spent in connection with the work of this agency and the reports prepared give a very complete picture of the agency. The consultant who was responsible for the supervision of the agency had been a previous staff member of the bureau and was thoroughly familiar with its organization and development.

During the year and one-half that this agency was under the supervision of Miss Mauk very little was accomplished with the agency and no reports are available. During the first part of the period covered by this report there was very little service given to the agency due to the fact that a consultant was not available in this area. The supervisor made several trips to Davenport on emergent situations but a constructive working relationship was not developed until Miss Hartleb was assigned to the agency in October, 1942. During the past year Miss Hartleb has given a great deal of service.

It is our feeling that the standards of the agency became very much lower following Miss Garside's resignation and that it will require constant conscientious supervision to bring the agency back to its former standards. Father Snell was not receptive of supervision and on the other hand was unable to give supervision to his staff. Father Snell was not known by other Catholic priests in Iowa who held similar positions, which was regrettable as they no doubt could have given

him the help which he needed. Miss Boehm accepts supervision but is not conscious of many of the factors which are necessary in the development of a sound children's program. She is active in the recently organized State Bureau of Catholic Charities and, as the president of this group is a very well qualified person, who has exceptionally high standards, she will undoubtedly develop by her association with the group.

The early records of this agency are very complete and although no evaluation has been made in accord with our present outline, the majority of the material is incorporated in the file. The chronological over a long period was not completed; however the work during the past year has been systematically recorded.

2. Bureau of Catholic Charities ---- Des Moines

The Bureau of Catholic Charities is responsible for the Catholic social work in the Des Moines diocese, which is made up of twenty-two counties in southwestern Iowa and was incorporated in 1926. The Des Moines Bureau offers a well-rounded social work program, however, its service is not as extensive outside of the city of Des Moines as would seem advisable. The bureau offers both family and children's service -- the Christ Child Home offers institutional care for children from infants to five years of age -- no institutional care is available for older children but a foster home program has been developed. This agency accepts responsibility for the care of unmarried mothers and their children and also gives case work service and supervision to Catholic children in their own or relatives' homes. Family service is available to families in Des Moines only and the supervision of children in their own homes is also confined to this area.

The Bureau of Catholic Charities is under the supervision of the Bishop of Des Moines and has a board made up of lay members. The Bureau of Catholic Charities is a member of the Des Moines Community Chest and receives a sizable budget from this agency which justifies the large portion of service given in the community. Contributions are also received from the diocesan funds and considerable income is derived from board paid for children both by individuals responsible for their care and by the counties or courts which have committed them to the custody of the agency.

The children's division of the agency accepts for care only Catholic children from the Des Moines diocese--occasionally a protestant child is accepted for temporary care on an emergency basis at the Christ Child but this is not the usual procedure. The agency accepts permanent custody of the children who are to be placed for adoption and makes placements of these children in Catholic homes. The agency

2. Bureau of Catholic Charities ----- Dubuque

The Bureau of Catholic Charities of the Archdiocese of Dubuque was organized in October of 1930 and incorporated the following year. This Bureau is responsible for the social welfare of the Catholic people in the Dubuque diocese, which is made up of the thirty-two counties in northeastern Iowa. Prior to the organization of this Bureau the numerous Catholic institutions in Dubuque operated on an independent basis. This group included St. Mary's Orphan Home, St. Theresa's Babyfold (an institution for the care of unmarried mothers and their children) the Catholic Day Nursery, the House of the Good Shepherd and a family relief agency which was operated by the St. Vincent de Paul Society. With the organization of the Bureau all of these agencies maintained their separate identities but became a part of an integrated program under the supervision of the Director of Charities. The only agency which is not a definite part of the charity organization is the Convent of the Good Shepherd, and although the diocesan charity fund contributes to its support it is not a part of the Bureau.

Following its organization the Dubuque Bureau of Catholic Charities, like other similar agencies, operates both a family and a children's bureau. St. Mary's Orphanage operates as a child caring agency, the responsibility for the agency resting with the Bureau, although the Franciscan sisters operate the home. There was a change in the program of care for unmarried mothers. No maternity home is maintained but unmarried mothers are accepted for care and planning. Maternity care is provided in one of the Catholic hospitals in the diocese and the babies are placed in St. Theresa's Babyfold, which is located in Mercy Hospital in Dubuque. The placement program of both of these agencies is centered in the Bureau. The Catholic Day Nursery continues to operate in the same manner, however, intake to the nursery is managed through the Bureau. The family relief work is also centered in the Bureau, but we are responsible only for the supervision of the children's program.

has no maternity facilities for the care of unmarried mothers so girls accepted by the agency are referred to other homes for maternity care and the agency accepts responsibility for the social planning with the mother and for the child.

The agency is under the direction of a priest, Rev. F. T. Zuch, who is trained in the field of social work. He is assisted in the children's department by two children's workers, who are responsible for the acceptance of all children's cases and assume responsibility for case work service to children and make investigations and supervisory calls in connection with placements.

The supervision of this agency has been most inadequate. Prior to January of 1941 a good many contacts were made with the agency which are recorded in a brief summary prepared by Miss Mauk who was responsible for the supervision of the agency during the year of 1940. Mrs. Bryan took over the supervision in September of 1941 and continued until September 1942. Mrs. Bryan had a good many contacts with the agency during this period, however, a great deal of the service was on an individual case basis and is not recorded in the agency record. Mrs. Driver was assigned the supervision of this agency in October of 1942, however, as has been previously explained, due to the volume of service required by other agencies she has not been able to give service to this agency. The supervisor has given some help on individual situations and a good many conferences and telephone conversations have been held with this agency. They are receptive of supervision but we have been unable to meet the need which is manifest.

The agency has been cooperative in every way and has submitted the required records and reports in an accurate and prompt manner. This agency is licensed as a child-placing agency and the Christ Child Home, which is under its supervision, is licensed as a children's boarding home.

The agency is supported by funds collected through an annual drive in all parishes in the diocese. They are not members of the Dubuque Community Chest and other than the amount raised from the care of children, they depend entirely upon the proceeds of this annual collection for funds.

In addition to the institution program, the agency conducts an extensive foster home program. The placements, other than adoptive placements, are limited to free and wage home as no boarding home program has been developed.

The Director of the Bureau of Catholic Charities in Dubuque is an outstanding person. He is a graduate of a school of social work and has established and maintains very high standards for the agency under his supervision. In addition to the Director, the children's department employs two fully trained children's workers.

The supervision of this agency has been most unfortunate. Early contacts were constructive and the supervision of the department was accepted. However, during the year of 1940 a very unhappy situation arose and the agency thoroughly rejected the consultant who was attached to the agency. The records which are a part of the agency's file could leave no question as to the cause of the agency's attitude. The consultant was removed, but unfortunately it has taken a full period covered by this report to bring the agency to the place where its relationship to the state department is on a cooperative basis. Miss Hartleb has assumed responsibility for the agency and at the present time it is our feeling that a helpful working relationship has been established which will lead to a more constructive program of care.

The Director of this Bureau, Reverend Raymond Duggan, is president of the State Conference of Catholic Charities, which was organized

last spring and we feel that he will be a very positive factor in developing a higher standard of care for Catholic children in the state.

All requested reports are received from this agency and are prepared in an accurate manner. An evaluation of the agency was written, however, it would appear advisable to have it revised as the evaluation in the folder is definitely colored by personal opinion. During the period following Miss Mauk's resignation ~~as consultant~~ no consultant was assigned to the agency until Miss Hartleb assumed the responsibility. The supervisor called at the Bureau on individual cases and gradually matters relative to the agency and its relationship to other agencies were discussed. The new consultant was introduced to the agency several months ago and there is every indication of a satisfactory adjustment.

The Bureau of Catholic Charities is a licensed child placing agency. St. Mary's Orphanage, St. Theresa's Babyfold, and the Catholic Day Nursery are being licensed as children's boarding homes.

4. Bureau of Catholic Charities ----- Sioux City

At the beginning of the period covered by this report there were three Catholic children's agencies in Sioux City; St. Anthony's Home, an orphanage for school age children, St. Monica's Home, a maternity home for the care of unmarried mothers and their children, and the Convent of the Good Shepherd, an institution for delinquent girls. A careful analysis of the situation indicated that there was a real need for the coordination of these agencies as each one operated on an independent basis. These agencies did not have advisory boards but the sisters assumed the full responsibility for the administration of the institutions. The agencies had women's guilds, which were referred to as boards, but their function was entirely to raise money for the institution and they had no voice in its management. Previous experience with the Charities Bureaus in the other three Iowa diocese of the Catholic Church (all of which are under the supervision of the Division of Child Welfare) pointed out the value of this type of organization.

Monsignor Edward J. Smith was the Diocesan Director of Charities for the Sioux City diocese but prior to this time his title had been nominal and his duties had been of an individual nature and had been concerned primarily with financial counselling with the Catholic hospitals in the diocese. A call was made to discuss the work of the agencies with Monsignor Smith and he immediately solicited the service of the Department in meeting some of the problems which had recently come to his attention.

The Sioux City Community Chest had for many years given large grants to these institutions and they were not satisfied that their funds were being expended as wisely as they wished. They felt very definitely that these agencies needed advisory boards to assist in their financial planning and they were particularly disturbed over the conditions in the Convent of the Good Shepherd. They had recently cut \$1000.00 from the budget of this institution and the sisters had applied to Monsignor Smith for assistance in having the sum restored. He was aware of their financial condition and had organized a small group of influential men to help him raise money for the convent. It was evident, however, that the financial management of the agency was most inadequate and that a study of the agency should be made to determine the cause of their precarious financial condition and to make the necessary adjustments in order that they might continue operation in a solvent manner.

Out of this contact came a request for a study of the agency and its policies and a study of the financial records. Their studies were begun and the results which are recorded in the files of the agency indicated the need of reorganization of the program and its operation.

For some time the department had been active in the supervision of St. Monica's Home. Many changes had been made in the home and case work service had been available for some time. At this particular time the agency was particularly disturbed over their inability to secure a social worker to replace the one who was resigning, and had asked the assistance of the State Department in securing a qualified person.

This all pointed to the need of a coordinated service, and after numerous conferences it was decided to develop a case work program at the convent and to combine it with the service which had already been established. Although this was not a Bureau of Catholic Charities, as organized in other diocese, it was given that name. It was in reality the providing of social service to the two agencies under the supervision of one board. This plan met with approval but it was necessary to secure a strong worker who would be capable of organizing the program. Miss Mary Meersman, who was a member of the staff of the Division of Child Welfare, was loaned to the agency for this purpose. Miss Meersman did an exceptionally fine piece of work, and, although the problems were many and the progress discouraging at times, the end result was good.

St. Anthony's, the other Catholic institution, was not a part of this agreement; however, service was given to this agency as requested. They soon appreciated the type of service given by Miss Meersman and she rendered a great deal of service to the agency on problems relative to admission and discharge, as well as on individual problems which arose within the agency.

A second worker was paid by the agencies and assumed the responsibility for a portion of the work under Miss Meersman's supervision. When Miss Meersman joined the W.A.V.E.s, the agency itself secured the service of a very well qualified worker and until September of this year the State Department furnished the service of a worker-in-training.

116

The agencies became more anxious for a more formidable type of organization and in the spring of 1943 plans were completed for the organization of a Bureau of Catholic Charities in the Sioux City Diocese. The agency has been incorporated and plans have been developed for the ~~organization~~ of the program.

This organization has required a great deal of assistance from the Department and was demanding on the time of the Director, the supervisor, and the consultant, to say nothing of the time which was given by the accountants from the Division of Accounts and Audits (Record of their work is included in the reports of the individual agencies). However, in spite of these demands, the work accomplished has been a real satisfaction to the agencies and to the Sioux City Community Chest. This was truly a demonstration service as the program has been carried on as planned with the agency assuming full responsibility for the financial obligation incurred by its operation.

There is still a great deal of work to be done with this agency but with help and guidance they should develop in the same pattern as those bureaus similar in character which have been in existence for some time.

The records include an account of the organization of the bureau and a progress report written by Miss Meersman. Other reports are found in the file of the individual agencies.

8. Family Service League ----- Waterloo

The Family Service League is an agency which has been in operation in Waterloo since 1892. This agency has gone through a long period of transition and has developed into a private family welfare agency whose standards entitle it to membership in the Family Welfare Association of American. Although the major portion of the program is in the field of family welfare the agency has for many years accepted some children's cases which required placement outside the child's own home. For years past they have used some boarding homes and have placed children in free and work situations although they have not for a number of years placed children on a permanent basis.

In accord with the terms of our law any agency placing children either permanently or temporarily must be licensed as a child placing agency. The Family Service League was advised of the necessity of securing a license and an application was made by their board.

A careful study of the agency, its organization and development was reviewed and it's present program evaluated although it was definitely felt that the quality of service rendered on children's cases was not of the standard established by most of our Iowa agencies we felt that it was advisable to license the agency and then through careful well planned supervision to raise the standards to the desired level.

Supervision of the agency has proven very difficult and we have been able to accomplish very little of a constructive nature during the period of our responsibility. The agency appears to have no well defined function and frequently the time and energy of the staff is dissipated in some project of little value while their own service is neglected. The standards of service are haphazard and the program itself is poorly planned and carelessly operated. The board are not aware of the inconsistencies of the program and it has been impossible to approach them for possible interpretation. The source of the difficulty is very evident and there can be little hope of adjustment without a change of executive authority.

A very fine evaluation of the agency was made by Miss Eleanor Hartleb and plans were laid for the development of a constructive program of supervision, however, the consultant has been somewhat rejected by the agency and progressive development is questionable at this time.

6. The Iowa Children's Home Society ----- Des Moines

The Iowa Children's Home Society is one of the older children's agencies in Iowa. It was founded by a group of ministers in Davenport in 1888 and the purpose of the agency was to protect children who were being transported from the east and placed promiscuously in Iowa. The agency moved to Des Moines in 1897 and a temporary nursery established in Union Park. Later a building was constructed and was used as a receiving home.

This agency followed the trends manifest in other institutions and finally developed a foster home program closing the institution which had been used for well over twenty-five years. Originally only adoptive and free homes were used by the agency but it later became necessary to develop a boarding home program as the available supply of free homes was greatly lessened by the change in our manner of living and economic conditions.

This agency for many years was recognized as one of the outstanding children's agencies in the state and the standards of care as well as the quality of it's placements were considered superior.

The supervision of this agency was at a minimum due to the close relationship which existed between the agency and the department. Reports were received as required and cooperation was given in all phases of the state program.

Early in 1942 a request was made for an evaluation of the service of the agency by the State Department of Social Welfare. This evaluation was completed and a report of the findings made to the board of the agency. In submitting the report certain very definite suggestions were made in line with the development of a more effective program for the agency. A preliminary review of the financial record indicated the need of a more intensive study not only of the system of financial records but the methods used in their operation. At the request of the financial committee of the board a complete analysis was made of the records and a modern system of accounting records installed.

It was suggested that the agency review it's policy of collecting funds throughout the state particularly with reference to the interpretation of the program which has been given by the solicitor. This suggestion was

taken by the board and resulted in a careful study of the plan which had been in use as well as the consideration of other plans which might be substituted.

The study indicated inadequacy of personnel but the primary difficulty seemed to lie in the failure to assign a person to assume responsibility for the intake of the agency and the lack of case-work supervision. With the changes in the administration of the agency which took place sometime following the completion of the study of the agency both of their situations were corrected together with other desirable changes in the case-work staff. A case-work supervisor has recently been employed and we feel that this as well as the other changes will greatly improve the quality of service given by the agency. It was also recommended that the agency formulate and adopt standard personnel policies as it was felt that in addition to being a necessity in every well organized agency it would eliminate many of the difficulties which had been evident in the past. The changes in personnel in this agency have been effective and the agency has established policies and procedures which will lead to a strong program of child welfare in the state.

One of the weak points in the program of the agency was the fact that a receiving home for the study of children prior to placement was not available. Many replacements were indicated on the records and this proved a serious factor in the adjustment of children under care. It was recommended that the agency consider the establishment of a small receiving home but it was definitely felt that considerable time would be required to bring about an improvement of this nature. It had also been recommended that the agency at sometime consider moving the offices of the agency to a more central location. At the present time, far in advance of any date which we had considered possible, the agency is moving its office to a central location and converting the house which was previously used for an office into a receiving home. Both of these developments are real factors in the constructive growth of the agency program.

Other suggestions were made which dealt with the actual case-work program of the agency and we have been very happy to learn of the immediate attention which was given recommendations of this nature and to note the changes in the program which are far more progressive and extensive than we had even considered possible.

On the whole this agency has in the past year made remarkable strides in the development of an outstanding program for the care of children which will be a credit

to the name of the agency which has been so highly esteemed over the years, a strong factor in the program of child care developed by agencies who derive support from the Des Moines Community Chest and a real force in the development of a state-wide children's program which will insure adequate care for children who must find refuge outside their own homes.

A complete evaluation of the agency is on file in the record together with a detailed report of the service rendered to the agency by the Division of Accounts and Audits. The cooperation given by this agency has been very good and the appreciation of it's board for service rendered during the re-organization of their program has been expressed on frequent occasions. All records and reports are received as requested and are accurate and complete.

1. The Ladies Industrial Relief Society ----- Davenport

The Ladies Industrial Relief Society, like the Family Service League of Waterloo which has been briefly reviewed in a previous section of this report; is one of the oldest agencies in the state. The agency was organized in 1849 and has gone through a period of transition from its original purpose of humanitarian service to travelers on their pioneer treks to the west to charitable work with disabled and needy soldiers engaged in the Civil War through a period of relief service during the panic period 1872 and a period of service as an industrial home and school for girls. This agency changed it's program to meet the current needs of the community and at the present time is a well organized family welfare society. The agency also operates a program for the rehabilitation of physically handicapped persons and it's program is closely aligned with the state and federal rehabilitation program. A day-nursery operated in the building which houses the other diversions of the agency program is an integral part of the program and has been in operation for a good many years. In connection with the family program considerable service to children has developed in this agency originally through care in their own homes but more recently service has been rendered to children who of necessity have been removed from their homes and have been placed in boarding homes.

It was explained to the agency that a license was necessary when their program was concerned with the placing of children. An application was immediately made and an investigation and evaluation of the agency completed by Miss Hartleb who is responsible for the service to the agencies in this area.

The study is complete in every detail and indicated that the agency was operated in a creditable manner and maintained as a real service to the community in which it is located. The function of the agency is definitely established and all work of the various departments is directed toward to accomplishment of it's purpose. The quality of the childrens work done by this agency was known through previous service to the agency and there was no question as to the desirability of issuing a child placing license to the agency.

The supervision of this agency has been consistant and the relationship between the agency and the supervising department is on a constructive, helpful basis. The consultant frequently receives requests for service from the agency

122

and the service given appears to be genuinely appreciated.

The evaluation of the agency is available in the file and the chronological record of our supervision of the agency is in the process of being completed. Due to the recent licensing of this agency reports have not been received, however, it is recognized that interpretation is needed in this regard. The preparation of the annual financial report required by law will be quite difficult for this agency, due to the various phases of the agency program, and it is suggested that help be given to the agency by a representative of the Division of Accounts and Audits prior to the date of filing the report.

8. Lutheran Welfare Society ----- Des Moines

The Lutheran Welfare Society was incorporated in February of 1939 and at the present time operates a state-wide child-placing agency with branch offices located in Sioux City, Council Bluffs, Fort Dodge, and two branches with headquarters in Mason City. This agency was the outgrowth of a committee on child welfare of the Iowa Conference of the Lutheran Augustana Synod which was appointed in 1936.

As a result of the study of this committee it was determined that the principle of social case work was essential for adequate child welfare work and that a foster home program for children was preferable to institutional care. It was further agreed that work of this nature could be more economically and effectively done by the joint effort of several of the existing Lutheran agencies.

For this purpose a meeting was called in October of 1938 and formulated plans for the organization and development of the society which was to be patterned after similar agencies in Wisconsin, Minnesota and North Dakota. This meeting was attended by representatives of the United Lutheran Church, the Norwegian Lutheran Church, the American Lutheran Church, the United Danish Lutheran Church and the Lutheran Augustana Synod.

It is difficult to give a report of the development of this society as the record does not contain any information concerning the relationship of the state to the organization during the first two years of its activity. Material submitted by the agency which includes copies of the articles of incorporation, policies governing the agency, the tentative constitution and a historical review prepared by the agency form a part of the file.

Although many conferences were held during this period at which a representative of the Division of Child Welfare was in attendance, the record of these meetings is not available. Some very general suggestions were made prior to the determination of the program of the agency and a brief record of the relationship of the department to the closing of the Stanton Home is included in the record.

At the beginning of the period covered by this report a very unsatisfactory relationship existed between the state department and the Lutheran Welfare Society. It

is regrettable to note that this condition is not noticeably improved and the agency operates on a very independent basis. We feel that we know very little about the administration of the agency but are more aware of the care given to individual children under the supervision of the branch offices. The agency has been successful in securing the services of several very fine case workers and it is our feeling that the quality of their service to children is good.

We question the intake policies of the agency and their methods of transferring children from one branch to another. The agency does have goodhomes and it is felt that the church is a large factor in developing this phase of their program.

Reports received from this agency are most unsatisfactory but we have been unable to develop a constructive relationship with the agency in order that these negative phases of their program might be corrected. On specific requests regarding individual cases courteous cooperative help is given but so far as the general policy of the agency and its operation is concerned we have made no headway toward a working relationship. This is an unfortunate situation as the agency is large and equipped to do a very creditable piece of work which would be strengthened by a cooperative relationship with the supervisory department.

As previously stated, no record of the early relationship of the Division of Child Welfare to the agency is available. The chronological record of the consultant's relationship to the agency is incorporated in the file and intra-office communications cover some of the specific problems which have developed. The correspondence file of this agency is very extensive and contains information which indicates the relationship of the department to the agency.

9. Jewish Social Service ----- Des Moines

The Jewish Social Service has operated in Des Moines for many years as a family welfare society. They have assumed responsibility for the care of Jewish children in their own homes but children who were of necessity removed from their parents' care were sent to Bellefaire, a Jewish Children's home in Cleveland.

Recently the agency has reorganized its program and the present executive is interested in developing a more extensive children's program. His major interest at this point is to qualify in order that the agency may participate in the Jewish Refugee program. Later he hopes to develop a boarding home program in order that those children from Des Moines who are now in Bellefaire may be returned and that in the future children may be cared for in their own locality.

The executive approached the department for advice and guidance, the necessity of a license and the process of securing that license were explained. An application for a license was received and an evaluation of the agency and its program is being completed by Mrs. Driver. Supervisory conferences during the period of study indicate that the program of the agency is sound and that the executive is well qualified both by training and experience to assume responsibility for this type of program. The agency will undoubtedly be licensed as a child placing agency.

b. Child Placing Agencies which maintain a receiving home or institution

1. American Home Finding Association --- Ottumwa

The American Home Finding Association, whose receiving home and headquarters are located in Ottumwa, was incorporated in 1899. At that time there was an Association in Chicago known by the same name and this group was anxious to establish similar organizations throughout the country. Dr. George Hoover, who founded the Iowa Children's Home Society in Des Moines, was general director of the American Home Finding Association in Chicago. Dr. Hoover made an arrangement by which Rev. W. B. Smith went to Ottumwa and began the organization of the Association there. Rev. Smith had previously been affiliated with the Iowa Children's Home Society.

The primary purpose of this agency was the placement of dependent children in free and adoptive homes. At the time of its inception, the agency had no institution and all children coming under its care were placed in boarding homes. In 1908, the Association purchased a large home in Ottumwa and this began the first institutional home of the American Home Finding Association. The organization later developed this home into an institution with about thirty rooms. A second residence was purchased some years later and these buildings house the office and the receiving home of the agency.

During the years that followed the agency adhered to its policy of accepting children with the idea of placing them in foster homes. Unlike many other agencies, the American Home Finding Association did not develop entirely into an agency giving long time institutional care. Unfortunately, the agency did not develop a constructive institutional program as they looked upon the institution as a very unimportant interval in the children's lives, and directed their attention toward placement. Even more unfortunate was the fact that the placements in many instances were poorly made and received little or no supervision. Many children received care through this agency but it is regrettable to note that in many instances this care was of questionable standard.

It had been realized for some time that the quality of the service of this agency had been decidedly lower. However, there was a reluctance on the part of the superintendent and board members to make the changes necessary to remedy these conditions. The State Division had offered its services repeatedly, but any offers of assistance had been rejected. The community had lost active interest in the institution and regarded it as antiquated in its method of caring for children. The house staff was poorly paid and was made up of older women who were not qualified, either by former experience or by natural aptitude, to care for children. The community and the school, at times, became concerned over individual children, but not to the extent of entering a formal protest. Numerous complaints had come to the State Department from social workers over the state regarding the attitude of the Association toward children whose legal custody it had accepted.

Later, Mr. Verne Marshall of Cedar Rapids reported to the State Division of Child Welfare that complaints had come to him regarding the mistreatment of children in the institution. At the request of the Director of the Division of Child Welfare, an investigation was conducted by the board and the resignation of the superintendent was requested. An analysis of the institution was made by the Division of Child Welfare and gave a great deal of help to the board in outlining the type of service which the Association could render to the community and the type of personnel which would be required to give such service. This resulted in the selection of a superintendent and assistant superintendent, both of whom were well qualified by training and experience to assume the active direction of a children's agency. The Division helped in the establishment of tentative policies and during the last two years, many of these have come into actual practice.

Children who are referred to the Association are considered for admittance after a careful analysis has been made of the child's problem with a view of discovering whether or not the agency has the facilities to meet the apparent need of the child for care and treatment. The receiving home is used as a temporary place in which the child is placed in order that he may be able to orient

himself before being placed in a boarding home. During the period in the institution, every assistance is given to the child to help him overcome any emotional problems and careful attention is given to their physical condition. During the period that the child is in the institution, every effort is made to provide it with a normal home-like atmosphere. The information which is gleaned from a careful observation of the child in the receiving home will be used as a guide in determining the kind of boarding home in which he should be placed.

The boarding home program, due to limitations of staff, is centered in a small area within close proximity of the agency's receiving home. An attempt has been made to make this program the largest part of the agency's service, as in this way it is possible to give constructive care to more children and on a much more satisfactory basis. The adoptive program of the agency has continued. This service extends to all sections of the state, but like other child placing agencies in the state, the advisability of long distance placements has been questioned due to the limitations of staff and the restrictions which have been placed on transportation.

There has been a very marked improvement in the quality of service rendered by this agency.

2. Boys' & Girls' Home ----- Sioux City

The Boys' and Girls' Home was organized and incorporated in 1894. A copy of the original Articles of Incorporation and the Rules & Regulations which were established at that time for a part of the agency's file. They are most interesting in every respect and offer an unusual opportunity for comparative study with the purpose and policies of present day institutions and our methods of providing adequate care for children. The articles of this agency have been amended several times, the most recent revision being in 1941.

The purpose of this home is to provide a home for friendless boys and girls and to receive, control and dispose of minor children in accord with the terms of the law.

The Boys' and Girls' Home during the years had developed into what was practically a county juvenile home. There were practically no children under care except those who were under the care of the probation office. The agency care for dependent, neglected and many delinquent children. Some children brought to the home were seriously delinquent and cells had been provided in the basement of the children for the retention of these children. The whole purpose for which the home had been organized seemed lost and the board became seriously disturbed.

With the help and guidance of this office a new program was inaugurated in 1940 and an executive who appeared to be well qualified was selected to assume responsibility for the direction of the agency. Under this new program which was begun in June of 1940 the Boys' and Girls' Home was reorganized as a receiving and study home with the idea of developing a more extensive foster home program.

Many and rapid changes took place in the program of this institution. In the majority of cases the changes were good and based on an understanding of good service to children; however the executive was young, very self-assured, and aggressive. He used very poor judgement in his approach to the board and a serious condition developed which resulted in his dismissal. As was previously mentioned, this department was responsible for a great degree for the reorganization of the program and Mr. Cranmers selection as executive; however he felt very self-sufficient and did not welcome the supervision which

was available through this office. In spite of this condition and our failure to follow through with this board they again asked assistance in the selection of a superintendent.

In June of 1942 Miss LaVere Smith became the executive director of the agency. Miss Smith was faced with many serious problems, the character of the agency had not changed in that it still was used definitely as a juvenile detention home. She had serious staff problems and a decided state of unrest was manifest by the children as well as the staff.

Gradually under the skillful guidance of the director, the agency has made a marked improvement. The home has taken on a more permanent function and although certain individuals and groups resent the fact that a handy plan for detention is not always available the effects of the elimination of this factor is very obvious in the children.

The entire character of the institution has changed and the attitude of the community toward the home and toward the children who are cared for by the home has changed. The children all attend public school and where previously the children from the home were considered a real problem they now have a real place in the school program, not as "home children", but as individuals. One child was given an award by the Chamber of Commerce for being the most outstanding citizen in one of the schools in Sioux City. The atmosphere of the institution is happy and home-like and the results of this type of care are evident in the children.

The physical plant of this home has been greatly improved and is adequate in every respect. A modern hospital which was constructed some time ago is not used to capacity at any time. There is a real need in Sioux City for some provision for the care of pre-school children. Both the Boys' and Girls' Home and Florence Crittenton care for children of this age, but the program is not adequate and should be strengthened. Some consideration has been given to converting one floor of the hospital into a nursery school and developing a program for the care of this age children under a trained nursery school teacher. It is hoped that some plan of this nature may be developed as it would fill a real need in the child care program of Sioux City.

The weak point in the program of this agency is the lack of a social worker who could develop the foster home program and supervise the children who are now in homes in the vicinity of Sioux City. The case worker who was employed by the agency resigned and it was impossible to secure a worker to replace her. In the emergent situation the department loaned a worker for a period of time but her service was not satisfactory and was terminated. They are at present making every effort to secure a worker as they realize the need of this type of service.

During this period the agency has depended a great deal for help and guidance from this department. The consultant who has been responsible for the service to the agency has given unlimited time and assistance to the agency. Psychological service has been used extensively and a study of the financial records was made at the request of the agency. This resulted in the installation of a system of financial records in the agency. A complete report of this service is available in the agency file. The board are most appreciative of the service rendered and look to the Division of Child Welfare for stimulation, guidance and help in order that they may, with the help of their staff, develop a complete well organized program of care for a child who must be removed from his own home either temporarily or permanently.

A complete evaluation of the agency was made in April of 1941 but this is in need of revision. The chronological record of our supervision of the agency is complete and gives a picture of the development of the agency. The Boys' and Girls' Home is a licensed child placing agency and a boarding home license is being issued to cover the institutional part of the program.

2. The Christian Home Orphanage ----- Council Bluffs

The Christian Home Orphanage is one of the oldest institutions in Iowa. The orphanage was founded in Council Bluffs in 1882 by Reverend H. R. Lemen, and is still actively managed by members of his family.

The home is non-denominational and accepts for care and training children from birth to fourteen years of age. Children were originally accepted for care from all parts of the country and their placements were made on the same basis. During the past three years there has been a decided change in this phase of the program, the children accepted are almost entirely from Iowa counties, and the out of state placements have been very definitely curtailed. The placements made outside of the state are all conducted through the proper channels.

The home is made up of a number of well constructed brick buildings which are located on a sizable plot of ground. The institution is of the congregate type and the dormitories are large, and although immaculately clean very institutional in appearance. The physical features of the home are similar to the type of agency which has operated largely on a custodial basis over a long period of time. In addition to the dormitories, the recreation rooms, dining room, school rooms, etc., are all equipped for the care of large groups of children. The hospital is well equipped and it is felt that the children in this institution receive good physical care. The school, located on the campus of this institution, cares for children through the seventh grade and they are then sent to the local public schools. In addition to the indoor recreation rooms, outdoor facilities are provided. It is our feeling that this phase of the program could be definitely improved by the addition of a recreational worker.

The administration building is a very busy place as the business of this agency is very extensive. They publish a small paper which has a nation wide circulation and through which the majority of the funds for their operation are received. The business department is headed by Mrs. Ethel Smith, who is the daughter of the founder of the home. The contributions to this home during the past year were over \$42,000.00, and the income from their investments over \$10,000.00. The assets of the institutions are listed at over \$300,000.00, which explains the difference in character in this institution and others under our supervision where fund raising is largely an activity carried on outside the institution.

Mrs. Florence Stephan, who is a niece of the founder, is the superintendent of the institution, and is responsible for the administration of the institution. The institution is licensed as a children's boarding home and for many years the agency has had a child placing license. The agency places a good many infants in permanent homes and some older children in free homes. This agency does not have a boarding home program at the present time and case work service in the Christian Home is very limited. The agency is very large and the service of the present social worker could well be spent in the institutional program alone. This leaves very little opportunity for the development of good placement service. We sincerely hope that this agency will in time secure the service of a case worker as this would definitely increase the quality of service given by the agency. On the whole, this agency gives good custodial care but the service to children on an individual basis is limited.

The cooperation during the period covered by this report has been good. It has not been possible to bring about marked changes in the program as the agency is old and its pattern of operation well established. The consultant has been well accepted by the agency and its executive, and she has given a good deal of help to the agency. The superintendent has asked for considerable help on individual cases and has used the psychological service offered by the Department. We feel that we are aware of the type of service given by the Christian Home and that with continued supervision, carefully planned, the agency may develop its program more extensively in the placing field.

A complete evaluation of the agency has been completed. The writing of this evaluation was purposely deferred as we were very anxious to have a more complete knowledge of the agency and its operation before writing the study. It took a great deal of time and skillful service to bring about a working relationship with this agency due to their resentment of the supervision which had previously been given to them. At this point we have a working relationship and every effort should be made to maintain it if it is the desire of the Department to do a truly constructive piece of work with the Christian Home.

The records and reports received from the agency appear accurate and are submitted as requested. No financial service has been rendered the agency, however, they have

recently advised us of their willingness to have Mr. Foval of the Division of Accounts and Audits visit the home and review their records. An audit was made of this agency a number of years ago and although, as previously stated, the Christian Home is not operated on the same basis as many of our other institutions, the audit did not point out any gross irregularities.

The philosophy of the agency is somewhat different as the family feel that it is more of a private enterprise and take a more independent attitude toward its operation than would be found where an institution or agency is founded by an organized group. This agency offers unlimited opportunity for study, but it must be remembered that it is old and well established, the institution has been built by thousands of people all of whom have a personal interest in the agency and its work. Our efforts in this institution, as well as in others under our supervision, should be to develop the positive phases of the program in order that the children coming under care may benefit more fully by the contributions of well meaning people rather than destroy the possibility of this type of service by a negative, authoratative approach to the agency. I realize that I have discussed this agency and its supervision quite in detail but that is because I feel that every precaution should be exercised to avoid any unfortunate approaches to the agency.

4 Hillcrest Babyfold ----- Dubuque

Hillcrest Babyfold is an institution for the care of infants and pre-school children located in Dubuque. The institution was incorporated in 1914 and has operated continuously since that time. The physical plant is the property of the Upper Iowa Conference of the Methodist Church and the conference also subscribed some funds for the operation of the home. Donations of food and clothing as well as cash gifts are forwarded to the home through the ladies' groups of the various Methodist Churches in this conference. The largest item of the institution's maintenance is obtained from the Dubuque Community Chest and board paid for children is a large item toward the maintenance of the home.

The home is operated under the direction of a local non-sectarian board however recently it has been suggested that a large percentage of this board be of the Methodist faith. Many representative of prominent Dubuque families have been on the board of this agency through the years and the community has taken a real interest in the maintenance of the home. Children from the north-east section of Iowa were accepted for care but a large part of the service has been centralized in Dubuque. Unfortunately intake policies were previously very lax and children were accepted without proper investigation. This has proved a serious problem in this agency as in the past many children were accepted whose parents were residents of Illinois and Wisconsin. In some instances proper releases were not secured and in others where the releases were legal children were found to be unsuitable for placement. During the past three years many of these unfortunate procedures have been cleared in order that birth certificates might be secured and legal procedures involving adoption and inheritance and in some instances military service completed.

The home is a large two-story brick structure located on a sizable tract of land on the edge of the city of Dubuque. The building was formerly a large farm home but has been remodeled to meet the needs of a home of this type. There are still some very bad features in connection with the use of this home for the care of small children, the main objective being the fact that this section of the building used for the care of the children is on the second floor while the first floor is used almost entirely for quarters provided for the employees. Firescapes have been constructed but it is

136

felt that this is not a satisfactory arrangement and that in the future some plan should be made to make space on the ground floor available for the children under care.

The building is in a very fine location and the lawn is always well-kept and has attractive plantings of shrubs and flowers. The building is well-kept and comfortably furnished. The children's quarters have always been immaculately clean but they were not particularly attractive until very recently. Previously the children were very destructive due to the fact that they did not have proper supervision; however recently there has been a decided change in this phase of the program and the children thoroughly enjoy the attractive dining rooms, rest rooms and the play-room which has been redecorated and refurnished for their use. At the present time their quarters are most attractive with cheerful painted furniture, colorful draperies and suitable toys. The walls, ceilings and floors have been refinished and present a very different picture from the drab rooms where the children previously spent their time. The children spend a great deal of time out doors which is very beneficial to the children but really difficult for the attendants who must take them up and down either the firescape or a narrow inside stairway.

For many years Hillcrest operated as a home for infants and children and was licensed as a child placing agency. It is regrettable to note that the placing practices of this agency were extremely bad and that many unhappy situations arose because of the agency's failure to make a careful investigation of the background of children placed for adoption and still more serious situations developed because of their failure to supervise placements and to follow through on the completion of adoption. The laws relative to the exportation and importation of children were completely ignored and caused a great deal of difficulty in neighboring states.

One of the most serious offenses of this agency was its failure to keep proper records and the extensive use which was made of fictitious names. Releases, birth certificates, placement agreements, and even adoptions were frequently executed under false names. During the past three years unlimited time and energy has been used in attempt to clear some of these cases but the work is far from complete and cases will undoubtedly be coming to light for years to come.

As previously mentioned the training given to the nursery age group was very definitely questioned and a study made of the agency in 1940 definitely pointed out the inadequacy of this program.

Early in 1941 a conference was held to discuss with the board of the home the results of the psychological studies made of the children who were then being cared for by the agency. At that time the board was receptive of the reports but they were very defensive of the superintendent who had been there for many years. It is well to point out at this time that the board of this home was wholly unaware of the questionable practices in the home as the superintendent had operated on a very independent basis and had not advised them of the factors which to us seemed very serious. However, these findings were a source of genuine concern to the superintendent who resigned in the summer of 1941.

The board asked for advice and help in the development of their program and in securing the service of a new superintendent. The situation was carefully evaluated and a number of conferences held with the board. It was finally arranged that Mrs. Ida Frerick who was a member of the staff of the Child Welfare Division would be loaned to Hillcrest on a demonstration basis for the period of one year. Mrs. Frerick was a mature person and it was felt that she would be able to do a good piece of work which would point the way to better service by the agency and prove the value of trained personnel for this type of work. Unfortunately the investigation of Mrs. Frerick's capabilities had not been as complete as would have been advisable and we found that she had certain very definite weaknesses which made it difficult for her to assume the full responsibility for a program of this nature. Although in some phases of her work she showed definite strength, her weakness in the actual management of the institution and it's personnel was evident from the time she was transferred to this position.

Due to the fact that no consultant was attached to this area at the time the supervisor spent a great deal of time on this project. A careful study was made of the institution and the details of it's operation. Job analysis and time studies were made with the idea of getting more adequate service from the personnel. Housekeeping duties and the operation of the laundry were reviewed with the hope of establishing more efficient working schedules. Considerable time was spent on an analysis of the food preparation with the idea of

providing a more adequate diet both for the children and for the employees and in keeping the cost of adequate food at a minimum cost. Considerable time was spent in a study of the budget which had been set up for the agency as it was felt that the budget in its entirety was adequate but that individual items of the budget were not carefully considered.

A great deal of this work was done by the supervisor as the superintendent was not able to assume any responsibility for this phase of the program. After the study adjustments were made and a great deal of help and guidance given to the superintendent in hopes that she would be able to successfully manage the institution.

One very important phase of this work was the setting up of a simple bookkeeping system which would enable the superintendent at all times to know just how she was operating in accord with her established budget. This service was given and the preliminary records were prepared by an accountant from the Division of Accounts and Audits. A preliminary study of their financial records was also made at this time as previous records had been inadequate and the agency board also wished some help in an appraisal of their assets.

An intensive study was made of the records of children who were under the care of the agency and of children who had been placed prior to this time. Mrs. Frerick's service in this phase of the program was good and the board were very appreciative of the service which she rendered in the adjustment of these cases.

In spite of continuous help Mrs. Frerick found it impossible to operate the institutional part of the program and it seemed advisable to withdraw her from the service. After careful interpretation Mrs. Frerick was withdrawn and Miss Lubertha Brown, who had been employed by the agency as a nurse, became superintendent. The Division of Child Welfare agreed to continue to furnish the service of a social worker to the agency for a period of time and to continue close supervision and give help and guidance to Miss Brown. Due to staff shortage it was impossible to provide social service for some period but with the return of Miss Richards from educational leave her service was made available to the institution. The agency was given every possible help during this period of reorganization and that service has been appreciated by the board and by the Methodist conference who are now much more aware of the Babyfold than they had been in the past.

The standards of this agency have developed a great deal and it is hoped that with continued supervision and thoughtful guidance it will develop into one of the best agencies in the state.

Hillcrest Babyfold is a licensed child placing agency maintaining good placement standards and is licensed as a boarding home for the care of children.

working relationship with this department. He was selected as president of the Council of Children's Institutions which was organized by representatives of the children's agencies in Iowa in 1939 . This council has not been active for the past 4 years. However, it is the feeling of the supervisor that a group of this type under proper direction could be a real force in the development of sound policies for the care of children in Iowa. Reverend Becker is also president of the Lutheran Conference which is made up of all the Lutheran agencies in Iowa. They have been organized for a number of years and hold their annual meeting in connection with the Iowa Welfare Association. Reverend Becker is also very active in synodical and national Lutheran Welfare movements.

Due to his previous activity in the state council Reverend Becker was intensely interested in the development of an accounting system for agencies and has been active in his effort to improve the service of agencies on a state-wide basis.

Mrs. Mary Smith has been the consultant giving service to this agency and has been very well accepted, not only by Reverend Becker and his board, but by the membership of the society and their synodical welfare group. Although an evaluation of the agency has not been completed, the chronological record contains a great deal of information which is to be incorporated into an evaluation. This is in process and should be completed very soon.

The agency has a child placing license and their physical plant is in the process of being licensed as a children's boarding home.

5. Lutheran Children's Home ----- Waverly

The Lutheran Children's Home was first known as the Asylum for Orphans and Destitute Children and was organized in 1863. This institution was the first private institution for the care of children in Iowa and has operated continuously since that time. The agency is operated by the Iowa Evangelical Orphan's Society and the original name was changed to the Lutheran Children's Home in 1940. The home is located on a fertile 132 acre farm near Waverly and includes all the buildings and machinery of a modern farm, in addition to the institutional buildings. In the institutional group is the main building which is a two story brick structure, a boy's dormitory, a school house, a residence for the superintendent, and the new building which houses the gymnasium and the hospital. The buildings are all brick and are very well cared for. The grounds, which are spacious, and well kept, are arranged to afford recreational facilities for the children.

During the early years this agency operated as a child caring agency and offered custodial care to about one hundred children. The home for many years was operated in the typical pattern of the old fashioned orphanage. The entire program of the agency was one of regimentation and the children were allowed to develop no individuality either in appearance or personality. Although this condition was common to all institutions of an earlier era these conditions continued in Waverly for some time after other institutions were beginning ~~to~~ reorganization of their program.

The change in program began in 1937 but there was no noticeable development in the actual program of care for children until February of 1940 when the present superintendent, Rev. C. H. Becker, assumed responsibility. The physical plant showed decided improvement, but the care and training of the children remained on the same level. (In this connection I would like to have you read a section of the chronological record written by the consultant under date of 11-23-39). At this time the school principal stated that he felt that the regime of the home had the effect of stamping out the individuality of the children and it seemed to him that the longer they remained under care the less initiative they showed.

It is incredible the marked change which took place in this agency following the change in administrative authority. Rev. Becker is a man well qualified both as to his personal attributes and his training and experience for a position of this nature. He had accepted the position with the understanding that he was to be permitted to make necessary changes and to develop a program in keeping with good social practices in the field of child care and training. Rev. Becker was conscious of the need of certain improvements in the physical plant but he was positive in his opinion that his first and most important changes would of necessity be the removal and replacement of a number of the members of the staff which he had inherited from the previous administration. He had very positive and progressive ideas about a revision of the program of the agency in keeping with the standards of a modern program for the care and training of children.

In the period that followed the Luther Children's Home has developed an outstanding program for the care of children. The agency has changed from an old-fashioned orphanage with a "farming out" program to a modern child caring institution with a creditable placement program. The entire philosophy of the home has changed and the philosophy of the board has changed with it. Children who are in the home lead normal, happy lives on an individual basis, their physical care is good and their educational advantages are in keeping with their individual abilities. Although a school is maintained by the institution, kindergarten children are those of high school grade are sent to the local public schools. Every effort is made to provide a home-like situation in which the child develops a feeling of emotional security.

The child care personnel is greatly improved and at the time of our last visit we were greatly impressed by the apparent character of this group. The recreation director was an outstanding example of the type of person children in an institution need in order that they may develop normally. Case work service is available to children in the home and the placement program is developing rapidly. It is thoroughly recognized that the institutional program is only one phase of a well rounded children's program and that a home which more nearly approaches a normal family home

for the child is the ultimate goal for every child in the custody of an agency.

There have been marked physical improvements including a new building with an auditorium and gymnasium, an eight bed hospital, a library and quarters for four staff members. This building also includes a modernly equipped laundry and a central heating plant.

The board of this home has developed with the agency and they are planning a growing program of child care. They are particularly grateful to the department for their assistance in the past and have expressed their desire for help and guidance in the future.

This agency is a licensed child-placing agency and the institution itself is licensed as a children's boarding home. The reports required by this agency are accurate in every detail and are submitted as requested.

A complete evaluation of the agency was completed by Mrs. Mary Smith, who has had the continuous responsibility for the supervision of this agency, in April of 1941.

The chronological record of our service to this agency is very complete and this record shows perhaps better than any other in our files the transition of an agency from an antiquated institution to a modern children's agency.

6. Lutheran Home Finding Society ----- Fort Dodge

The Lutheran Home Finding Society is a child-placing agency which maintains a receiving home in Fort Dodge. The home is maintained by the members of the Missouri Synod of the Lutheran Church and is supported by the society together with private donations and contributions by various congregations of this group.

The agency accepts children from infancy to ten years of age. They accept children of any denomination. However, their placements are limited to the homes of members of their particular religious groups. Due to the provision of our law which states that children must be placed in homes of the same religious belief as their parent, we find that the intake in this institution is confined almost entirely to Lutheran children.

The society began operation in 1902 in a private home located in the residential section of Fort Dodge and continued there until 1930, when they purchased a sizable tract of land in Fort Dodge and constructed a modern two-story brick building. The building is fireproof, is immaculately neat and clean and ideally constructed for the purpose for which it is used.

The care given the children in the agency is superior. However the placing service is not as complete as we might wish due to the fact that the agency does not have a case worker and the superintendent is faced with the administration duties of the agency which include the raising of funds for its operation together with direct supervision of the receiving home, and must assume responsibility for intake and placement as well. During the summer of 1942 a case worker was secured for the agency through their synodical welfare council. The agency works very close with the Lutheran Welfare Council of the Missouri Synod and a close relationship with this office has been maintained on a supervisory and consultative basis. This agency will undoubtedly correct this phase of its program as soon as it is possible to secure the services of a suitable social worker.

The superintendent of this agency has been intensely interested in the development of the child welfare program in Iowa and has always maintained a close

7. Lutheran Homes ----- Muscatine

The Lutheran Homes are made up of two separate divisions, a home for old people and a children's institution. The institutions are located on a large tract of land comprised of over two hundred acres near Muscatine. The agency was incorporated in 1894 and the divisions were called the "Old People's Home and the Elizabeth Hershey Orphan's Home for Children". These homes are under the jurisdiction of a board made up of members of the American Synod of the Evangelical Lutheran Church of America.

The purpose of this institution was at the time of its organization, and still continues as, an institution to give care and training to children and to place those requiring placement in adoption or free homes.

There are two buildings, one used for the girls and the old people, the other for the boys. The building used for the boys is the original building which was originally a beautiful old residence. The new section of the building used for the girls is very well constructed and well arranged for the purpose. The rooms are light and airy as well as attractively furnished. The school and farm buildings complete the physical plant of the agency.

This agency, like the Waverly agency, operated on the old-fashioned orphanage pattern for many years and it was not until 1941 that there was any noticeable change in this program. The fact that the institution housed both old people and children was a real problem and those responsible for the care of children were frequently past the age where they could offer help or guidance to children.

The placing program of the agency was very poor and it had been impossible to develop a relationship with the agency in order to determine where children were placed. The superintendent who had been there for many years totally disregarded the importation and exportation laws. He traveled all over the country picking up children for the home and his travels in making placements were just as wide-spread. In spite of interpretation there was no change and as he progressed in years the situation became more difficult.

Early in 1941 Reverend Klein resigned and a young man who was studying for the ministry took his place temporarily. Mr. Bucka was very conscientious but he found

the situation most difficult as he had no preparation either by past experience or from Rev. Klein to meet the many problems with which he was soon faced. No records were available on the children and he was unable to identify many of them. He did not know where they came from or who was responsible for their care. Neither did he know where children had been placed or the legal arrangements connected with such placements. Every attempt was made to help Mr. Bucka by a representative from this office but it was practically impossible to straighten out many of the matters which concerned him.

In the fall of 1941 the board met to consider the employment of a new superintendent. The president requested a representative from this department to attend the meeting and discuss with the board the needs of the institution. The meeting was also attended by Rev. Shaffnut of Detroit who is Director of the Welfare Department of the American Lutheran Church. As a result of this meeting, Rev. E. S. Nickolson was selected as superintendent and assumed his duties in October of 1941.

Rev. Nickolson had a very good background of training however he had had no specific training in social work or actual experience in this field. At the insistence of Rev. Shaffnut it was agreed that Rev. Nickolson would take some additional work at Chicago University and that a social worker would be hired.

Although the agency had always been given a child placing license in the past, it was agreed that no license would be issued until placing facilities were available.

Supervision of the agency was a little difficult at first but at the present time we are receiving splendid cooperation and are frequently asked for assistance by the agency. The superintendent found it difficult to secure the services of a case worker but at the present time they are very fortunate in the service which is being given by Miss Roma Kemena. During the period when the agency did not have a social worker, placement was made by the Lutheran Welfare. However, when Miss Kemena came their license was restored.

The care of the children in the institution is undergoing a gradual constructive change and the placement program has been definitely strengthened. Rev. Nickolson is much more secure and has developed in a very interesting manner. He is a person who is not easily

convinced but is open minded and will make a conscientious effort to arrive at a constructive conclusion in the establishment of policies for the institution.

Although the development in this agency has not been as marked as that manifest in the Waverly institution, we feel that continued progress will be made as both agencies are affiliated with the same synodical and national welfare groups and have the same purposes in their service. The work being done by the organized Lutheran Welfare groups throughout the country is outstanding and this has definitely been felt in their contact with Iowa agencies.

An evaluation of the agency was completed in 1941 by Miss Velma Mauk however this was prior to the change in the administration of the agency and should be revised. The chronological record of our service to the agency is complete and quite in detail. It shows very definitely the development of this program and indicates the many problems which have been encountered in the supervision of the agency which had to be overcome before we were able to arrive at the present relationship, which is very satisfactory.

The Lutheran Homes is licensed as a child placing agency and the institution has been given a license as a children's boarding home.

8. Norwegian Lutheran Orphan's Home ----- Beloit

The Norwegian Lutheran Orphan's Home, located in Beloit, Iowa, is incorporated under the Norwegian Lutheran Church of America and is under the supervision of the Board of Charities of this Church whose office is located in Minneapolis.

The institution was established in 1890 and has operated continually since that time. This home formerly served Iowa, South Dakota, and South-eastern Minnesota, however out of state children were gradually withdrawn and at the present time the service is limited almost entirely to Iowa children. This restriction has decreased the population of the agency very markedly and the future of the institution is a matter of discussion at the present time. Many ideas have been suggested for the use of the institution but no definite decisions have been made. Unlike some of our other church groups, this synod has other children's agencies available for the care of their children. There is a well-established Norwegian Lutheran Home in South Dakota and another in Minnesota and this will have a definite effect on the ultimate decision of this board.

The home is located on a six hundred acre farm in a rather isolated area between South Dakota and Iowa -- Canton, South Dakota is the nearest town. The farm is apparently a very fine piece of land and the results obtained from its operation are very satisfactory. In fact, it frequently appears that the farm is of major importance and that the children under the care of the agency are a secondary consideration.

The buildings and furnishings are in very poor condition and there is apparently little possibility of any extensive repairs. There are large sections of the building which are not in use but those which are used for the children are in very poor condition. The report of the health department, October 20, 1941, showed serious contamination of the water; however subsequent examinations have been made of the water and on August 30, 1943, the Department of Health stated that although the condition was not wholly satisfactory, they would approve the water supply of the institution. The sewage disposal is unsatisfactory but no immediate solution is suggested

for the problem. Plumbing facilities, garbage and refuse disposal, food storage, dish-washing, heating, ventilation and light, are all in need of correction. The conditions in the home have been somewhat safeguarded due to the decrease in the number of children cared for. The matter of the physical conditions of the home has been discussed on numerous occasions and the board is aware that in the near future they will either have to provide satisfactory facilities for the care of the children or convert this property to some other use.

In spite of the physical features, the care given children in this home is very good and the results obtained with some children are exceptionally fine. The home is particularly suited to the care of adolescent boys. The natural home-like atmosphere of the home is conducive to a satisfactory adjustment in the lives of children sent to this institution. The staff is limited and the children assist with the work. Educational facilities are of standard quality and opportunities for higher education have been given some children. The physical care of the children is good and an abundance of good food is evidenced in the development of the children. The recreational advantages are somewhat limited but on the whole the care given to the children is good. This is strictly a farm home and if care is exercised in the selection of the type of child placed there the results should be most satisfactory.

The case work service to the institution is given through the church which maintains an agency in Sioux Falls. During a part of 1941 and 1942 the agency was without a worker, and during that time they were not licensed as a placing agency. During the past year they have secured the service of a very fine worker and they have been re-licensed as a placing agency. They do very little permanent placing, as their children are of the older group, but confine their work almost entirely to free and work home placements.

The consultant in the service of this agency has a very close relationship with the agency, its executive and its board. She has had a

number of conferences with the case worker attached to the agency and has discussed the development or perhaps re-organization of the program with interested individuals and groups.

Records and reports are submitted by the agency in an accurate, prompt manner, and cooperation is noted in all phases of our relationship to this agency. A recent study of the accounting system was made by a representative from the office, who reports that the financial records of the agency are kept in a very commendable manner and showed that the institution is in good financial condition.

A complete evaluation of this agency was completed July 1, 1941, by Mrs. Mary Smith, the consultant who has been responsible for the supervision of this agency during the three year period which is nearing completion. Chronological record of her supervision of the agency is on file in the record, as is a report of the financial status of the agency recently completed by Mr. James E. Foval. The Norwegian Lutheran Home is licensed as a child placing agency, and a boarding home license for the care of children has been issued for the year ending June 30, 1944.

E. MATERNITY HOSPITALS

It is the duty of the State Department of Social Welfare to: License and inspect maternity hospitals, make reports regarding same, and revoke such licenses. Sections of the code which pertain to this phase of the program and by which our supervision is directed follows:

3661.022. "Person" defined. The word "person" where used in this chapter shall include individuals, partnerships, voluntary associations, and corporations.

3661.023. "Maternity hospital" defined. Any person who receives for care and treatment during pregnancy or during delivery or within ten days after delivery more than one woman within a period of six months, except women related to him by blood or marriage, shall be deemed to maintain a maternity hospital. This definition shall not be construed to include nurses who care for women during confinement in the homes of the patients, nor any institution under the management of the state board of education or state board of control, nor any general hospital.

3661.024. Prohibited location. No maternity hospital shall be operated within two hundred feet of any church building, school, educational institution, or public park, or in a building situated within fifty feet of building owned by another.

3661.025. License required. No maternity hospital shall receive a woman for care therein or solicit or receive money for its maintenance unless it has an unrevoked license issued by the state board of social welfare in accordance with this chapter within the preceding twelve months to conduct such hospital.

3661.026. Power to license. The state board of social welfare is hereby empowered to grant a license for one year for the conduct of any maternity hospital that is for the public good, that is legally located, that is conducted by a reputable and responsible person, and whose staff and equipment are adequate for the work which it undertakes.

3661.027. Conditions to granting license. No such license shall be issued unless the premises shall have been inspected and such license approved by the state department of health.

3661.028. Unlicensed hospital nuisance. Any maternity hospital operated in violation of the terms of this chapter shall be deemed a nuisance and may be abated by injunction proceedings. (As to injunctions, see Code '35, Ch. 535).

3661.036. Rules and regulations. It shall be the duty of the state board of social welfare to satisfy itself as to compliance with the conditions required for the issuance of such license and to prescribe such general regulations and rules as to licenses and for the conduct of all such hospitals as shall be necessary to effect the purposes of this chapter and of all other laws of the state relating to children so far as the same are applicable and to safeguard the well-being of all infants born therein and the health, morality, and best interests of the women and children who are inmates therein.

3661.048. Records and inspection. The state board of social welfare shall have the same right and duties with respect to maternity hospitals relative to prescribing record forms, requiring reports, and making inspections as are provided in connection with the licensing of child-placing agencies.

3661.051. Minimum inspection. Said officers or authorized agents of the state board of social welfare shall visit and inspect the premises of licensed maternity hospitals at least once every six months and preserve written reports of the conditions found therein.

3661.055. Penalty. Every person who violates any of the provisions of this chapter or who shall intentionally make any false statements or reports to the state board of social welfare with reference to the matters contained herein, shall be guilty of a misdemeanor and upon conviction shall be fined not to exceed three hundred dollars or imprisoned for a term not to exceed one year.

The responsibility for the licensing, inspection, and supervision of maternity hospitals is delegated to the Section of agencies and institutions by the Director of the Division of Child Welfare.

In Iowa we have two distinct types of maternity hospitals, the hospital maintained for the purpose of giving help, protection and care to unmarried mothers, and their children, which are charitable in character, and the maternity hospital which is established and operated on a commercial basis.

We have four hospitals caring for unmarried mothers, namely Florence Crittenton, Salvation Army, Benedict, St. Monica's. These hospitals are definitely concerned with social problems and the same type of service is given to these agencies by the state department as is given to children's agencies. The consultant gives advice and assistance in matters relative to administration of the agency, guidance in the formulation and operation of its program, assistance in matters relative to admission and discharge of the mothers from the institution, and help in planning for the mother and her child following discharge. If the child is accepted by the agency to be placed either on a temporary or a permanent basis, the consultant gives assistance to the agency in the development of good standards of child placing. On the other hand, maternity homes that do not have child placing licenses are assisted in making referrals to agencies equipped to give this service.

Prior to licensing these hospitals an evaluation of the hospital is made by the consultant with particular reference to the program of the agency. A copy of the consultant's report is submitted to the Department of Health together with the request for inspection. The Board of Health makes the sanitary inspection. If satisfactory a license is issued to the agency.

Rules and regulations governing the operation of maternity hospitals have been developed in cooperation with the State Department of Health which approves the sanitary facilities of all agencies and institutions coming under the supervision of the Division of Child Welfare.

The rules and regulations for maternity homes include several regulations regarding housing and equipment. Specific suggestions regarding heating facilities, size and location of rooms, and the sanitary condition of these rooms are considered. Suggestions are made regarding water supply and sewage disposal as well as proper protection against contamination and infection. The regulations give suggestions regarding the minimum essential equipment of the hospital in order to assure adequate care of the mother and the child. Specific suggestions are made regarding medical and nursing care, and the rules and regulations also give some information regarding records and reports.

1. Benedict Home ----- Des Moines

Benedict Home was incorporated in 1882. In 1879 a Quaker woman named Lavina Benedict appealed to the members of the W.C.T.U. to provide a "refuge for unfortunate ones who needed shelter, care and training". She was authorized by the union to solicit funds for the founding of such an agency. The home was to be under the control of the W.C.T.U. and was to be called Benedict Home.

The purpose and policy of the agency is briefly outlined in the following paragraph taken from their records.

"The scope of its endeavor is as broad as humanity and as deep as the love of Christ who prompted it. Any young girl in the state in need of sympathy and help because of her first mistake, desiring to lead an upright life, free from venereal disease and willing to subscribe to the regulations of the home is welcome to shelter, care and training for the period of one year. This period of time is necessary that old associations may be broken and new ideas imbued."

The home is located in the residential section of Des Moines near Drake University. It is a large brick structure constructed in 1915 on a track of land comprising about ten acres. The building contains about 50 rooms is well constructed and provides adequate facilities for the service which it renders. It is kept in good repair and is always neat and clean. Being a maternity hospital it is necessary to provide in addition to living quarters for the girls a hospital for the care of the girls during their confinement period and a nursery for the care of the babies.

This home has been licensed for many years as a maternity hospital but until the past year was also allowed a child-placing license.

As was previously pointed out this agency accepted pregnant girls from any part of the state for care with the understanding that she would remain for the period of a year. Although protection during pregnancy confinement care was offered these girls the major effort of the agency was placed on the

reformation of the girl. There is probably no phase of social work which requires the skill and understanding which is necessary in the care of unmarried mothers. An unmarried mother is faced with so many problems and is forced to make so many arbitrary decisions. Parents are seldom understanding of the problems of their children although in a large percentage of cases of illegitimate pregnancies the case can be definitely traced to the unhappiness or insecurity which a girl feels in her home. Parents do not recognize the emotional factors which lead to promiscuity and are in most instances very critical of the child. They frequently consider only the disgrace which they feel their daughter has brought on them and do not recognize the burden which the girl herself is faced to bear. In addition to the physical suffering a girl is forced to face a real problem in planning for her child, only a person who thoroughly understands the emotional factors involved in the release of a child should attempt service to this type of case.

Unfortunately this type of service has never been available at Benedict Home and the type of service which they were given intensified the problems of the girls who were there for care. In certain cases where custodial care was necessary for other serious delinquencies or in the case of unmarried mothers of low mentality this was not a factor of such timely concern. The care of the girls was directed toward a punishing attitude for past sins rather than a constructive force for future stability. The lack of educational and recreational facilities was a matter of great concern.

As was previously stated no social service was available in this institution and in addition to the care of girls they were authorized to place children for adoption. No history was secured in order to determine the background and possible potentialities of the child and the only factor considered was the physical condition of the child. The facilities for the study of foster homes were inadequate and very superficial. These two factors resulted in many very poor placements. The records show children who are inferior both mentally and physically placed in permanent homes to say nothing of the children whose background would give little possibility of normal development. On the other hand the homes in which children were placed were

not thoroughly investigated and the decision was based on personal impressions rather than sound investigation and evaluation. Although many fine families received children from this home there have been examples of very bad placements in the past.

The method of placing children is an outstanding example of a misconception of charitable service. Unlike other maternity homes the girls in Benedict Home had a great deal of the care of their babies. Each girl has a room of her own and at night the baby was placed in the room with her. (In all other maternity homes of my knowledge girls care for their babies but they are kept together in a nursery.) During the first three months every effort is made to develop maternal feeling of the mother and at the end of that period she was encouraged to release her baby. The theory being that in after years she would feel less guilty because she had given this personal care during the early days of the child's life. The actual release of the child was a cruel procedure. The foster parents furnished the clothing for the child and the mother was allowed to dress the baby for the final time. When the child was dressed a photographer was called who took a picture of the baby for the mother. Then amid the tears and cries of the other girls the mother carried the child to the foot of the stairs where it was placed in the arms of the matron who hurriedly drove off in a taxi cab. These practices were developed by the superintendent and matron who had been there for many years and who died in 1941.

When the seriousness of this practice was discussed with the new superintendent it was quite evident that the philosophy had become inherent in those who had been associated with the home and I regret to say that although there were some changes some of these practices continued.

The service of the home was being used less and less and representatives of the department were called into conference with the board. Many suggestions were made for changes in the home and although the care of the girls was much improved the basic philosophy of the agency remained the same.

The agency was licensed as a maternity hospital and received a child-placing license in 1942 with the understanding that all placements would be under the supervision of the Division of Child Welfare due to the fact that they did not have a person on their staff qualified to give this service. It was agreed that the service would be for one year and that at the end of that time the placement would have to be assumed by a licensed agency if they had not reorganized their program to meet this need.

The number of girls continued to drop and during the past year they have had more employees in the institution than they have had girls for care. The number for the past few months has not exceeded three and there was no indication of any change in the situation. The agency did not request a placing license this year and children born in the institution have been referred to other agencies for placements. This is an accepted practice in maternity homes as it is not considered advisable to operate child placing agencies in connection with maternity homes. We have only one maternity home in Iowa which also has a child placing license.

Many plans were discussed for a change in the program of the agency, however, it was finally decided to close the institution as a maternity home and at the present time there is no plan to use the institution for the care of children or adolescents.

An evaluation of the agency was completed in May of 1941 and contains much historical materials. The chronological record is not complete for the year ending September 1942. During this period the agency was under the supervision of Mrs. Margaret Bryan and her contacts have not been recorded. Mrs. Mary Driver has been responsible for the agency since October of 1942 and is preparing a closing summary on the record of the agency.

2 Booth Memorial Hospital ----- Des Moines

Booth Memorial Hospital is a home for the care of unmarried mothers, operated by the Salvation Army in Des Moines. This home is one of a large group of institutions of this type operated by that organization throughout the country. The home accepts unmarried mothers from all parts of the state, irrespective of religious affiliation or color.

The home is an attractive brick structure, located on a large wooded tract near the outskirts of the city. The new building is fire-proof in construction and arranged ideally for the purpose of the institution. The old part of the building is kept in good repair, is attractive in decoration, and is always immaculately clean. The buildings provide adequate facilities for the girls prior to confinement and the hospital facilities are complete for confinement and care after the birth of the child. The nursery is well equipped and provides facilities for the care of infants. The grounds are attractive and are used extensively by the girls under care, the lawn is spacious and well kept, a recreation space is provided which the girls enjoy, and a good sized garden provides opportunity for light work for the girls out-of-doors. The girls enjoy working in the garden, and the produce which is used in season and canned for later consumption forms a substantial part of the food for the institution.

This home accepts girls for care at any period during their pregnancy, although they are urged not to enter too early due to the fact that the period then becomes so long and the girls become restless. They are allowed to leave the home six weeks following the birth of their babies, and plans must be completed for both the girl and the baby at that time as no placing facilities are available through this institution. In some instances girls keep their babies and take them to their own homes, in others the babies are boarded for a period or released for adoptive placement. In some cases this service is arranged through the referring agency, but in most cases it has been necessary for the consultant from the State Department to work with the girl, determine a suitable plan, and assist her in the development. This is a time consuming phase of the consultant's service and in spite of the time given to this particular project the work is not of a degree to give satisfaction to the worker. Although every attempt is made to render helpful service to this agency, it is recognized that some adjustment should be made in order that the personnel of the State Department

may be used in the supervision of the agency rather than in case work service to the individual girls under care, which should be the responsibility of the agency itself. This service was undoubtedly started on a demonstration basis but the period of demonstration has long been over and this service is accepted as the State's responsibility rather than the broader aspect of the program which we reach only on an indirect basis.

During the period covered by this report there has been no agency which has received the volume of service or the time which has been given to Booth, and on the other hand we have as little actual supervision of this agency as any for whom we are charged with this responsibility. I cannot over-emphasize the need of some change in this phase of the program as our service to other agencies is neglected because of the proportion of time given to this agency.

The records of this agency are most inadequate although the many individual case records in the file indicate the volume of service given. During the first six months of 1941 Miss Mauk was responsible for service to this agency and for the period following until September of 1942 Mrs. Margaret Bryan was the consultant charged with the supervision of this agency. The record contains no information regarding the service to the agency itself during this period. Mrs. Driver has been responsible for the supervision during the past year and although she has not written a report of her service to the agency, a report of this nature is in process.

This agency is licensed as a maternity home and makes all required reports in accord with the terms of the law. As previously indicated, all placements of babies born in this home are made through other licensed child-placing agencies.

2. Florence Crittenton Home ----- Sioux City

The Florence Crittenton Home in Sioux City was incorporated in 1904, taking over at that time the work of the Women's and Babies' Home which had been in operation since 1894. The purpose of the home, according to its Articles of Incorporation, is to maintain a maternity hospital for destitute, friendless, or unfortunate women, to care for orphaned, homeless, or abandoned children, to place for adoption children received, committed or surrendered for this purpose. This maternity home is one of a group of sixty-five in the United States under the general supervision of the National Florence Crittenton Mission, which was founded in 1893 by Charles Crittenton and named in memory of his daughter. The purpose of the Mission was the care and rehabilitation of young unmarried mothers of all races and creeds, preventing, if possible, the separation of mother and child. The National Mission assisted in establishing the branch at Sioux City and contributed to the building fund but, in keeping with its policy, left all subsequent support to the local board and community. The local unit does not contribute to the support of the national organization, but it is subject to supervision by the national unit.

The Florence Crittenton Home in Sioux City accepts for care unmarried or deserted pregnant women from Iowa and surrounding territory which, by practice, has been confined chiefly to South Dakota and eastern Nebraska. The institution operates on a comparatively small budget, but is free from debt and keeps within the limits of its current income. The sources of income are through the support received from relatives and from social agencies for the care of girls and children committed to the agency for care. The support by the Sioux City Community Chest is the largest item and is supplemented by private contributions and some income from endowments and investments.

Three distinct services are offered by the Florence Crittenton Home, namely, maternity care, boarding care for infants and children, and adoptive placement work. The chief purpose of the Florence Crittenton Home is a service program for girls, and the other two services are supposed to

be supplementary. However, by the very nature of the situation, the presence of infants and boarding children, especially the latter, exerts greater pressure at times and demands more immediate attention than the mothers. Boarding care for infants born in the hospital and for other children is not a service usually found in Florence Crittenton Homes. It was a carry over in this case from the agency which merged into the Florence Crittenton Home, and has been continued, partly for financial reasons, but primarily because of the lack of facilities for the care of this group of children in the community.

The supervision of the children of toddler stage has been a serious problem as it was felt that the children did not receive the necessary stimulation and training. A case worker is responsible for foster home investigations, placements, and supervision.

The contact of this Department with the Florence Crittenton Home has been most constructive. The Board and the Superintendent look to the State Department for help and guidance. The Board shows a very great desire to operate their home in a progressive, constructive manner and are very conscious of the place of their agency in the community's plan for the care of children. The Consultant who gives service to the Florence Crittenton Home has established an unusually fine working relationship with the agency and although we have tried to be of every possible service to the agency, we have not been able to assist to the degree which we would like. This is true only so far as personnel is concerned. We have been asked on several occasions to refer qualified and experienced personnel to this agency but, due to existing circumstances, we have been unable to make these requests. Realizing the situation, we have made every effort to strengthen the service of the staff of the agency through carefully planned, constructive supervision.

Following the change of superintendents, the consultant has given unlimited time in helping the present incumbent to adjust to her position, and the same type of help has been given to the new case worker who was inexperienced and not familiar with the procedures of a home of this kind. Through supervision many changes in the physical plan as well as in the care of unmarried mothers

have been accomplished with this agency. The service rendered to unmarried mothers by this agency is superior. The physical care is good and the agency is outstanding in its understanding and helpful attitude toward the girls coming to them for care. The care of the girls following discharge from this institution is a very positive factor. The agency makes every possible effort to help the girl to a normal adjustment following her period in the institution. Care of the younger group of children is not on the same basis with the service rendered to unmarried mothers. This is a factor thoroughly understood by the Board and one which may help to work out a better community plan for the care of children of this age group.

The adoptive practice of the agency is good and placements, on the whole, are carefully made. Like other agencies offering a placement program on a state wide basis, we question their ability to give adequate supervision to a placement too far distant from the headquarters of the agency. On the whole, the work of this agency is superior, and with the continuation of the splendid cooperation of the board, we feel that this agency will continue to develop in a constructive manner.

At the request of the Board a study of the financial records of the agency was made by the Division of Accounts and Audits. The study resulted in an adjustment of the financial records, but the recommendations of the report were not accepted in their entirety.

This agency has been under the supervision of Mrs. Mary Smith during practically the entire period of the three years covered by this report. An evaluation of the agency completed by Mrs. Smith, and the chronological record of our service to the agency, and the detailed report of the service rendered by the Division of Accounts and Audits, form a part of the agency file.

4. St. Monica's Home ----- Sioux City

St. Monica's home is an institution for the care of unmarried mothers and their children and was organized in Sioux City in 1923. The home is under the auspices of the Sisters of St. Benedict and is a member organization of the recently established Bureau of Catholic Charities. The home was the outgrowth of a foundling home but has operated since the erection of the present building in 1923 as a maternity home and as a boarding home for small children.

During the early period of this department the supervision of this agency was very difficult and the situation at times became critical. The situation however was decidedly improved and at the beginning of the period covered by this report a satisfactory working relationship had been established.

The present building is a two story brick structure, modern in every detail of its construction. The home was designed for this purpose and serves admirably for the number under care. Originally conditions were not satisfactory due to the fact that a number of the older Sisters lived in the institution and the sleeping quarters for the girls were in the basement. This condition has been entirely corrected as the Sisters have been moved to a house which was remodelled for this purpose on the grounds and attractive quarters provided for the girls on the second floor of the building. The delivery room and hospital facilities are also on this floor but the nursery is on the first floor. The nursery cares for both infants and nursery age children. The facilities for the care of babies are good but those provided for the nursery age children could be improved. There is adequate space and an abundance of light and air; however the quarters are not arranged in a manner conducive to the development of children of this age. The seriousness of this situation is not however in the physical features of the building but in the fact that adequate personnel trained in the field of nursery education is not available to these children. The physical care given to the children is good but their training is not as constructive as we would feel advisable. It is hoped that eventually a good program for the care and training of this age group will be arranged between St. Monica's and St. Anthony's as both agencies care for a number of children of this age group and neither have well established nursery school programs.

The service rendered by this agency is satisfactory in regard to the care given unmarried mothers and that given to the infants in the care of the institution. The physical care of the nursery age group is adequate but we feel that the emotional and social adjustment of these children could be improved by the development of a nursery school program.

The financial condition of this agency has been quite a problem for some time as their income has not been adequate to carry the program of the agency. At the request of the agency and the Sioux City Community Chest a study of the financial records of this agency was made and a system of financial records installed. This installation made possible a more complete study of the needs of the agency and steps have been taken to put the agency on a more firm basis. The board which was appointed in line with the policy established by the Community Chest has taken an active interest in an adjustment of the financial situation, and on the basis of figures which were made available the chest increased its allotment to the agency for the coming year.

An evaluation of the agency was completed by Mrs. Mary Smith in March of 1942 and the chronological record contains the details of our contacts with the agency. The file also contains a complete analysis of the old financial system and a report of the installation of new financial records, as well as follow-up reports of their use. As recorded in the report of the Sioux City Bureau of Catholic Charities, case work service was available to this institution through the bureau as a part of the demonstration conducted by the State Welfare Department. A report of Miss Meersman's activities in connection with this agency are a part of the file.

St. Monica's was originally licensed as a maternity home and as a child placing agency. At the present time it is licensed as a maternity home and as a boarding home for the care of children, while the placing functions of the agency are delegated to the Bureau of Catholic Charities.

The care given unmarried mothers is good, and if conditions warrant the facilities of St. Vincent's Hospital are made available to these girls. The average population of mothers is around twenty-five and the number of babies about the same although this is somewhat lower than the number cared for before more intensive case work was made available to the institution. This is a problem in the institution due to the fact that facilities are available for the care of more babies and the Sisters are anxious because of their financial condition to use the space to capacity.

The home accepts unmarried mothers from Iowa and a good many from South Dakota and Nebraska. The institution originally was licensed as a child placing agency and accepted children for placement, but this responsibility has now been transferred to the Bureau of Catholic Charities. Placements were formerly made by the Sisters and the investigation and supervision was not of a high standard. Later the home secured the service of a social worker on a part time basis and the intake policies as well as the placement practices were greatly improved. This plan continued until the organization of the Bureau of Catholic Charities and the transfer of these functions to the newly created agency.

All intake to the agency is through the bureau and a careful investigation is made prior to admission. This is important in unmarried mother work as girls frequently take refuge in institutions so far distant from their homes that provisions for their care and the care of their babies sometimes becomes a real problem. The girl receives case work service during her period in the home and help to determine the best plan for herself and for her baby. If she decides to release her baby and the child is considered placeable the agency accepts it for permanent care and placement. If other conditions exist the agency plans for the child in as adequate a manner as is possible in line with available facilities.

The agency accepts applications for adoptive placements and thorough investigations are made to determine the advisability of accepting the home for this type of care. A careful analysis is made of the background and potentialities of the child in relation to the home under consideration for its placement. When placements are made careful supervision is maintained for a period of sufficient length to determine the adjustment of the foster parents and the child before completing the legal adoption.

b. Commercial Maternity Homes

At the beginning of this biennium, we had in Iowa three licensed maternity homes. The files included many homes on which some type of contact had been made in past years, but there was no indication of their present status.

It was realized that these homes were a serious problem to the health and welfare of the individuals going to them for care. Unfortunately, many of these homes had become deeply involved in the practice of child placing and even though they were not actively engaged in placement themselves, they were used by other individuals to facilitate illegal placements. Frequently unmarried mothers were placed in these homes by doctors. The doctor assumed full responsibility for the care of the girl during pregnancy, removed her to a hospital for confinement, and later returned the girl to the home for post-natal care while plans were completed for the placing of the child. The fee collected by the doctor from the adopting parent included the care of the mother prior to confinement, confinement expenses, including hospital and doctor's fees, as well as the attorney's fee for securing the release of the child and completing the adoption.

Our maternity home law is very good in this respect. It specifies that any person who receives for care and treatment during pregnancy or during delivery or within ten days after delivery more than two women within a period of six months, except women related to him by blood or marriage, shall be deemed to maintain a maternity hospital. Many calls were made to homes of this nature pointing out the necessity of securing a license and also interpreting the violation of the law in being a party to this type of child placement. Certain doctors using this type of home were visited and in many instances satisfactory results were obtained. During this period being reviewed, a consultant from this section visited a number of counties of the state interviewing doctors, public health nurses and welfare workers, discussing with them the need for maternity homes, whether or not homes in a county were being used for maternity care and pointing out the requirements for licensing.

At the present time we are receiving many requests from the medical profession asking that certain homes be licensed for maternity care. The conditions brought about by the emergency, namely, the shortage of doctors and the limitations on transportation, make the establishment of such homes advisable.

Many counties are without hospital facilities and previously doctors transported their patients some distance for hospital care. Doctors now feel that transportation is difficult and that due to the many calls on their time, they cannot allow the time required to care for a patient at a distant point. The department has cooperated in every way to bring about the licensing of these homes and in cases where the homes did not meet the requirements, we have found the medical profession most cooperative in helping individuals to improve their facilities. We have found that the number of cases going to maternity homes has increased very noticeably during the past year, and we realize that the supervision offered by this department must be increased. The Department of Health makes the original and annual sanitary inspections of the home, but the responsibility for all other service rests with this department; a responsibility which we in many instances, regret to assume. Although the law places this responsibility with the Board of Social Welfare, we feel that in the case of supervision of commercial maternity homes, the major problem is one of sanitation and nursing care and that the responsibility for the supervision of this nature should rest with individuals trained in this field.

During the past few months a very marked interest in requests for licenses due to the funds allocated to the State Department of Health for the care of service men's wives. Funds will not be allowed for the service except in approved hospitals or maternity homes. Several hospitals have been approved by the Department of Health but all maternity homes must be licensed by this department before their claims will be allowed. This also applies to the doctor's fee for delivery and is a decided factor in securing the cooperation and help of the medical profession in completing the licensing process.

This particular phase of the work has increased markedly and because of the enurgent nature of the situation we have made every attempt to complete our service on these homes with as much dispatch as possible. We are giving as adequate service as is possible considering the limitations which the training and experience of our staff place on supervision of this nature.

As was previously pointed out we had three licensed maternity homes of this type in Iowa at the beginning of this period. During the short period when we had

the service of a special consultant for this work we surveyed 25 counties in order to determine the extent of this type of home and to interpret the need of licensing. The field staff has given additional service in reporting homes in their districts which have been followed up by this department. The consultants in this department have checked on homes which have been reported throughout this period. We have visited 111 homes during this period. In some homes only one visit has been made while in others as many as 8 visits have been made. Many of these proved to be homes for convalescents or nursing homes which did not require a license, however, as a result of this service we received 52 applications for licenses, all of these were investigated and 29 licenses have been issued. Six applications were withdrawn and it was necessary for us to reject six applications, and there are now 11 homes which have been evaluated by our department and are awaiting inspection by the Department of Health. During 1942 there were 516 babies born in the homes under the supervision of this department, so far this year there have been 776.

As previously stated we feel that this responsibility is not one which rightfully belongs in this department due to the aspect of the service, however, we have made every effort to do the work in as satisfactory a manner as our ability and understanding would allow.